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JUNE, 1933

EMPORIA, KANSAS

NUMBER 7

BULLETIN OF THE GRADUATE DIVISION

*A Study of the Status of the County Superintendent
in Kansas*

BY

WILLIAM D. ALTUS



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A Study of the Status of the County Superintendent in Kansas

By WILLIAM D. ALTUS.

EDITOR'S INTRODUCTION.

The office of county superintendent of schools in the United States has, Topsy-like, "Just grewed." Beginning about 1830 as a clerical and statistical position, the duties of the office have been enlarged and extended until to-day, but little more than a century later, the county superintendent of schools plays a significant role in the educational growth and development of some eleven millions of rural children.

There are approximately thirty-four hundred rural-school officials in the United States who hold their positions either by popular election or by preferment of some appointive agency representing the people. The most commonly used title for this rural-school administrative officer is "county superintendent."

The selection by popular election following a political campaign, the method used in Kansas, is the agency for securing this important school official in twenty-six states. The practice of electing the county superintendent by popular vote likely dates back to a time when the office was largely clerical rather than professional; when manhood suffrage for all had been but recently attained, and when a belief in the wisdom of the people as expressed by popular vote was at its maximum. To-day many of these conditions no longer exist. The position now is not only clerical in nature but is also decidedly ad-

ministrative and supervisory as well. That the change in the manner of selection from popular election to appointment has been slow to develop is likely due to the tendency to crystallize the popular election method by writing it into state constitutions.

It need not be said that the elective county superintendent is rarely well qualified for the difficult position which he holds. Consideration of some of the requirements necessary for election to the office in Kansas suffices to explain why thoroughly well-qualified persons cannot, under normal conditions, be persuaded to become candidates for the position. Here are some of the prerequisites which the prospective candidate faces: He must be a qualified elector of the county; to be elected he should be a member in good standing of the dominant political party; he must be a good vote getter; he must be willing to stand the strain and the expense of a nominating campaign; he must be willing to meet the expenses of the campaign itself; he must be willing to accept the risk of defeat; he must undergo the same ordeal again in a short time—two years; he must be willing to accept a salary approximately half that paid a city superintendent; he must be reconciled to have insufficient help to carry out successfully even the minimum requirements of the position as set by law; and last of all, he must be willing to accept unjust criticism even though his decisions on school disputes and other matters pertaining to his office have been entirely sound and reasonable.

In the study which Mr. Altus presents herewith a careful analysis of the status of the county superintendent in Kansas has been made. Mr. Altus has utilized for comparative purposes a study made by Mr. Sloan on the status of the city superintendent in the same state. There is every reason to believe that his findings are reliable and that his conclusions are valid, as he has utilized to excellent advantage the reports of county superintendents of the state to the state superintendent of public instruction. These reports are a legal requirement.

The editor wishes to express again for the institution which he represents his appreciation of the courtesy of school officials at the state office in making their files available for this and similar studies.

EDWIN J. BROWN, *Editor.*

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CHAPTER I.

INTRODUCTION.

THE NATURE OF THE STUDY.

The purpose of this study is to determine the status of the county superintendent in Kansas and to ascertain his rank in relation to other administrators with comparable positions. The office of county superintendent was created several generations ago. His duties, too, in Kansas, were specified and enumerated; over a half century is gone, and those duties, with few minor changes, have remained on the statute books, intact.

The question naturally arises: Has nothing happened in the world of education or of economics that would make advisable a change in the duties and powers of so potentially important a school official as a county superintendent? A natural corollary follows: If the office has changed none, has the incumbent changed any in respect to his professional qualifications? This study attempts to answer the latter question, in so far as it can be done with the data at hand. The former question is rhetorical in nature, for libraries have been filled in the mere enumeration of the vast and far-reaching changes that have occurred in the last two generations.

Much has been written about the county superintendent, but statistical evaluations of him have been few in number. It is strange that he should have been neglected in this manner, for the studies of the urban supervisor are quite numerous and extensive, and the office of county superintendent is, in many ways, of more potential importance because of the usually greater number of teachers and pupils involved.

A BRIEF HISTORY OF THE COUNTY SUPERINTENDENT.

The office of county superintendent is an outgrowth and an extension of state control of the educational system. The state supervisor came first in point of time, and it was soon found that, in order to make the program of the state understood and to effect it, it would be necessary to have local representatives. Cubberley best describes how the office of county superintendent evolved:¹

“As education began to evolve into a state interest in our country, the need of developing some subordinate form of state control became evident. The school-land sections needed to be looked after by some persons representing the larger interest of the state; the local school officials needed supervision, to see that they maintained schools as required by the laws, and that school moneys were properly levied and spent; an agent to collect statistical information for the state and to act as a means of communication between the state and the school districts became more and more desirable; and, often most important of all, an agent of the state was needed to stimulate a local interest in schools, and to help and inspire teachers in their work of instruction.”

1. Cubberley, E. P.; *Public School Administration*, p. 45. Houghton Mifflin Company, Boston, 1929.

In the case of Illinois the office of county superintendent grew out of the office of county land commissioner, who had been delegated some educational functions in 1845.² For a period of ten years he was *ex officio* county superintendent. Then, after another ten years, in 1855, the position of county superintendent was created. The duties of the two offices had swelled, amœba-like, until a division was necessary. This same process was duplicated in other states at about the same time.

In Iowa a law was passed in 1839 establishing common schools in each county, and the unit of administration was to be the district, the trustees in each district superintending the schools and examining and employing the teachers.³ Five years later the unit of administration was enlarged to the township and a board of inspectors was provided in place of the trustees. These were supposed to visit each school at least twice yearly for the purpose of inquiring into the condition of the schools, examining the scholars, and advising the teachers. This board of inspectors lived only three years, when it was supplanted by a county school-fund commissioner. He was to apportion school funds; divide districts; alter or change their boundaries as he saw fit; distribute report blanks to district officers; and to transmit, in an annual report to the state superintendent of public instruction, such information as he received from the reports of the district officers. The office of this clerical county official was discontinued in 1858, when provision was made for the election of a county superintendent of common schools, who was to hold his office for a term of two years. His duties were to be the same as those of his predecessor, and in addition he was to be held responsible for certification of teachers and visitation of schools.

It is evident that the office of county superintendent grew haphazardly and by chance, and was usually created as an adjunct to state supervision of instruction, although occasionally local exigencies forced communities to elect or appoint an overseer of their district schools, whose duties were similar to those of the rural supervisor who succeeded him. As to the origin of the office, in regard to time, Cubberley says:⁴ "The office of county superintendent of schools began about 1835, and by about 1870 was common in most of the old states." However, in many of the new states that were then coming into the Union the office was created by constitutional provision.

Kansas leads the list, among the newer states, of those creating the office of county superintendent. This was done in 1859, two years before her admittance into the Union as a state.⁵ Eighteen other states followed her example, the first being West Virginia in 1863. Separated by intervals of years, came in succession: Florida, Mississippi, Virginia, Illinois, Colorado, Louisiana, California, Nevada, North Dakota, South Dakota, Wyoming, Montana, Idaho, Alabama, Oklahoma, Arizona, and New Mexico. In all there are nineteen states whose constitutions provide for a county supervisor.

Although the constitutions of the remaining twenty-nine states did not pro-

2. *Ibid.*, p. 46.

3. Boraas, Julius, and Selke, George A.; *Rural School Administration and Supervision*, Chapter III, pp. 17-24. D. C. Heath and Company, Boston, 1926.

4. Cubberley, *op cit.*, p. 46.

5. Matzen, John M.; *State Constitutional Provisions for Education*, p. 77. Bureau of Publications, Teachers College, Columbia University, New York, 1931.

vide for the office of a rural supervisor of county education, every state now has a county officer who corresponds to the county superintendent in Kansas.⁶ In the main the office is an elective one, twenty-five of the forty-eight states choosing their county educational officer at the polls. Twenty-one states appoint their county supervisor, and the manner of his appointment has almost as many variations as there are states which use this method. In two states both methods are used, some counties having an appointive rural supervisor, and some an elective one.

There is little uniformity among the various states as regards the office of county supervisor of rural education. The length of term, the duties, the powers, the salary, the manner of selection, and the qualifications for the office are factors which vary independently of one another according to the state in question. In some states the office is entirely delimited and defined by state law; in others, the office is only partially defined or not defined at all. Kansas is an example of the state that has created and defined the office of rural supervisor, while California is an example of the other kind, the county being the unit through which the office was there organized. The manner of appointing the county school officer, in states where that method is used, is equally varied, there being fifteen distinct means of appointing him. This disparity between states is in accordance with the evolution of the office itself. The widening conception of the powers and duties attendant upon, and qualifications necessary for, the office has caused some states to revise and change their laws relating to the office many times, while other states have changed little in this respect, so that, as a result, there is an appalling lack of uniformity now among the several states.

In commenting on the changing conception of the county superintendent, Cubberley says:⁷

"Everywhere, at first, the county superintendent was to a very large degree a clerical and statistical officer, representing the state in the carrying out of a state purpose, and serving as a means of communication between the state on one hand and the school districts on the other. His duties were simple and required no professional training or skill, so election from among the body of the electorate, and for short terms, with as frequent changes in the office as in the case of any other county officer, early became the established method for securing this official. Unlike other county officers his functions are only in part clerical and routine; and if he is to render the highest service he must be a professional leader rather than an office clerk. It might almost be said that his real effectiveness as a county superintendent is determined by how far he is able to subordinate office routine to real professional leadership."

It would be interesting to evaluate the present county superintendent in the light of a professional leader, as opposed to the older conception of him as a collector of statistics for the state. It was for that purpose that this study was begun—to ascertain if the county superintendent of Kansas has the qualifications of a professional leader, and to determine his status in comparison with county superintendents of other states and with the city supervisor in his own state. Studies are now available which will make this comparison possible.

6. "Salaries and Certain Provisions Relating to Rural School Superintendents;" Research Division of the National Educational Association, *Journal of the National Educational Association*, Volume 20, May, 1931, p. 186.

7. Cubberley, *op. cit.*, pp. 46 f.

OTHER STUDIES.

Among recent studies of the county superintendent is that of Boney, who evaluated the county superintendents of Florida.⁸ A subsequent study by Doctor Tink covers not only Florida but, also, Alabama, North Carolina, and Maryland, and, in consequence, is of more value for purposes of comparison.⁹ Doctor Tink's study is a comparison of the professional qualifications of the elective rural supervisor with those of the appointive county superintendent. The county superintendents of Florida, who are elected to their office, are compared with the appointive county superintendents of North Carolina, Alabama, and Maryland. His data were secured for the year 1926-1927.

Another study, by Sloan,¹⁰ may be used with profit for purposes of comparison of the urban school administrator of Kansas with the rural supervisor. They are not strictly comparable, since the urban supervisor has charge of secondary schools in addition to the elementary schools; however, both are administrators of elementary education, and consequently their professional qualifications should not be too divergent. In theory a rural school supervisor should be as well-qualified professionally as a superintendent of city schools. Therefore, where a comparison was possible, it has been made.

THE SCOPE OF THE STUDY.

The purpose of this study was to evaluate the county superintendent over a period of years in order to find trends in the qualifications of that administrator. Is he better qualified now than he was formerly? If so, in what respect and to what extent is it the case? Is the present status of the county superintendent on a comparable basis with that of similar officers in other states or with the city school administrator in his own state?

Quantitative data concerning the number of years of scholastic training, teaching and administrative experience, tenure in present position, certification, salary, clerical help, and supplementary information concerning the number of teachers under his jurisdiction, with number of inexperienced teachers, were gathered about each county superintendent for the years of 1921, 1925, and 1930. That is admittedly a relatively short period in which to find trends, but data for the years previous to 1921 were, unfortunately, not available.

SOURCES OF THE DATA.

The data for this study were obtained from the office of the state superintendent of public instruction in Topeka, Kan. The annual reports of the county superintendents were the immediate source of the data. Only a small portion of these reports were pertinent to this study. The remainder of the reports were given over to numerous school and financial statistics which did not concern this problem in any manner.

8. Boney, C. D.: *A Study of the County Superintendency in Florida*, unpublished Master's Thesis, George Peabody College for Teachers, Nashville, Tennessee.

