# THE COUNTY SUPERINTENDENT IN THE UNITED STATES

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# LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
OFFICE OF EDUCATION,
*Washington, D. C., June, 1932.*

SIR: It is of interest from time to time to make studies or have studies made of the various ranks of the superintendency. One type of the superintendency, which is all in all the oldest and is found in every State, is the county superintendent of schools. He exists in more than 3,300 places. The return accompanying this blank was able to get a line on him from more than 2,000 places. It showed his age and marital status, educational experience, and the grades in which he had previously taught, the degrees held, and the like.

In general, outside of some six States, the salary of the county superintendents seems to be very low indeed. It may be said that in these States more responsibility for the supervision of instruction is placed upon them and that they have more nearly approached a professional standing. It is found that there is fixed by law a salary and that no provision is made whatever for varying from it because of range of professional experience or qualification. Approximately half of the county superintendents, which amounts to 1,410 of those heard from, have some form of supervisors employed in their counties. Frequently, however, this supervisor attempts to supervise the entire county, and accordingly can be felt only partially. Most of our States are not well suited for a single supervisor.

All in all, there is no conception of the magnitude of the county superintendent's work. When such a notion has been realized, it may well be believed that the salary of the officers as well as the method of selecting him will be very greatly improved.

Respectfully submitted.

WM. JOHN COOPER,
*Commissioner.*

The SECRETARY OF THE INTERIOR.

# THE COUNTY SUPERINTENDENT IN THE UNITED STATES

## THE ADEQUACY OF THE DATA

*How they were collected.*—In October, 1928, the Office of Education sent out to each county school superintendent or comparable officer in the United States an inquiry blank seeking certain information. This list included, besides the officers specifically designated as "county superintendent," the "division superintendent" of Virginia (outside those in charge of city systems), the "district superintendent" of New York, the "deputy superintendent" of Nevada, and the "union superintendent" of the New England States. Data on salaries and on number of clerical and supervisory assistants are for the school year 1927–28. Where a definite date was important for giving accurate information, such as the age and the years of experience, the information was requested as of September 1, 1928.

TABLE 1.—*Number of questionnaires received from each State and the percentage that this number is of the total of such positions in each State*

| State | Total number of superintendents | Replies received | Per cent of total | State | Total number of superintendents | Replies received | Per cent of total |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | 67 | 39 | 58 | New Hampshire | [1] 52 | 29 | 56 |
| Arizona | 14 | 9 | 64 | New Jersey | 21 | 9 | 43 |
| Arkansas | 75 | 38 | 51 | New Mexico | 31 | 14 | 45 |
| California | 58 | 33 | 57 | New York | [4] 208 | 135 | 66 |
| Colorado | 63 | 43 | 68 | North Carolina | 100 | 52 | 52 |
| Connecticut | [1] 21 | 14 | 67 | North Dakota | 53 | 33 | 62 |
| Florida | 67 | 29 | 43 | Ohio | 88 | 61 | 69 |
| Georgia | 161 | 63 | 39 | Oklahoma | 77 | 35 | 45 |
| Idaho | 44 | 28 | 64 | Oregon | 36 | 24 | 67 |
| Illinois | 102 | 62 | 61 | Pennsylvania | 66 | 43 | 65 |
| Indiana | 92 | 67 | 73 | Rhode Island | [1] 10 | 7 | 70 |
| Iowa | 99 | 66 | 67 | South Carolina | 46 | 21 | 46 |
| Kansas | 105 | 80 | 76 | South Dakota | 68 | 45 | 66 |
| Kentucky | 120 | 76 | 63 | Tennessee | 95 | 57 | 60 |
| Louisiana | 64 | 32 | 50 | Texas | [6] 159 | 99 | 62 |
| Maine | [1] 130 | 67 | 52 | Utah | [7] 34 | 18 | 53 |
| Maryland | 23 | 13 | 57 | Vermont | [8] 41 | 29 | 70 |
| Massachusetts | [1] 75 | 59 | 79 | Virginia | [9] 88 | 54 | 61 |
| Michigan | 83 | 57 | 69 | Washington | 39 | 25 | 64 |
| Minnesota | 87 | 60