9. Tink, Edmund Lewis: *Certain Phases of County Educational Organization*, Bureau of Publications, Teachers College, Columbia University, New York, 1929.

10. Sloan, Herbert Lewis: *A Study of the Status of the Public School Administrator in Kansas*, unpublished Master's Thesis, Kansas State Teachers College, Emporia, Kansas, 1930.

PRESENTATION OF DATA.

The data thus gathered have been classified and are presented in tabular form. The median is used throughout as a measure of central tendency, and the arithmetic mean or average is used occasionally. No other measures of central tendency have been employed. The interquartile range has been employed as a measure of dispersion.

CHAPTER II.

THE WORK OF THE COUNTY SUPERINTENDENT.

It was stated in the preceding chapter that the office of county superintendent had been created and defined by law in Kansas. In this chapter an inquiry shall be made into the powers and duties of the county superintendent as they are defined according to the Kansas statutes. His administrative load, as measured in terms of the number of teachers under his jurisdiction and in amount of office assistance accorded him, will be considered also.

When George A. Allen, Jr., recently deceased state superintendent of public instruction, attacked the office of the county superintendent, it was because of the hindrance that he felt the laws regarding this office had been in the past to the improvement of rural education. He said in part:¹

"The shortest road to improvement of the rural school lies through the office of the county superintendent. When this office is dignified by appropriate qualifications and clothed with adequate and reasonable authority and supported by proper compensation and assistance rural schools will advance at equal pace with city schools."

What is there about the present laws relating to the county superintendent that made Mr. Allen say this?

It was in 1859 that Kansas created the office of county superintendent and defined the powers and duties of the office. Twenty-two years later, in 1881, a law defining the general duties of the county superintendent was passed, and it remains on the statute books to this day, intact. One of the specific provisions relating to the office was passed as early as 1876. The latest law bears the date of 1927.

POWERS AND DUTIES OF THE COUNTY SUPERINTENDENT.

The various duties and powers of the county superintendent shall be here classified according to whether they are educational or noneducational. Under noneducational activities are grouped clerical duties that relate to school statistics and school finance and some miscellaneous duties that are not strictly supervisory or administrative. Under the heading of "educational" are classified those functions that are normally considered as administrative. This information is obtained from *Revised School Laws of Kansas*, published in 1928.²

EDUCATIONAL DUTIES OF THE COUNTY SUPERINTENDENT.

1. Visit and inspect each school in the county at least once annually.
2. Hold a normal institute, of five to twenty days duration, for rural teachers once annually.
3. Hold an annual meeting in each school district for the purpose of discussing school matters.

1. Allen, George A.: *Twenty-sixth Biennial Report*, p. 8. Kansas State Printing Plant, Topeka, Kansas, 1929.

2. *Revised School Laws of Kansas*, 1927; George A. Allen, Compiler. Chapter X, pp. 71-84. Kansas State Printing Plant, Topeka, Kan., 1928.

4. Hold annual convention of members of school boards for the purpose of consultation and instruction.
5. Make suggestions to teachers.
6. Encourage associations of teachers for professional purposes.

NONEDUCATIONAL DUTIES OF THE COUNTY SUPERINTENDENT.

1. Audit the accounts and record books of district officers.
2. Keep a record of school statistics relating to pupils and teachers.
3. Keep a record of state and county school funds.
4. Apportion state funds.
5. Keep records of normal institutes.
6. Hold at least three annual meetings for the purpose of examination and certification of prospective teachers.
7. Hold an annual examination of rural-school pupils seeking diplomas.
8. Organize, disorganize, reallocate, or consolidate school districts under certain conditions; if judgment of county superintendent is appealed, however, the county commissioners are the final authority.
9. Make quarterly report to state superintendent, giving data relative to schools visited, days the office has been kept open, number of district officers' books audited, number of teachers' meetings held, and any other information that the state superintendent may require.
10. Make annual report to the state superintendent in which are given complete statistics relative to the office of county superintendent and the school situation in the county. This very extensive report covers the sex, classification, average daily attendance, and the educational costs of each pupil; the sex, teaching experience, and qualifications of all rural school teachers; valuation of each school district with its financial status; and some data concerning the qualifications of the county superintendent himself.

This tabulation makes evident the fact that the office has more duties than it has executive powers. It is also evident that the clerical duties outweigh all of the others. That is, however, to be expected, since most of these provisions were formulated over fifty years ago. At that time the conception of the county superintendent as an educator had not yet superseded the general notion of him as a collector of educational statistics. The one executive power delegated to his office is that of redistricting, discontinuing, organizing or consolidating school districts. Utilizing this privilege may wreak havoc with the ambitions of a county superintendent looking forward to a second term. The following quotation points out the friction sometimes caused by the use of this prerogative:³

"The county superintendency is, also, above any other county office, peculiarly susceptible to the consequences of local quarrels and personal grudges. The county superintendent, by virtue of his duty to hear and determine questions of changes in school district boundaries, and to act as arbiter between teachers and school boards in cases of friction between them must, in the very nature of things, incur the enmity of one side or the other, however just and righteous his decisions may be."

The relationship between the rural teacher and the county superintendent is largely confined, in the eyes of the law, to the annual visit to the rural school and the county institute. Of course the county superintendent may

3. *Kansas Educational Commission Bulletin No. One*; Kansas Educational Commission, p. 37. State Printing Office, Topeka, Kan., 1908.

hold county teachers' meetings throughout the school year, and the rural teacher may come in and confer with the county superintendent, but there is no legal compulsion for either form of meeting. There are, of course, the abstract legal behests to the county superintendent to "make suggestions to teachers" and to "encourage teacher association," but unless the superintendent were conscientious and had not too much to do, it is quite likely that these two behests will remain on the statute books as so much verbiage. If the superintendent has a large number of teachers to supervise and does not have much office assistance in the performance of his routine duties, it is apparent that his whole time would be occupied in the commission of the specific duties attendant upon the office.

THE ADMINISTRATIVE LOAD OF THE COUNTY SUPERINTENDENT.

In evaluating the administrative load of the county superintendent, the number of one-teacher rural schools has been chosen as a criterion, because there happen to be many more schools of this type under his jurisdiction than any other kind. While the third-class cities are nominally under the jurisdiction of the county superintendent, they usually have a high-school principal or a city superintendent who manages the school system of the city. Practically the only relation that the superintendent has with the high schools and grade schools of third class cities is that of gathering statistics about them for the annual report that he has to make to the state superintendent of public instruction. Consequently, the job of the county superintendent is that of supervising the one-teacher rural school.

That the supervision of the one-teacher country school would be a full-time job in itself, if properly attended to, is evidenced by the number of such schools under the average superintendent. The job of statistics collecting and reporting, holding school board meetings, examinations for certification of teachers, apportionment of state school funds, and numerous other routine duties, are only incidental to the real purpose of the office. The real purpose of the office, if it could be what it should be, is that of directing, overseeing, and supervising the work of the poorly equipped, and often inexperienced, teacher of the rural school.

TABLE I.—Rural one-teacher schools under the supervision of the county superintendent.

ONE-TEACHER SCHOOLS.	1921.	1925.	1930.
High.....	150	147	147
Low.....	15	12	10
Range.....	135	133	137
First quartile.....	48	45	43
Median.....	75	72	71
Third quartile.....	92	92	90
Interquartile range.....	44	47	47

Read table thus: In 1921, the highest number of one-teacher rural schools under the jurisdiction of a county superintendent was 150; in 1925, 147; and in 1930, 147.

The range in number of one-teacher rural schools under the supervision of a county superintendent is surprisingly large, the lowest number being 10, and the highest 150. The dispersion is equally large, ranging from 44 in 1921 to

47 in 1930. This means that the superintendents in the fourth quartile, during the three years here tabulated, had, from 44 as a minimum to 104 as a maximum, more one-teacher schools to supervise in their respective counties than did the ones in the lowest quartile in the years treated.

A slight decline is to be noticed in the medians for the period, and there is a corresponding slight drop in the other measures. The decline in all instances, though, is too small to be of much significance. It is apparent that the consolidation of schools has not, in the last ten years at least, had an appreciable effect upon the number of the one-teacher schools to be found in the counties of Kansas.

The administrative load of the county superintendent might profitably be compared with that of administrators of other types of school systems in Kansas. In a recent study of the administrator in Kansas, Herbert L. Sloan⁴ has furnished a checking instrument for the purpose. He found that in the eleven first-class cities of Kansas the median number of teachers under the control of the administrator was one hundred twenty-three. That need not indicate, however, that the administrative load of the superintendent of a first-class city is greater than, or even as great, potentially, as that of the county superintendent. On the contrary the potential load is even less, for the city superintendent has a principal for each one of the schools under his jurisdiction; at least in cities of the first class this is the case. The superintendent of the school system of a first-class city has his educational program executed through the medium of a corps of capable subordinates, while the county superintendent has no intermediary school officers at his command but must directly supervise a group of seventy or more teachers over a widely scattered area. The larger number of teachers under the supervision of the superintendent of the first-class city is not, therefore, certain evidence that his administrative load is as great as the potential load of the county superintendent.

When the comparison is made between the supervisor in the second-class city and the county superintendent, the results are even clearer. The 76 supervisors of school systems in the second-class cities of Kansas have 33 as a median number of teachers under their supervision.⁵ Sixty-three per cent of these supervisors devote all of their time to administration; the remaining 37 per cent do some teaching, but only 16 per cent of the whole group teach more than one class.⁶ He has a median number of 33 teachers under his jurisdiction. This number amounts to but 46 per cent of the median for county superintendents in 1930. Yet, even though the number of teachers under the supervision of the city and the county superintendent were made equivalent, there would still be a disparity between the two offices in point of difficulty. The distance separating the supervisor in a city system from the teachers whom he supervises is relatively short; the county superintendent, on the other hand, has to travel great distances across counties, some as large as the state of Rhode Island, in order to come in contact with a rural school teacher who is under his jurisdiction. The city teacher is quite generally well qualified professionally, while the rural teacher is, in comparison, poorly

4. Sloan, Herbert Lewis; *op. cit.*, p. 52.

5. *Ibid.*

6. *Ibid.*, p. 54.

equipped scholastically and experientially. It cannot be gainsaid that, from a standpoint of administration and supervision, the county superintendent has a more difficult and potentially greater job than has the city superintendent.

ADMINISTRATIVE AND CLERICAL ASSISTANCE TO THE COUNTY SUPERINTENDENT.

The state law specifies that⁷

"The county commissioners shall allow county superintendents having under their jurisdiction more than 100 and not more than 200 teachers the sum of five hundred dollars per annum for clerk hire, and for more than 200 teachers the sum of six hundred dollars per annum for clerk hire."

Provision is also made for an assistant superintendent:⁸

"That in counties employing more than 235 teachers, exclusive of first- and second-class cities, the county superintendent of public instruction is hereby authorized to appoint an assistant. He shall receive a salary of one thousand dollars per year."

An amendment was made to the above constitutional provision in 1925 which allowed \$1,500 for the assistant county superintendent in counties with a population of 100,000 and over.⁹

The necessity of office assistance to the county superintendent, when his routine duties are considered in connection with the median number of teachers under his supervision, is at once apparent. Without clerical help or assistant supervisors the supervision of the county superintendent would, of necessity, be confined to the annual visit, required by law, to each school. Even with all the routine work taken care of by clerks, direct supervision of all the one-teacher schools would, in most counties, be an impossibility.

TABLE II.—Counties with clerks or deputy superintendents.

ASSISTANCE TO COUNTY SUPERINTENDENT.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
With assistance.....	65	62	66	63	71	68
Without assistance.....	36	34	34	32	33	31
Unreported.....	4	4	5	5	1	1

Read table thus: In 1921, 65 (62 per cent) of the county superintendents had some assistance; in 1925, 66 (63 per cent); in 1930, 71 (68 per cent).

There were 6 more county superintendents reporting assistance in 1930 than there were in 1921. This indicates that there has been an increase in the number of counties with 100 or more teachers under the jurisdiction of the county superintendent, or that more counties complied with the state law in regard to office help. There is a great variety as to the kind and amount of assistance accorded the county superintendent. Eighty-one of the 202 county superintendents reporting office assistance during the three years had a regular clerk with an annual salary of \$500. One superintendent in each of the three years reported having a clerk "occasionally at 50 cents per hour." Some coun-

7. *Revised School Laws of Kansas*, 1927; p. 74.

8. *Ibid.*

9. *Ibid.*, p. 75.

ties pay their clerk \$40 per month and use him only half time; others, \$2 per day; and others employ a regular clerk with a yearly salary as high as \$1,000. Three counties reported for all three years as having not only a clerk, but also an assistant to the county superintendent. There is no uniformity as to the pay or regularity of employment of the clerk.

In order for the county superintendent to have any clerical assistance he must have 100 or more teachers under his supervision (this number includes third-class cities as well as teachers of rural schools), and to get an assistant he must supervise 235 teachers, or the county must have 100,000 inhabitants. There were 34 counties in 1930 which did not come under these classifications, and their county superintendents had to attend to all of the office routine and, in addition, give to the rural teachers what little supervision was possible.

ADMINISTRATIVE LOAD OF COUNTY SUPERINTENDENTS
WITHOUT ASSISTANCE.

Table III gives statistical information on the number of one-teacher schools under the jurisdiction of the county superintendents who do not have a clerk or assistant. A slight decrease is to be noted in this table in median number of one-teacher schools which such superintendents have under their jurisdiction. The median in 1930, 34, exceeds the median of teachers supervised in second-class cities by 1. The median for this group is considerably below the number supervised by the county superintendents considered as a whole; however, there are a few county superintendents who, without office help, are supervising more than 50 one-teacher rural schools, and there is 1, as late as 1930, who has under his jurisdiction 101 rural-school teachers. The trend is definitely toward fewer one-teacher schools among this group, a loss of 7 in

TABLE III.—One-teacher rural schools under the jurisdiction of county superintendents who have no assistance.

ONE-TEACHER SCHOOLS.	1921.	1925.	1930.
Number reporting.....	36	34	33
High.....	124	80	101
Low.....	15	12	10
Range.....	109	68	91
First quartile.....	28	28	21
Median.....	39	39	34
Third quartile.....	51	47	43
Interquartile deviation.....	23	19	22

Read table thus: In 1921, 36 county superintendents reported as not having any assistance; in 1925, 34; in 1930, 33.

the first quartile, 5 in the median, and 8 in the third quartile being noted in 1930. There is less change in the dispersion, a difference of only 1 being recorded in this measure during the entire period. It is evident that some of the counties are not providing clerical assistance to county superintendents, who, according to state law, are entitled to it. There were 2 counties in 1921 and 1 in 1930 reporting as not having clerical assistance, although there were more than 100 teachers under their jurisdiction. One hundred teachers would be an extremely large burden for any administrator, even though he had sufficient office help.

INEXPERIENCED TEACHERS EMPLOYED ANNUALLY.

Another distressing item which makes the office of the county superintendent in Kansas so difficult is the number of inexperienced teachers hired annually. Whatever the cause for so large a turnover among the teachers of the rural schools may be, whether rural school teaching is regarded as a financial bridge on which to walk from the home or school to the fields of matrimony, or whether it is used as a means to obtain money for further schooling, the fact remains that the tenure of the rural-school teacher is not of long duration; it is, on the average, about four years now, as is shown in Table IV.

TABLE IV.—Percentage of inexperienced rural-school teachers employed annually.

INEXPERIENCED TEACHERS.	1921.		1925.		1930.	
	Number.*	Per cent.	Number.*	Per cent.	Number.*	Per cent.
All counties.....	95	32.8	101	33.8	101	24.7
Counties not furnishing assistance to county superintendent†.....	33	26.2	29	28.5	32	27.5

Read table thus: In 1921, 95 counties reported as to the number of inexperienced teachers employed in the one-teacher rural schools, and of the total number of such teachers employed 32.8 per cent were inexperienced. Read the remaining items in like manner.

* "Number" here refers to the number of counties reporting on this item of inexperienced teachers hired annually.

† The number of counties shown in Table II as not having office help will not be the same as the number of counties here, because not all counties reported on the number of inexperienced teachers employed.

The average number of inexperienced teachers employed was in 1921 and 1925 approximately one-third of the total number. By 1930 the percentage was reduced, but still one out of four rural-school teachers was inexperienced. The complete annual turnover is probably greater than this table indicates because, undoubtedly, some experienced teachers who had not taught for some time were employed. It is gratifying to note that the percentage of inexperienced teachers is apparently on the decline.

In 1 county, in 1930, 51 of the 95 teachers employed were inexperienced. Adequate supervision of such a large number of teachers new to the profession would, of course, entail a tremendous amount of work. When it is considered, also, that these inexperienced teachers are, as a general rule, poorly equipped professionally, the task of the county superintendent is seen as extremely difficult, even though he were in position to devote his whole time to the supervision of his teachers.

The percentage of inexperienced teachers in counties whose superintendents had no clerks or deputy superintendents varies little from that of the whole group. In 1921 and 1925 the percentage is slightly under that of the state, but in 1930 it is 3 per cent above.

During the period investigated, the median number of inexperienced teachers per county superintendent has decreased from twenty-one to sixteen. These figures correspond almost exactly to the percentage given in Table IV.

TABLE V.—Distribution of inexperienced teachers employed annually in one-teacher rural schools.

INEXPERIENCED TEACHERS.	1921.	1925.	1930.
Number reporting	95	101	101
High	57	59	51
Low	1	1	3
Range	56	58	48
First quartile	13	11	10
Median	21	22	16
Third quartile	34	31	24
Interquartile deviation	21	20	14

Read table thus: In 1921 95 counties reported as to number of inexperienced teachers employed; 57 was the highest number employed in any county, and 1 was the lowest number; the first quartile is 13; the median, 21; the third quartile, 34; and the interquartile deviation is 21. Read the remaining columns in the same manner.

TABLE VI.—Distribution of inexperienced teachers employed annually in one-teacher rural schools in counties whose superintendents have no assistance.

INEXPERIENCED TEACHERS.	1921.	1925.	1930.
Number reporting	33	29	32
High	37	27	22
Low	1	1	3
Range	36	26	19
First quartile	7	6	5
Median	10	9	8
Third quartile	15	13	10
Interquartile deviation	8	7	5

Read this table in the same manner as Table V.

In all three years the ratio of inexperienced teachers per county superintendent without assistance, to that of all superintendents, has been approximately one to two. In both instances there has been a decided drop in all of the measures employed. There are yet, however, far too many inexperienced teachers employed annually in each county to warrant anything resembling adequate supervision by a superintendent harassed by a multitude of routine duties imposed by state law. This is especially true of those superintendents who have all of their routine work to do without assistance.

SUMMARY OF FINDINGS.

1. Almost all of the general duties of the county superintendent were formulated in 1881, fifty-two years ago.
2. The duties enumerated are largely clerical.
3. The powers of the county superintendent are scanty and limited in scope.
4. There were still, in 1930, one-third of the county superintendents without clerical assistance.
5. The median number of one-teacher schools under the supervision of the county superintendent was seventy-one in 1930, a decrease of four since 1921.
6. The median number of teachers directly supervised by the county superintendent is more than double the median number supervised by administrators of second-class cities in Kansas.

7. The median number of teachers supervised by county superintendents who were without clerical assistance amounts to thirty-four in 1930—a drop of five since 1921.

8. The percentage of inexperienced teachers in one-teacher rural schools has dropped from 32.8 per cent to 24.7 per cent.

9. The median number of inexperienced rural-school teachers per county superintendent was sixteen in 1930—a loss of five since 1921.

10. The median number of inexperienced rural-school teachers per county superintendent who had no clerical assistance was eight in 1930—a decrease of two since 1921.

CHAPTER III.

CERTIFICATION OF THE COUNTY SUPERINTENDENT.

Since the office of the county superintendent in Kansas is provided for by law and is political in nature, it follows that the state would set some prerequisites or qualifications for that office. This has been done. The legal qualifications for the office of county superintendent were last revised in 1923. This revision affected a law that had been on the statute books for sixteen years. The revision follows:¹

"That a person to be eligible to the office of county superintendent of public instruction must hold a first-grade certificate, or a state certificate, or be a graduate of an accredited college or normal school, and must have taught at least eighteen months."

The basic qualification is two years teaching experience. The nature of the teaching experience is not specified, so two years experience in a city system or in a university would qualify the candidate as well as would two years teaching in the rural schools—schools which, as county superintendent, he would have to supervise. In regard to the academic qualifications, they, too, extend much latitude to the prospective candidate, since they are contingent upon the scholastic standards required for state or county certification. As to the certification, the prospective candidate may hold either a county certificate of the first-grade or a state certificate without restriction as to the kind; in the event that he holds neither a first-grade county certificate nor a state certificate, he must be a graduate of an accredited normal school or college. The next three sections of this chapter shall consider in succession those county superintendents who fulfilled the state requirements for candidacy in regard to certification, either by holding first-grade county certificates, state certificates, or by holding degrees.

FIRST-GRADE CERTIFICATES HELD BY THE COUNTY SUPERINTENDENTS.

In 1921, 62 of the 87 county superintendents, or 71.3 per cent, reporting as to their certification held first-grade county certificates, and of those 62 superintendents 36 were certified in no other manner. In 1925, 53 of the 89 superintendents who reported on their certification held first-grade certificates, but the number of those who had only this form of certificate increased from 36 in 1921 to 38 in 1925. In the last year, 1930, a decrease of four among those superintendents holding first-grade certificates left 49 of a total of 88, or 55.7 per cent, reporting on this item; however, of those 49 who held this form of county certificate less than half, or 24, depended on the county certificate as their only form of certification. During the years 1921-1930 the number of those with the first-grade certificate dropped from 62 to 49; this represents a percentage loss of 15.6 among the whole group of those county superintend-

1. *Revised School Laws of Kansas*, 1927, George A. Allen, compiler; p. 71. State Printing Plant, Topeka, Kansas, 1928.

ents reporting on certification. Among the restricted group of those who relied upon the county certificate as their only means of qualifying for candidacy, there was a decrease of 12 in numbers and 14.1 points in percentage; this approximates closely the percentage loss in the total number of those who had been certified by the county.

From a study of these data it is to be concluded that the first-grade county certificate, as a means of complying with the state law regarding the qualification of the candidate for the office of county superintendent, is losing ground in favor of some other form of certification. However, there were yet, in 1930, over 50 per cent of the county superintendents who held a first-grade county certificate, and more than one-fourth of the group reported themselves as being certified in no other manner.

There has been no ironclad rule governing the years of scholastic training necessary to obtain a first-grade certificate. The certification requirements previous to 1925 specified an examination in 18 subjects with a prerequisite of 14 months successful teaching experience and 2 years of high-school work; the high-school training was not mandatory, however, if the candidate could pass an acceptable examination in certain subjects selected from the high-school course of study.² Any one who had taught 21 months was to be exempt from the high-school qualification; consequently, the amount of high-school work completed by the holders of the first-grade certificate cannot be accurately determined. In 1925 the qualifications for this form of county certificate were altered, requiring of the candidate that he be a graduate of an accredited high school.³ This amendment would affect few, if any, of the county superintendents in this survey who held first-grade certificates, for anyone holding such a certificate previous to the passage of this law was to be exempted from the high-school provision if he had taught eight months of school.

STATE CERTIFICATION OF THE COUNTY SUPERINTENDENT.

One of the three alternate scholastic qualifications of a candidate for a county superintendency was that he hold a state certificate. There are a great variety of certificates granted under the state laws of Kansas, and the scholastic and experiential qualifications for them are as varied as the certificates themselves. In general, though, a high-school diploma is the minimum scholastic requirement; the maximum requirement for any of the state certificates is a degree. The three state teacher-training institutions are empowered to grant certain certificates to those who attend these institutions and meet the scholastic requirements for such certificates. Certificates of other types are granted by the state upon satisfaction of certain specified requirements.

Table VII presents data pertaining to the number of county superintendents holding state certificates. The various certificates held and the number and percentages holding each kind of certificate are also included in the table.

Of the county superintendents reporting as to certification, 48 (54.9 per cent) held state certificates in 1921; 45 (50.4 per cent), in 1925; and 47 (53.2 per cent), in 1930. These figures indicate little variation either in number of

2. *Revised School Laws of Kansas*, 1923, Jess Miley, compiler; pp. 34-35. State Printing Plant, Topeka, Kansas, 1924.

3. *Revised School Laws of Kansas*, 1927, George A. Allen, compiler; p. 32. State Printing Plant, Topeka, Kansas, 1928.

those holding state certificates or in the percentage of such certificates held. No noticeable trend is to be found.

The life certificate was the most popular certificate held. There were 19 holding this form of certificate in 1921, 14 in 1925, and 23 in 1930—a gain of 4 during the period. Second to the life certificate was the permanent normal training certificate, there being 8 such certificates held by county superin-

TABLE VII.—State certification of county superintendents.

CERTIFICATE.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Superintendents reporting on certification	87	.....	89	.....	88	.....
Life certificate.....	19	21.9	14	15.7	23	26.1
Normal training.....	2	2.3	3	3.4	3	3.4
Permanent normal training.....	3	3.4	7	7.8	8	9.1
High-school special.....	4	4.6	2	2.3	1	1.1
High-school life.....	3	3.4	1	1.1	0	0.0
Three-year elementary.....	5	5.7	3	3.4	1	1.1
Permanent elementary.....	1	1.1	5	5.6	4	4.5
Three-year certificate.....	4	4.6	1	1.1	3	3.4
Permanent.....	1	1.1	3	3.4	1	1.1
Three-year renewable.....	1	1.1	2	2.2	0	0.0
"Yes".....	5	5.7	4	4.5	3	3.4
Total state certificates.....	48	54.9	45	50.4	47	53.2
Total certified by other means.....	39	45.1	44	49.6	41	46.8
Totals.....	87	100.0	89	100.0	88	100.0

Read table thus: In 1921, 87 county superintendents reported as to certification and of that number 19 (21.9 per cent) held life certificates; in 1925, 89 reported and 14 (15.7 per cent) held life certificates; and in 1930, 88 reported and 23 (26.1 per cent) held life certificates. Read the remainder of the columns in like manner.

tendents in 1930. Little importance can be attached to the remaining certificates listed, because there were few holders of any one kind of certificate.

Life certificates are certificates granted by any one of the three state teachers' colleges in Kansas to graduates of accredited high schools who have completed the freshman and sophomore years of college work and have complied with the requirements for such certificate. They are good for life in the elementary schools, junior and two-year high schools of the state. The normal training certificate is issued to graduates of normal-training high schools and is good for two years in the elementary schools. The permanent normal training certificate is given to holders of the normal training certificate upon the expiration of the first renewal, provided they have taught successfully and continuously for four years. The high-school special is no longer issued. It was awarded upon examination and by state teachers' colleges to teachers of specialized courses, such as manual training or commercial work, and was good for a three-year term and was renewable. This certificate had no definite scholastic prerequisites and was good only in the department for which issued. The high-school life was a certificate granted to those who were engaged in high-school work previous to 1915, in which year the scholastic standards for teachers of four-year high schools were raised. The three-year elementary certificate was issued to holders of first-grade county certificates who had two years' college work or who had four years' successful teaching experience.

This certificate is valid in the elementary schools for three years and is renewable. The permanent elementary certificate may be issued to holders of three-year elementary certificates who have been engaged in three years' successful and continuous teaching. The three-year certificate is issued by the state teachers' colleges to those high-school graduates who complete the freshman course and have met the requirements for the certificate; it is valid for three years in the elementary schools of the state. The three-year certificate renewable for life may be issued on examination or to graduates of accredited normal schools, colleges or universities.

It is evident from the foregoing summary that the certificates held by the county superintendents are, in the main, certificates for teaching in the elementary schools. Only those who held a three-year certificate renewable for life, a high-school special or a high-school life certificate could teach in an accredited four-year high school. In 1930 only one county superintendent among the number reporting held a certificate valid for teaching in a four-year high school. The remaining forty-six held certificates that were valid in the elementary schools or junior and two-year high schools of the state. This statement does not, of course, apply to the degree-holding county superintendent who will be discussed in the next section.

CERTIFICATION BY DEGREE.

If the candidate for county superintendent is not certified by a first-grade county certificate or by the state, it is required that he be a graduate of an accredited normal school or college. In 1921 12 (13.8 per cent) county superintendents reported themselves as holding degrees; in 1925, 13 (14.6 per cent); and in 1930, 18 (20.5 per cent). The percentage of county superintendents certified by degrees has not been large. Eighteen is the highest figure for the three years. There has been an increase of 6 among the degree-holding county superintendents during the period from 1921-1925, however. The number of those being certified by county and state certificates is still much in excess of those certified by degrees. There has been a slight but noticeable trend toward certification which requires higher scholastic standards. Fewer county superintendents are relying on first-grade county certificates as their only credentials for meeting the state requirements governing candidacy for the county superintendency. More county superintendents now hold combinations of county and state certificates than formerly; again, there has been a gain among the degree-holding county superintendents. What change there has been has been for the better; the change has been so small and of so little consequence, however, that no marked improvement can be expected unless the legal prerequisites for candidacy are themselves raised. A candidate for the office of county superintendent who held a first-grade county certificate which was received previous to 1925 need have had only two years of high-school work. That is, admittedly, too little scholastic preparation for so potentially important a position as that of county superintendent.

SUMMARY OF FINDINGS.

1. Thirteen fewer county superintendents held first-grade county certificates in 1930 than in 1921.
2. Twelve fewer county superintendents held first-grade certificates as their only qualification in 1930 than in 1921.
3. Approximately the same number and percentage of the county superintendents held state certificates in 1930 as in 1921.
4. Six more county superintendents held degrees in 1930 than in 1921. This represents a gain of 50 per cent.
5. The certificates held by the county superintendents are for the purpose of teaching—not for supervision—and, in the main, for teaching in the elementary schools.

CHAPTER IV.

THE SCHOLASTIC PREPARATION OF THE COUNTY SUPERINTENDENT.

Since the scholastic qualifications for state and county certification have been so ambiguous and changing, the knowledge of the kind of certificate held by the county superintendent is of little value as a means of ascertaining quantitatively the amount of the recipient's education. Any definite information gathered as to the scholastic status of the county superintendent could be used to evaluate him in the light of his fitness for so potentially great an administrative position as he holds. The data available for this purpose are, unfortunately, not as tangible in some instances as would have been desired.

It has been shown in chapter II that the county superintendent has a median number of teachers under his supervision that is twice as great as the median number of teachers supervised by the second-class-city superintendent in Kansas. It would appear that the scholastic preparation of this county official should be at least equal to that of the second-class-city superintendent.

COUNTY SUPERINTENDENTS WITHOUT A HIGH-SCHOOL DIPLOMA.

Under this heading are included those county superintendents, possibly unfairly so in some cases, who left blank that part of the report which dealt with high-school attendance, even though they reported some training above the secondary level. In Table VIII are shown the number and percentages of those county superintendents included in this classification.

TABLE VIII.—County superintendents without a high-school diploma.

WITHOUT A HIGH-SCHOOL DIPLOMA.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Number reporting.....	91	.....	89	.....	99	.....
Without a high-school diploma.....	14	15.4	15	16.9	13	13.1

Read table thus: In 1921, 91 county superintendents reported as to scholastic qualifications, and of that number, 14 (15.4 per cent) failed to report having a high-school diploma.

Of the 42 county superintendents here represented, only 15 admitted without qualification that they were not high-school graduates. As for the remainder, 10 left the information concerning their high-school status blank, although varying amounts of work in college or normal school were reported; 1 reported two years of high-school work only; 2 two years; 1, "about four years"; 1 fifteen high-school credits; 2 replied "No" and showed one year's work in normal school; the 9 others showed from two to three years of high-school work and some collegiate training.

It is possible that some of those reporting work in a normal school did not refer to a normal school of college grade, but to a secondary school adjoined to it or to a normal-training high school. There is a possibility that the scholastic training of a few of the county superintendents assigned to this group has been minimized.

It is surprising that there were 15 county superintendents in 1925 without a high-school diploma, while there were only 14 diplomaless superintendents in 1921. The tendency, noted in the previous chapter, indicated a consistent, if slight, gain in the educational status of the county superintendent as measured by certification. It is extremely interesting to note that, despite the low legal standards set for the office, so many as 15 of the rural supervisors of Kansas were, in 1925, without high-school diplomas. The situation became somewhat better in 1930, in which year the number of the diplomaless superintendents had dropped to 13, a decrease of 3.8 per cent from the high figure of 1925.

COUNTY SUPERINTENDENTS WITH HIGH-SCHOOL DIPLOMAS.

Table IX concerns those county superintendents who have only a high-school diploma. This group reported no work beyond the high-school level. There is not the possibility of error in this table that was ascribed to Table VIII. The county superintendents in this group reported definitely that they were graduates of high schools, and they did not indicate any training beyond that level. Certification by state teachers' colleges was checked in order to insure that no one with college work was included.

There has been no decrease in the number of county superintendents who have only a high-school education, if the ten-year period is considered. There were 26 such superintendents in 1921, and the same number is to be found among the 1930 group. A drop of 3.3 per cent is recorded in 1925 under the figure for 1921, but this may be due to the larger number of county superintendents who reported as to their scholastic status. In 1925 as many as 30 of

TABLE IX.—County superintendents who are graduates of high school but without college training.

HIGH-SCHOOL DIPLOMAS.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Number reporting.....	91	.....	89	.....	99	.....
With high-school diplomas only.....	26	28.6	30	33.7	26	25.3

Read table thus: In 1921, 91 county superintendents reported concerning their scholastic status; of those 91, 26 (28.6 per cent) of the county superintendents had a high-school education, but were without any college training.

the 91 county superintendents reporting had no training beyond the secondary level. Table IX presents little hope for immediate improvement in the scholastic status of the county superintendent.

**COUNTY SUPERINTENDENTS, GRADUATES OF HIGH SCHOOL,
WITH SOME COLLEGE WORK.**

The county superintendents to be considered here are those who are not only graduates of a high school but also have some training in a higher educational institution. There is a modicum of error in this section. It is caused by those county superintendents who reported "attended" or "some" in the space provided for higher educational training. Since a few of those who reported themselves as having some training above the high-school level by "attended" and "some" did not have any certification that demanded any scholastic training beyond that of the high school, it is possible that they were merely trying to cover up their educational deficiencies. One of the county superintendents reported "business" under the heading of college training. He was included in Table IX among the high-school graduates.

TABLE X.—County superintendents who are high-school graduates with some training beyond the secondary level.

COLLEGE TRAINING.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Number reporting.....	91	.....	89	.....	99	.....
High-school graduate with college training.....	39	42.9	31	36.0	42	42.4

Read table thus: In 1921, 39 (42.9 per cent) county superintendents reported that they were high-school graduates and have also attended a normal school, college, or university.

Again, there is but little improvement noted in the scholastic status of the county superintendent. While 1930 shows an increase of 11 superintendents with college training over 1925, the gain over 1921 is slight; it is but 3 in number of superintendents and 1 in percentage of the group reporting. There has been no marked tendency either one way or the other; the scholastic status of the county superintendent has remained static, if it is to be judged by Tables VIII, IX and X. The superintendent in 1925 has the lowest scholastic rating of all; the scholastic status of the 1930 group closely approximates that of 1921.

TABLE XI.—Types of institutions attended by those county superintendents who have attended higher educational institutions.

INSTITUTION.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Number reporting.....	39	.....	31	.....	42	.....
Normal school.....	22	56	11	35	15	36
College.....	9	23	9	29	19	45
University.....	2	5	0	0	0	0
Normal and college.....	3	8	3	10	2	5
Normal and university.....	1	3	3	10	1	2
College and university.....	0	0	2	6	1	2
Normal, college and university.....	2	5	3	10	4	10

Read table thus: In 1921, 22 (56 per cent) of the county superintendents had attended a normal school; 9 (23 per cent) had attended college; 2 (5 per cent) had attended a university; 3 (8 per cent) had attended both normal school and college; 1 (3 per cent) had attended both normal school and university; none had attended college and university in combination; and 2 (5 per cent) had attended all three institutions.

Table XI reveals that the college has superseded the normal school as the most popular institution attended by the county superintendents. This is probably due to a change in nomenclature; schools which were once designated as "normal schools" are now "teachers colleges." In 1921, 22 of a total of 39 county superintendents listed the normal school as the only higher educational institution which they had attended while the college was represented by 9. Two county superintendents had attended universities only, and the remaining 6 had scattered their affections over normal school, college, and university.

In 1925, 11 of the 31 had attended normal school only; 9 college only; and the remainder had attended combinations of the three institutions, none having attended a university only.

In 1930, 15 of the 42 superintendents listed the normal school as the only institution which they had attended, while 19 thus listed the college. The university had no representatives except in combination with normal school and college. The remaining 8 had attended a combination of the three institutions.

TABLE XII.—Scholastic training beyond the high school.*

YEARS OF TRAINING.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
0 to 0.99 years.....	6	20	5	23	3	8
1 to 1.99 years.....	7	23	2	9	7	20
2 to 2.99 years.....	11	37	8	36	20	56
3 to 3.99 years.....	5	27	5	23	5	24
4 to 4.99 years.....	1	3	2	9	1	3
Median years.....	2.2 years		2.5 years		2.4 years	

Read table thus: In 1921, 6 county superintendents had from 0-0.99 years of college training; 7, 1-1.99 years; 11, 2-2.99 years; 5, 3-3.99 years; 1, 4-4.99 years; the median for the group was 2.2 years.

* Nine superintendents in 1921, nine in 1925 and six in 1930 are not included in these tabulations because they replied "yes" or "attended" to the question concerning the amount of their college training.

There is no significant change to be found in Table XII. The median amount of college attendance is almost identical for all three years, a dispersion of only two-tenths of a year being noted. The number and percentage of county superintendents having two years or more of college work have increased somewhat, but the percentages for the other measures approximate each other rather closely.

THE DEGREE-HOLDING COUNTY SUPERINTENDENT.

The county superintendents who had been certified by degrees were treated briefly in chapter III. There it was stated that in 1921 12 held degrees; in 1925, 13; and in 1930, 18. While the increase in the total number is slight, it does indicate that the trend is toward more, and not fewer, county superintendents with degrees. It will take approximately 130 years, at the present rate of progression, however, in order to reach that time when all of the superintendents in Kansas will hold college degrees.

The bachelor of science degree is the more numerous, taken singly and in combination with other degrees, in 1921 and in 1930, but in 1925 the arts degree was more in evidence. There have been 2 master of arts degrees reported: 1 in 1921 and 1 in 1930. Two county superintendents in 1921 and in 1930 did not specify the nature of the degree held. There were also 2 superintendents in each of the three years who held more than one degree.

TABLE XIII.—Degrees held by county superintendents.

DEGREE.	1921.		1925.		1930.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Number reporting	12	.....	13	.....	18	.....
A. B.	3	25	5	39	6	33
B. S.	4	33	3	23	7	39
LL. B.	2	17	1	8	1	5
A. M.	1	8	0	0	0	0
A. B., B. S.	1	8	1	8	0	0
B. S., B. O.	1	8	1	8	0	0
A. B., A. M.	0	0	0	0	1	5
A. B., B. O.	0	0	0	0	1	5
"Yes"	0	0	2	15	2	11

Read table thus: In 1921, 3 (25 per cent) of the degree-holding county superintendents held an A. B. degree; 4 (33 per cent) held a B. S.; and so on through the table.

Data concerning the major and minor subject-matter combinations among the degree-holding county superintendents were not available; hence it is impossible to determine the amount of academic training they may have had in pedagogy or in preparation for an administrative position such as they hold. It is probable, though, that those superintendents who hold arts degrees have had but little of such preparation, and it is by no means certain that those who hold B. S. degrees have had professional training for administrative positions. The nature of the subject-matter specialization of the degree-holding county superintendent is not the most important factor, however. On the contrary, it is the paucity of those county officials who hold degrees.

THE SCHOLASTIC STATUS OF THE COUNTY SUPERINTENDENT.

Table XIV contains data concerning the college training of the county superintendent. In this table are included all of those superintendents who answered definitely as to the amount of their scholastic training. It was thought advisable, in order to make this table more exact, not to include those county superintendents who reported themselves as being high-school graduates but who failed to show the extent of their college training other than by answering "yes" or "attended." This necessarily limits the study to a certain extent, and it is possible that the superintendent is given credit for more college training than he possesses.

The median amount of college training for county superintendents was, in 1921, 0.3 of a year; in 1925, none; in 1930, 2. The lowest 25 per cent of the county superintendents, throughout all three years, had no college training. There was a steady increase in training among the highest 25 per cent of the superintendents, an increase represented by a gain of 0.7 of a year in college training. The median amount of college training dropped from 0.3 of a year

TABLE XIV.—The college training of the county superintendent expressed in years.

COLLEGE TRAINING.	1921.	1925.	1930.
First quartile.....	0.0	0.0	0.0
Median.....	0.3	0.0	2.0
Third quartile.....	2.8	3.3	3.5
Interquartile deviation.....	2.8	3.3	3.5

Read table thus: In 1921, the lower 25 per cent of the county superintendents had no college training; their median college training was 0.3 of a year; the third quartile was 2.8 years of college training; and the interquartile range was 2.8 years.

in 1921 to none four years later, and in 1930 the median had reached 2 years. The sudden jump from no college training at all in 1925 to 2 years of training beyond the high-school level in 1930 may indicate that a slow rise in the academic qualifications of the county superintendent is to be anticipated, although it is by no means certain.

In a study of the status of the county superintendent of Florida, Alabama, North Carolina, and Maryland for the years 1926-1927, Tink found that the average number of years of college training was: Florida, 2.15; Alabama, 3.65; North Carolina, 3.84; and Maryland, 5.05 years.¹ The average for Kansas was, in 1930, 1.76 years of college training (calculating bachelor degrees, either singly or in combination, as counting four years of college work; master's, five). It is in this comparison that the county superintendent of Kansas is clearly revealed as to his academic deficiencies. Kansas is even lower in this respect than is Florida—a state which elects its rural supervisors as does Kansas—and is nearly two years lower than Alabama, slightly more than two years under North Carolina, and more than three years below Maryland. In the last three states mentioned, the county superintendent is appointed. The scholastic deficiency of county superintendents in the states where they are elected is apparent. Kansas is below Florida, and both states are considerably under the lowest appointive state investigated by Tink.

The county superintendent has an administrative position that, in point of number of teachers under his supervision, is even more difficult than that of the administrator of the second-class city in Kansas. According to all administrative standards the county superintendent should have as good an academic preparation for his potentially difficult administrative position as has the supervisor of the second-class city. The administrators of four-year high schools in second-class cities in Kansas had, in 1929-1930, as the median for their group, 4.7 years of college or university training as compared to 2 years for the county superintendent in the same year.²

The wide divergence in scholastic standing between the two groups of administrators in Kansas, the urban and the rural, is further emphasized when the percentage of the two bodies holding degrees is considered. Slightly over 96 per cent of the administrators of second-class cities held college degrees,³ while 17 per cent of the county superintendents had a comparable status. If college training were the single criterion of fitness for administrative work, the county superintendent could lay little claim to such fitness.

1. Tink, *op. cit.*, p. 36.

2. Sloan, *op. cit.*, p. 26.

3. *Ibid.*, p. 31.

SUMMARY OF FINDINGS.

1. Two-fifths of the county superintendents reporting were yet without college training in 1930.

2. The scholastic status of the county superintendent has changed little during the period investigated.

3. The median amount of college training is almost three years less than the median for the administrators of the second-class city in Kansas.

4. The county superintendent in Kansas is also academically inferior to the county superintendent in any of the four states investigated by Tink.

CHAPTER V.

EXPERIENTIAL STATUS OF KANSAS COUNTY SUPERINTENDENTS.

This section will be devoted to an appraisal of the experiential qualifications of the county superintendent. The first portion of the chapter will give tabular data dealing with the median amount, distribution, and kind of the classroom teaching experience of this county official. The second portion will give the same data for supervisory experience.

The two most important factors to be considered in evaluating either a teacher or a supervisor are scholastic qualifications and supervising, or teaching experience. The scholastic status of the county superintendent in Kansas has been shown to be so low in comparison with that of other administrators that it would be extremely unfortunate if his experiential status did not reveal him in a more favorable light.

TOTAL TEACHING EXPERIENCE.

The county superintendents reported experience in the following five types of schools: rural schools, grade schools, high schools, private schools, and higher schools. In Table XV data concerning total teaching experience are presented. Supervision is not included, although some of the superintendents taught and supervised instruction at the same time.

TABLE XV.—Total teaching experience of the county superintendent.

YEARS OF TEACHING EXPERIENCE.	1921.	1925.	1930.
Number reporting	99	99	100
High	36	35	34
Low	1	1	1
Range	35	34	33
First quartile	7.8	7.8	6.7
Median	12.6	12.5	10.8
Third quartile	19.4	16.8	16.0
Interquartile deviation	12.6	9.0	9.3

Read table thus: In 1921, the county superintendent with the most teaching experience had taught 36 years; in 1925, 35 years; and in 1930, 34 years.

It would appear, on first glance, that there was a trend toward less classroom teaching experience, since a decrease is to be noted in every measure in Table XV during the last year, 1930; it may be, however, that younger superintendents are now holding office than did formerly. The first quartile in 1921 shows 7.8 years teaching experience; this figure is greater by 1.1 years than the first quartile for 1930. In the same period the median dropped 1.8 years, while the third quartile decreased 3.4 years. The loss of 3.3 years in the interquartile deviation indicates more of a uniformity among the 1930 group. The range is very wide in all three years; the year 1921 is most conspicuous in this respect, also.

Although the county superintendents of to-day have less experience than they had a decade ago, the average superintendent of 1930 could lay claim to being a good executive if good administration depends alone upon classroom teaching experience. It must be admitted that the Kansas county superintendent is well equipped on this one item, regardless of how little academic training he may have.

As one might expect, the bulk of the teaching experience reported by the county superintendents was in the elementary schools; 56.1 per cent of all the classroom teaching reported among the 1921 group of county school officials was done in the rural schools, and 36.4 per cent of it was in the grade schools. It is thus evident that 92.5 per cent of all the teaching reported in that year was in the elementary schools. Of the remaining 7.5 per cent, 6.6 per cent was high-school teaching experience, and only 0.9 per cent was to be found in private schools and higher educational institutions. In 1925, 57.2 per cent of all teaching experience reported was in the rural schools; 33.4 per cent in the grade schools; 8.4 per cent in high schools; and 0.9 per cent in private schools and higher educational institutions. In 1930, 49 per cent of the teaching experience reported was in the rural schools; 36 per cent, grade schools; 14.5 per cent, high schools; 0.7 per cent, private schools; and 0.7 per cent in higher schools.

The percentage of teaching experience in the elementary schools ranged from 92.5 per cent in 1921 to 84 per cent in 1930. Despite this loss of 8.5 per cent, the elementary school still claims the overwhelming majority of the teaching experience. The loss in the elementary department effected a gain in the secondary field. The percentage of the total teaching done in the high schools ranged from 6.6 per cent in 1921 to 14.5 per cent in 1930. While high-school teaching might be deplored, because it does not have much bearing upon elementary supervision, the increase in amount of secondary teaching does indicate that the county superintendents are better certified now than formerly. The fact that over four-fifths of the teaching experience was still to be found, in 1930, in the elementary school bears out chapter III: it was shown there that practically all of the certificates held by the county superintendents was for teaching below the secondary level.

TEACHING EXPERIENCE IN THE ELEMENTARY SCHOOLS.

Out of a total of 105 county superintendents, 95 reported in 1921 that they had taught in the rural schools; this group had a median teaching experience in the rural schools of 7 years. Seventy-eight, or over three-fourths of the total number of superintendents, had taught in the grades, the median for this group being 4.9 years teaching experience in the grades. In 1930, 2 fewer county superintendents reported rural-school teaching experience; this represents a percentage loss of about 3 points. The loss in median teaching experience was 0.9 of a year. These losses are not so great as the percentage loss of the total teaching experience reported in the rural school; the loss in that department, mentioned in the preceding paragraph, was 8.5 per cent.

TABLE XVI.—Teaching experience in the elementary schools, both rural and graded.

TEACHING EXPERIENCE.	1921.			1925.			1930.		
	Num-ber.	Per cent.	Median.	Num-ber.	Per cent.	Median.	Num-ber.	Per cent.	Median.
Grade.....	79	78.0	4.9	70	70.0	4.8	72	68.8	4.9
Rural.....	95	94.0	7.0	93	93.0	7.4	93	90.3	6.1

Read table thus: In 1921, 79 county superintendents reported as having taught in grade schools, and these 79 represented 78 per cent of the total number of county superintendents; the median teaching experience in grade schools was 4.9 years. Read the remainder of the table in the same manner.

There was no noticeable trend to be found concerning the teaching in the grade school. Seven fewer superintendents had taught in the grade school, a drop of 10 per cent; the median had remained unchanged, with only 0.1 of a year variation. While fewer supervisors had such teaching experience, it must be remembered that the total teaching experience done in the grade school had risen.

TABLE XVII.—Rural-school teaching experience among selected scholastic groups of county superintendents.

ACADEMIC CLASSIFICATION.	1921.	1925.	1930.
	Median.	Median.	Median.
Not reporting high-school diploma.....	8.2	9.8	11.5
High-school graduates.....	7.5	7.3	5.3
With college work.....	5.6	5.1	6.0
College graduate.....	6.0	3.4	2.6

Read table thus: In 1921, those county superintendents who did not report themselves as being high-school graduates had a median of 8.2 years of rural-school teaching experience; in 1925, 9.8 years; and in 1930, 11.5 years.

This table reveals what might be expected, that the superintendents with the least scholastic preparation has the longest tenure as a rural-school teacher. The median for the group not reporting high-school diplomas increased from 8.2 years in 1921 to 11.5 in 1930. On the other hand, the median for the superintendent with a high-school education only, decreased during the same period from 7.5 to 5.3 years. The median for high-school graduates with some college work remained almost static, a variation of only 0.4 of a year being found. A remarkable point loss in median years of rural-school teaching is to be noted among the degree-holding county superintendents. The degree-holding county superintendent had a median of 6.0 years of rural-school teaching experience in 1921; in 1930 the median for this group had decreased to 2.6 years. In only one year, 1921, was the median training for the college graduates in excess of any of the other three groups. An exactly opposite condition is to be found among the poorest scholastically prepared—those not reporting high-school diplomas—whose median exceeded in all cases that of the other groups.

AVERAGE YEARS OF SCHOOL SERVICE.

Tink, in his study of the status of the county superintendent in four states, computed the average years of school service for the rural supervisor in each of the states which he investigated. In order to compare the county superintendent of Kansas with others engaged in the same profession, a computation was made which shows the average number of years spent by the county superintendent of Kansas in school work. A slight error is introduced into this computation because of occasional duplication of items: a supervisor who had taught in the school of which he was principal would, of course, list duplicate years of experience under the headings of teaching and of supervision. The error is so small, however, that it probably does not affect the average more than one-tenth of a year.

The average years of school service of the county superintendent in Kansas in 1921 was 21.5; in 1925, 19.2; in 1930, 18.9; and the average for all three years combined was 19.8 years. It is evident that there is a trend toward fewer years of school work; although there are no data to substantiate the belief, the explanation is probably that younger men and women now hold this county office than did a decade ago. The decrease is most marked between the years of 1921 and 1925, when a loss in the average number of years in school work of 2.3 years was recorded. There is another loss in the year 1930, but it is less marked, the average having fallen only 0.3 of a year.

In Tink's survey,¹ he found the average number of total years of teaching experience among the county superintendents of the four states in his study to be: Florida, 17.3; North Carolina, 22; Alabama, 23.5; and Maryland, 25.4. Kansas exceeds Florida, and it is the only one of the four states enumerated which elects its superintendent. The appointed supervisors in Alabama, North Carolina, and Maryland have a longer average tenure in school work than have the elected officials of either Kansas or Florida. The average of the superintendents of Kansas for all three years combined is 19.8, a figure that is from 2.2 to 4.8 years under the figures by Tink for the states in which the county superintendents are appointed.

In all fairness it should be said that the difference in educational efficiency of a superintendent with twenty years school experience over one with twenty-five, other qualifications being equal, is likely negligible. Tink remarks:² "Differentiation in the value of a year's educational experience tends to become decreasingly significant as the total number of years of educational experience increases." It is safe to assume, however, that a supervisor who was better equipped scholastically would, with more years of educational experience, grow more professionally than would another supervisor with less academic training and fewer years of school work. That much being granted, it follows that the elective county superintendent of Kansas is not on a par professionally with the appointive supervisor in the three states studied by Tink.

1. Tink, *op. cit.*, p. 38.

2. *Ibid.*

TOTAL ELEMENTARY SCHOOL EXPERIENCE.

Sloan,³ in his study of the city administrator, tabulates the median amount of secondary school experience of the public-school supervisors in Kansas. The county superintendent's position is largely that of administering the elementary rural schools of his county; consequently, his experience in the elementary schools should be evaluated. Table XVIII includes all of the educational experience of the county superintendent which was in any way concerned with the elementary schools. Rural- and grade-school teaching, supervision of rural schools as county superintendent, principalship of grades, and supervision over village or city systems are included as experience in elementary schools.

TABLE XVIII.—Total elementary school experience of the county superintendent.

ELEMENTARY SCHOOL EXPERIENCE.	1921.	1925.	1930.
Number reporting.....	99	100	102
High.....	42	43	47
Low.....	2	1	4
Range.....	40	42	43
First quartile.....	10.9	10.3	10.9
Median.....	17.4	17.3	17.3
Third quartile.....	23.6	27.0	22.5
Interquartile deviation.....	12.7	16.7	11.6

Read table thus: Ninety-nine county superintendents reported, in 1921, as having some elementary school experience; 1 of this group had been connected with elementary school work for 42 years; 1, as few as two years; and the first quartile was 10.9 years.

Table XVIII reveals that the range in amount of total elementary experience is very great; the quartiles and medians are, however, comparatively constant during the period investigated. A variation of only 0.1 of a year is noted in the median years of experience. The third quartile shows a slump among the 1930 group of 4.5 years under the corresponding figure for 1925. Other than in the third quartiles, the variations are of little consequence. The county superintendent should be capable of directing elementary work, if he is to be judged by the number of years of association with the elementary school. It is interesting to note that 7 of the county superintendents, during the 3 years cited in the tables, have had over 40 years of educational experience in elementary school work.

Sloan reports that the median number of years in secondary work was for the first-class city administrator, 19; for second-class, 15; for third-class, 7.74; and for the whole group, 8.24 years.⁴ The county superintendent with a median of over 17 years of elementary school experience has a longer tenure in school work pertinent to his position than has the city administrator in Kansas. In only one class, and that a small one with 9 representatives, does the city administrator have a longer median tenure in school work pertinent to his office than has the county superintendent. The rural superintendent has a median number of years in elementary school work that exceeds by almost 10 years the median in secondary work for all administrators of city schools in

3. Sloan, *op. cit.*, p. 47.

4. *Ibid.*, p. 44.

Kansas. The reason for the high medians of the county superintendent is probably due to the fact that they do not, as a group, have high enough scholastic qualifications to teach elsewhere. The relatively long tenure of the county superintendent in elementary school work, where the pay is poor and the qualifications are meager, indicates a certain lack of progressiveness and initiative; otherwise they would have held more varied and remunerative positions.

PREVIOUS SUPERVISORY EXPERIENCE OF THE COUNTY SUPERINTENDENT.

Tink, in his study, found that 48 per cent of the elective superintendents of Florida had had some previous supervisory experience, while the appointive superintendents, in 94 per cent of the cases, had been supervisors, either as principals or superintendents.⁵ In contrast to these percentages, 63 per cent of the county superintendents in Kansas in 1921 had some previous experience in supervision; in 1925, 55 per cent; in 1930, 54 per cent; the average for all three years being 57 per cent.

The distinction between the elective and the appointive superintendent is clearly defined in this comparison of previous administrative experience. The Kansas county superintendent is superior to the elective superintendent of Florida in this respect, 9 per cent more of the county superintendents in Kansas having had some previous administrative experience. Kansas, however, is losing ground on this point, for there has been a decrease of 9 per cent among those superintendents with previous administrative experience. The appointive superintendent with previous administrative experience in 94 per cent of the cases was superior to the elective superintendent of Kansas by some 30 per cent. In other words, slightly over half of the Kansas group had such experience, while practically all of the appointive group had been administrators. The experience of the Kansas superintendent had consisted almost entirely of principalships of grade schools.

TENURE IN PRESENT POSITION.

The increase in tenure of 1930 over 1921 is equivalent to 1.5 years in the average and 2.5 median. With all three years combined, the median tenure is 3.2 and the average, 3.8 years. The average is seen to be higher than the median. The cause for this is that a few county superintendents have held their position for many years. The longest tenure reported in 1921 was 19 years; in 1925, 20; and in 1930, 25 years.

TABLE XIX.—Tenure of the county superintendent in present position.

TENURE.	1921.	1925.	1930.	Total.
Number reporting.....	69	66	78	213
Average.....	3.3	3.4	4.8	3.8
Median.....	1.9	2.3	4.4	3.2

Read table thus: In 1921, 69 county superintendents reported on their tenure as county superintendents; in that year the average tenure was 3.3 and the median was 1.9 years.

5. Tink, *op. cit.*, p. 41.

Tink reports an average tenure of 6.7 years for the elective superintendent of Florida, and 10.4 for the appointive superintendent.⁶ The county superintendent in Florida has an average tenure of 2.9 more years than does the elective superintendent of Kansas. This is probably due to the fact that in Florida the county superintendent is elected for a four-year term, while he is elected for but two years in Kansas. The appointive superintendent of the other three states studied by Tink has a 6.6 years longer tenure than the elected official in Kansas. The large turnover among the Kansas county superintendents is due to their being subject to election and to the shortness of the term for which they are elected.

In this connection a quotation from a bulletin issued by the Kansas Educational Commission in 1908 is pertinent.⁷ "The two-term rule, so firmly established by custom in many counties, will continue to drive really competent men from office at the end of four years." Table XIX makes it evident that the two-term rule is not unanimous in Kansas, since neither the median nor the average is equivalent to the four years implied by a two-term rule. It is less than four, the median being but little over 3 years, if all the 3 years investigated are combined and considered as a unit.

Sloan reports a median tenure in their present position for all public administrators in Kansas as being 3.33 years.⁸ The median for the first-class-city supervisor is 10; second-class cities, 5; and for third-class cities, 3.1 years. The median for county superintendents in Kansas is below that of the appointive administrators in all cases except for the third-class city. The difference between the median of the county superintendent and that of all public-school administrators—about 0.1 of a year—is so slight that the short term of office of the elective county official cannot be condemned wholesale on this one item.

TENURE OF SELECTED SCHOLASTIC GROUPS.

TABLE XX.—Median tenure of county superintendents considered in selected scholastic groups.

ACADEMIC CLASSIFICATION.	1921.	1925.	1930.	Total.
Not reporting high-school diploma.....	1.5	1.7	6.0	2.0
High-school graduate.....	2.0	3.5	3.0	3.3
With college work.....	1.9	1.7	3.7	2.9
College graduate.....	3.5	1.5	6.2	4.9

Read table thus: In 1921, the superintendents who did not report themselves as having a high-school diploma had a median tenure of 1.5; in 1925, 1.7; in 1930, 6.0; and in all three years combined, 2.0 years.

That there is a definite relation between scholastic preparation and office tenure, even in the political office of county superintendent, is evident from the findings in Table XX. These segregated groups, when all three years are combined as a unit, have a median tenure of 2.0 years for the superintendents not reporting themselves as having high-school diplomas; 3.3 for the high-

6. *Ibid.*, p. 42.

7. *Kansas Educational Commission Bulletin, Number One*, Kansas Educational Commission, p. 36 f. State Printing Plant, Topeka, Kansas, 1908.

8. Sloan, *op. cit.*, p. 39.

school graduate with college work; and 4.9 for the college graduate. Thus it is shown that those with the least scholastic preparation have the shortest tenure; the two middle groups have almost the same tenure, being separated by only 0.4 of a year; and the college graduate has the longest tenure. The trend in this direction is not so strong, however. In 1930, the last year investigated, the lowest group in academic qualifications was second only to the college graduate in point of tenure, and the difference was only 0.2 of a year. These two groups, the diplomaless supervisor and the college graduate, are in the minority, composing as they do merely 31 per cent of the total number of county superintendents who reported in 1930. Of the two middle classes, the 0.7 of a year difference in their respective median tenures during 1930 is in favor of the better scholastically prepared group. In general it might be said that the trend toward longer tenure for those with more years of school training is slight, although evident. Under the present elective system, however, there can be no assurance that those best equipped will remain longest in office; it is true now only when the county superintendents are considered collectively and not individually.

SUMMARY OF FINDINGS.

1. The trend is toward fewer years of teaching experience, a decrease of 3.4 years in the median number being recorded during the period investigated.
2. The preponderance of the teaching experience was gained in the elementary school, 84 per cent of the total amount of experience reported in 1930 being of that level; this indicates a lack of progressiveness and initiative, since the qualifications for teaching in elementary schools are meager and the salaries paid therein are comparatively low.
3. Of the county superintendents reporting in 1930, 90 per cent reported teaching experience in the rural schools.
4. The superintendent with a degree had, in general, less rural-school teaching experience (median, 2.6 years in 1930) than did the others who had fewer years of scholastic training, while the diplomaless superintendent had the most (median, 11.5 years in 1930).
5. The average number of years in school service decreased 2.6 years from 1921 to 1930.
6. The elective superintendent of Kansas has a greater average number of years in school service than has the elective superintendent of Florida and less than the appointive superintendent of North Carolina, Alabama, and Maryland.
7. The median number of years of elementary school work engaged in by the county superintendent is almost constant, being 17.4 in 1921, 17.3 in 1925, and 17.3 in 1930.
8. The county superintendent in 1930 had more than twice the amount of experience in elementary school work than the urban administrator had in secondary school work, their respective medians being 17.3 and 8.24.
9. The median tenure of the county superintendent during the three years investigated was 3.2; the average, 3.8 years.
10. The average tenure of the Kansas county superintendent is less than that of the rural supervisor in any of the four states investigated by Tink.

11. The median tenure of the county superintendent is below that of the supervisors in first- and second-class cities in Kansas, and above that of the third-class city supervisor.

12. The college graduate has the longest median tenure, while the diploma-less superintendent has the shortest median tenure; this is true when all three years are considered as a unit, and only then.

CHAPTER VI.

THE SALARY OF THE COUNTY SUPERINTENDENT.

In this chapter a survey will be made of the remuneration of the county school official in Kansas. The three items which will be set forth are: The trend in salaries; the differentiation in salaries paid to segregated groups among the county superintendents; and a comparison with the salaries paid to similar school officials in other states.

THE LAWS CONCERNING THE SALARY.

With the exception of one amendment in 1925, the laws pertaining to the salary of the county superintendent have not changed since the last revision in 1919. These salary specifications are taken from the *Revised School Laws of Kansas, 1927*.¹

In counties of less than 45,000 total population, the salary is determined by the school population (those between the ages of five and twenty-one years). The classifications follow: In counties with a school population of less than 500, the county superintendent is paid \$4 per day, and the number of days must not exceed 180 in one year; between 500 and 1,000, \$4 per day, not to exceed 200 days; between 1,000 and 1,500, \$1,200 per annum; over 1,500 school population (excluding cities of first and second class), \$1,200 basic salary plus an extra \$20 for each 100 children of school age, with the total salary paid to exceed in no case \$1,600.

In counties with a total population of 45,000 or more, the salary is determined by the total, and not the school, population of the county. Counties with a total population between 45,000 and 100,000 pay their county superintendents \$2,000 per annum; between 100,000 and 130,000, \$2,400, plus \$600 for maintenance and upkeep of a rig; and in counties of 130,000 and over, \$2,500.

THE SALARY OF THE COUNTY SUPERINTENDENT.

The highest and the lowest salaries remained constant in the first two years investigated, but in 1930 a gain of \$100 in the lowest salary is to be found. However, it must be remembered that the salaries of those county superintendents who receive less than \$1,200 annually do not have a stated salary, but are paid according to the number of days which they work during the year.

The lowest 5 per cent of the salaries paid to the county superintendents was \$825 in 1921, \$833 in 1925, and \$908 in 1930; this represents a gain of \$83 during the decade. The first quartile changed from \$1,258 in 1921 to \$1,323 in 1930, a gain of \$65 during this period. The median salary also increased; the median salary of \$1,581 in 1930 was \$31 more than the median salary of 1921. The third quartile was almost static throughout, a difference of only one dollar being found. Among the highest 5 per cent of the salaries, a loss of \$11 is to be noted, a drop from \$2,030 in 1921 to \$2,019 in 1930. The interquartile devia-

1. *Revised School Laws of Kansas, 1927*, George A. Allen, compiler; pp. 73-75. State Printing Plant, Topeka, Kansas, 1928.

tion is less by \$70 in 1930 that it was 9 years before, thus revealing a tendency toward uniformity in the salaries paid to the county superintendents.

TABLE XXI.—The salary of the county superintendent.

ANNUAL SALARY.	1921.	1925.	1930.
Number reported.....	100	99	103
High.....	\$2,500	\$2,500	\$2,500
Low.....	500	500	600
Range.....	2,000	2,000	1,900
Low five per cent.....	825	833	908
First quartile.....	1,258	1,306	1,323
Median.....	1,550	1,569	1,581
Third quartile.....	1,631	1,629	1,630
High five per cent.....	2,030	2,029	2,019
Interquartile deviation.....	373	325	307

Read table thus: In 1921, the highest salary reported was \$2,500; in 1925, \$2,500; in 1930, \$2,500. The lowest salary in 1921 was \$500; in 1925, \$500; in 1930, \$600. Read the remainder of the table in the same manner.

Slightly better salaries are paid now than were paid formerly, but this tendency is caused by an increase in the school population and is not contingent upon better qualified superintendents. It could scarcely be called a trend in the direction of higher salaries, for the salary of the county official is rather an index of school population than of professional efficiency.

Tink reports the average salary for the elective superintendent of Florida to be \$3,198 in 1926-1927; for the appointive superintendents of Alabama and North Carolina the average was \$3,106.² The average salary for the 1930 group of Kansas superintendents was \$1,495, a salary that is less than half those reported by Tink. The elective superintendent of Florida gets a salary 114 per cent greater than that of the elective superintendent of Kansas. The difference expressed in dollars is \$1,703.

Sloan reports the following salaries for all supervisors of city systems, whether as principals or superintendents: first quartile, \$2,025; median, \$2,270; and third quartile, \$2,641.³ Only 3 county superintendents in 1921, and 2 in 1925 and in 1930, received an annual salary greater than the first quartile reported for city school administrators. In percentage terms it means that 75 per cent of the urban supervisors received a salary greater than that of the highest 5 per cent of the county superintendents. The difference in their respective medians is \$689. It must not be forgotten, either, that the rural supervisor has more than double the number of teachers under his supervision than has the supervisor in second-class cities in Kansas. The second-class city supervisor has a median salary at \$3,200, a figure more than double the median of the county superintendent for 1930, \$1,581.

In 1930 the median salaries of county superintendents, for each individual state and for the United States as a whole, were tabulated by the Research Division of the National Education Association.⁴ It was found that Kansas ranked forty-seventh among the forty-eight states, Idaho alone paying a lower

2. Tink, *op. cit.*, p. 45.

3. Sloan, *op. cit.*, p. 11.

4. "Salaries and Certain Provisions Relating to Rural School Superintendents," Research Division of the National Education Association, *Journal of the National Education Association*, May, 1930, p. 186.

median salary to its county superintendents. The median salary for the United States was, in 1930, \$2,404, as compared to the median for Kansas, \$1,581. Kansas is here seen to be \$821 below the median for all rural supervisors. In terms of per cent, it means that the median for Kansas is only 66 per cent of the median salary paid in the nation. Three states, Maryland, New Jersey and Pennsylvania, had median salaries exceeding \$4,400; in these states the county superintendent is appointed.

Here, apparently, lies the crux of the problem: The low salaries and meager qualifications set by law for the office of county superintendent in Kansas, from which a county cannot deviate should it so wish, prevent the various counties from getting a well-trained group of administrators such as now fill the appointive positions of urban supervisors. It is probably the item of salary, more than any other one thing, which keeps the best qualified men, professionally speaking, out of the political office of county superintendent.

SCHOLASTIC PREPARATION AND SALARY.

Table XXII attempts to answer the question: To what extent do the better scholastically equipped superintendents gravitate toward counties paying higher salaries? In order to do this, the county superintendents were segregated into groups according to scholastic rating, and medians for each group were computed.

A relationship between scholastic preparation and salary is to be found in Table XXII, although the relationship is by no means perfect. The two groups who had no college work whatever, at no time exceeded the median for all groups considered together while, with but one exception, those who had college work exceeded the median for all superintendents. Each group tended to have a higher median salary than the one immediately below it in point of scholastic preparation. In two times out of three, those with a high-school diploma had a median salary exceeding that of the county superin-

TABLE XXII.—Salaries of various groups of county superintendents, segregated according to scholastic preparation.

ANNUAL SALARY.	1921.	1925.	1930.
Number reporting.....	100	99	103
Not reporting high-school diploma.....	\$1,413	\$1,575	\$1,375
High-school graduate.....	1,525	1,375	1,575
With college work.....	1,602	1,604	1,550
College graduate.....	1,619	1,615	1,609
Whole group.....	1,550	1,575	1,581

Read table thus: In 1921 those superintendents who did not report having a high-school diploma had a median salary of \$1,413; in 1925, \$1,575; and in 1930, \$1,375.

tendents who did not report themselves as being graduates of high schools; in two of the three years the group with work in college had a higher median salary than did those who had no college work; and in all cases the ones who had degrees received a median greater than that of any other group. The difference between the degree group and those with college work is not great in 1921 and 1925, but there is a difference of \$59 in 1930. The gradations in salary between groups is not as much in some instances as one would expect;

for instance, in 1925 only \$30 separated the median salaries of the diplomaless group from those with a college education.

The reason for the gradations in salary paid to different scholastic groups is probably that in counties where the remuneration for the office of county superintendent is small, the person who has a college degree could make more money teaching in a high school and consequently would not want the office. This would not apply to those who had no training beyond the high-school level, for ordinarily they could command little, if any, more salary in the elementary schools where they would have to teach. Only those counties can get a college graduate into the office which, by virtue of a large school or total population, can legally pay enough to compete with the smaller high schools.

EXPERIENCE AND SALARY.

It would normally be supposed that these superintendents who had more experience with a bearing on the job of rural supervisor would hold office in those counties where better salaries are paid. In order to test this assumption, scholastic preparation was held constant, the median number of years of certain kinds of experience were calculated for each scholastic group, and the median salaries for the two sections (those below the median in years of experience and those exceeding it) in each scholastic group were found. In this manner it can be shown if variations in experience produce accompanying variations in salary.

Rural-school experience is the first under consideration, for experience of this kind should be invaluable to rural superintendents and should be one of the criteria for holding such an office. In 1921 it was found that those with the same scholastic rating who had less rural school experience had in three of the groups higher median salaries than did those with the same amount of schooling and with more rural-school experience; in only the group not reporting high-school graduation did those with more experience receive a higher median salary. The same condition was to be noted in 1925, the least experienced getting, in three of the four scholastic groups, the better salary; in 1930 the situation was identical. Thus, of the twelve groups during these three years, the amount of experience in the rural schools had a negative effect on salaries in nine cases.

A factor which a board of education would consider quite important if they were hiring an administrator, would be that of previous supervisory experience. Consequently, the previous experience of a county superintendent in educational administration is important. A table, identical with that used in measuring the relationship between rural-school experience and salary, was made, in which administrative experience, other than county superintendency, was judged in relation to salary. Here the results were more favorable to those with more of such experience. Ten of the twelve sections scoring highest in point of administrative experience also had a higher median salary. This is evidently due to the fact that those with the most administrative experience can usually make in other kinds of school work more money than they can get in those counties where the salary of the county superintendent is low, for at the best few counties pay as much as any other form of educational administration.

The best county superintendent, in point of experience, would be one who had taught in the rural school and had also some work as an administrator. With this in mind, a table was constructed which concerned only those county superintendents with two or more years of rural-school teaching experience and with some work as an administrator. The teaching requirement was constant, and the total years of administrative experience was variable. In ten (or 80 per cent) of the groups the section with the greater number of years of administrative experience had the higher median salary, and probably for the same reason as that given in the preceding paragraph.

Tenure as a county superintendent was checked along these same lines. It was thought that possibly the county superintendent who received a comparatively good salary would make strenuous efforts to remain in office. It was found that the superintendent with the longest tenure had a higher salary in 7 of the 12 groups, had a smaller salary in 4, and tied in 1. It would seem that those with better-salaried positions do not hold office as long as might be expected. The longest tenure of any group is that of the college graduate in 1930, and it is 6.2 years.

DISTRIBUTION OF COUNTY SUPERINTENDENTS BY SEX.

TABLE XXIII.—Distribution of county superintendents by sex.

Sex.	1921.		1925.*		1930.*	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Male.....	32	30.5	34	32.4	34	32.4
Female.....	73	69.5	71	67.6	71	67.6

Read table thus: In 1921 there were 32 male county superintendents, or 30.5 per cent of the total number; in 1925, 34 (32.4 per cent); and in 1930, 34 (32.4 per cent).

* It is possible that there may be an error in the figures for these two years as the sex was determined by the given name.

Two-thirds of the county superintendents have been women, and the tendency is not changing greatly, a constancy being revealed in the sex distribution during the period. This tendency is at variance with that of the appointive administrator in Kansas, among which group there were, in 1930, only 7 women out of a total of 646 city school administrators.³ The paucity of male county superintendents is probably to be credited to the prevailing low salaries in this field of work.

SUMMARY OF FINDINGS.

1. The salary of the county superintendent is determined by either the school or total population of the county.
2. The median salary has increased from \$1,550 in 1921 to \$1,581 in 1930.
3. The median salary of the county superintendent in Kansas is \$689 less than the median salary of the city school administrator in the same state.
4. The median salary of the county superintendent is less than half that of the second-class-city administrator.

3. Sloan, *op. cit.*, p. 16.

5. The median salary in Kansas was, in 1930, \$821 below the median of the nation considered as a whole.

6. In general, county superintendents with the best academic preparation hold the position paying the most money.

7. In general, those of the same academic ranking with more teaching experience in the rural school receive a smaller salary.

8. Generally speaking, those with the most supervisory experience have the highest median salary.

9. Those with a longer tenure in office have the best paying positions in the most cases.

10. The longest median tenure for any one academic group was 6.2 years; this was true of the degree-holding county superintendent in 1930.

11. During the entire period investigated, over two-thirds of the county superintendents were women.

CHAPTER VII.

SUMMARY AND CONCLUSIONS.

The purpose of this study has been to make an inquiry into the status of the county superintendent of several years ago and to compare it with the present status, pointing out any discernible trends to be found during the period investigated. The attempt has also been made to evaluate the popularly elected county superintendent in Kansas in terms of credentials and salary with county superintendents in other states and with city-school administrators in the same state.

For this purpose the following data were collected from the annual reports of the county superintendents which were filed in the office of the state superintendent of public instruction at Topeka, Kan.:

1. Credentials of scholastic character which covered training of secondary level and above.
2. Certification.
3. Teaching and administrative experience.
4. Office help.
5. Salary.
6. One-teacher rural schools under the jurisdiction of the county superintendent.
7. Sex.

Specific evidence found by tabulating the data mentioned in the preceding paragraph is here summarized:

1. The duties of the county superintendent are numerous and are largely clerical in nature, while the powers are few and nonadministrative in character.
2. With but few minor exceptions the general duties of the county superintendent have not changed since 1881.
3. Thirty-one per cent of the county superintendents in 1930 had no office assistance.
4. The median number of teachers under the jurisdiction of the county superintendent is twice the median number supervised by administrators of second-class cities in Kansas.
5. The percentage of inexperienced rural-school teachers employed annually has decreased from 32.8 per cent to 24.7 per cent since 1921, thus alleviating slightly the potential supervisory load of the county superintendent.
6. The median number of inexperienced rural-school teachers per county superintendent has decreased from 21 to 16.
7. Of the three forms of certification for the office of county superintendent, the following percentages explain the tendency as to the form held by the superintendents during the period investigated: In 1921, 41.4 per cent held first-grade county certificates only; 17.3 per cent held only state certificates, issued either directly by the state or through a

state teachers' college; 27.6 per cent held both county and state certificates; and 13.7 per cent were certified by degrees. In 1925 those certified by the county only comprised 42.7 per cent of the group; state only 28.1 per cent; combination state and county, 14.6 per cent; by degrees, 14.6 per cent. In 1930 those with county certificates as their sole qualification composed 27.3 per cent of those reporting; with state certificates only, 23.8 per cent; with combination state and county, 28.4 per cent; by degrees, 20.5 per cent. These percentages, of course, are based on the number reporting on certification and not upon the total number. Fewer county superintendents are now certified by a first-grade county certificate only, and more are being certified by the state and by degrees. This is an indirect evidence of better scholastic preparation.

8. In 1921 44 per cent of the county superintendents reporting had no college work whatever; in 1925, 50 per cent; and in 1930, 38 per cent. The trend is toward more college work, but there are still about two-fifths of the group who have not attended college.

9. Fifty-six per cent of those who had taken work in higher educational institutions had attended only normal schools, according to the report for 1921, and 23 per cent had attended college only. This condition was reversed in 1930, when only 36 per cent of the group had attended normal school only, as opposed to 45 per cent who had taken work only in a college. This is probably accounted for by a change in nomenclature: What were originally "normal schools" are now "teachers' colleges."

10. An increase among the degree-holding county superintendents was noted; there were 12 in 1921, 13 in 1925, and 18 in 1930. They were about equally divided as to the number holding arts and science degrees. Only 2 master's degrees were reported, 1 in 1921 and 1 in 1930.

11. The median years of college training increased from 0.3 of a year in 1921 to 2 years in 1930.

12. In point of median years of college work Kansas was, in 1930, from 0.15 to 3.05 years below the median for the states investigated by Tink.

13. The county superintendent was, in 1930, 2.7 years below the public administrator of Kansas in median years of college attendance.

14. In terms of percentage, five times as many appointive administrators in Kansas held degrees as did the elective county superintendent.

15. The medians for total teaching experience among the county superintendents ranged from 19.4 years in 1921 to 16 in 1930.

16. Eighty-four per cent of the total teaching experience reported in 1930 was gained in the elementary schools. Since the qualifications for teaching in the elementary schools are meager, and the pay for teaching therein is low, this high percentage is an indication of a lack of progressiveness and initiative.

17. Ninety per cent of the county superintendents who reported as to teaching experience had taught in the rural schools.

18. The average years of teaching experience decreased from 21.5 to 18.9 years from 1921 to 1930.

19. The average years of teaching experience for Kansas county superintendents exceeded that of Florida, but was less than that of North Carolina, Alabama, and Maryland.

20. The median tenure for county superintendents was, for all three years considered as a unit, 3.2 years, and the average was 3.8.

21. The average tenure for Kansas is below that of any of the four states investigated by Tink.

22. The median tenure is above that of the supervisors in third-class cities in Kansas and below that of first- and second-class cities.

23. The superintendent with a degree has the longest median tenure (4.9 years), and those failing to report having high-school diplomas, the shortest median tenure (2 years).

24. The median salary has increased from \$1,550 in 1921 to \$1,581 in 1930. The lowest salary for any of the three years is \$500, and the highest is \$2,500.

25. The average salary for the county superintendent was, in 1930, \$1,495; the average salary paid the rural supervisor in Florida in 1926-1927 was \$3,198, a salary which exceeds that of Kansas by 114 per cent.

26. In general, those superintendents with more scholastic training and those with more teaching or administrative experience tended to get the higher salaries.

27. The majority of the county superintendents are women, over two-thirds of each group in each of the three years considered being women.

The conclusions which follow are drawn from the summary of the specific findings that have been listed:

1. The potential importance of the rural administrator is generally greater than that of most administrators of city systems in Kansas. Yet, because of his numerous clerical and financial duties, and because of his limited powers in relation to the schools of the county, the position of county superintendent is supervisory in name only. W. D. Ross, who has been a county superintendent and who was also state superintendent of public instruction, speaks from a wealth of first-hand experience when he says:¹

"City schools have their high-priced superintendents and their specially trained supervisors and principals who give close supervision to already experienced teachers in groups that rarely exceed twenty. In country schools such supervision as there is must be given by an overworked county superintendent, often himself without professional training, to teachers many of whom are beginners, in some cases two hundred or more in number and scattered over areas as large as some whole states."

2. The county superintendent is lamentably low in scholastic training when compared to the public administrator in Kansas and with the appointive county supervisors in Alabama, Maryland, and North Carolina.

1. Ross, W. D., *Report of the State School Code Commission*; Volume 1, p. 76. Kansas State Printing Plant, Topeka, Kan., 1928.

3. A tendency toward certification that requires more schooling is noted, but it can scarcely be expected that great improvement will occur among the ranks of the county superintendents as long as the minimum academic standards for holding this office remain on the statute books.

4. The county superintendent is well qualified by the length of his teaching experience for his office, but the variety is decidedly limited, since the bulk of his teaching experience has been in the elementary schools. His administrative experience is meager in comparison.

5. With his large potential administrative position the county superintendent is, in one-third of the cases, without even an office clerk, and only four superintendents have both clerk and assistant superintendent. It is small wonder that the county superintendent is still more of a clerk than an administrator or supervisor.

6. The next item to be considered is probably the most important one of all. It is the question of salary. Upon this item is suspended the future of the county superintendent. As long as the prevailing low and inflexible salaries are paid, just so long will the office fail to attract competent executives for the position. The superintendent of Haskell county in 1921 remarked on her annual salary of \$800 thus: "I cannot afford to work for this. My third-grade teachers get more than I. Do not get pay enough." Her qualifications follow: One year of high school, three years of normal-school work (probably in a secondary school attached to a teacher-training institution), twenty-four years teaching experience in the rural school, one year as principal of a grade school, and a first-grade county certificate.

7. Tenure is very important in any line of work, but it is even more so in administration. The short tenure of the county superintendent prevents him from initiating and carrying through any constructive program. The elective system with its two-year term is responsible for this condition.

It has long been recognized that the elective system is defective, but nothing of importance has been done to help matters since the office was created, over seventy years ago. The Kansas Educational Commission of 1908² recognized the problem and offered three alternatives to the election of the county superintendent as it was done then and now. The first plan was to elect him for a term of four years by legally qualified voters in the annual school meeting; the second, to elect him by a convention of members of the school-district boards of each county; and the third, to place his name on the general ballot without party affiliation.

Any one of these methods of electing the county superintendent would undoubtedly improve conditions somewhat, but it would not be touching the vital point. To get effective county supervision, the chief educational officer must have some definite powers, must have competent office help, and must have a number of assistants varying with the number of teachers under his jurisdiction.

2. *Kansas Educational Commission Bulletin, Number One*; Kansas Educational Commission, pp. 38-39. State Printing Plant, Topeka, Kan., 1908.

In his hypothetical state of Osceola, Cubberley has the county superintendent appointed by an elected county board of education.³ The salary is flexible, and the term is four years. There is to be a secretary to take care of all the statistical, clerical, and financial work. An assistant superintendent is to be employed for each thirty teachers who are not already supervised by a principal. The superintendent is to have the power to hire and discharge the teachers under his jurisdiction, to adjudicate all disputes over school laws, to approve the school transportation systems, to recommend repairs for school buildings and to condemn those which warrant it, to approve the school pay roll, and to initiate school policies; in short, he is to have those powers and privileges which should be delegated to an educational administrator.

It is highly improbable that the legislation necessary to such an ambitious program as this will be forthcoming very soon. In the meantime any legislation that will tend to raise the present low status of the county superintendent will be of some value. The relatively high status of the city superintendent is to be attributed to slow accretions over a long period of time; it is quite likely that the office of the county superintendent will have to be built up in the same slow, painful manner.

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3. Cubberley, E. P., *State and County Reorganization*; Chapter II, pp. 88-59. Macmillan Company, New York, 1914.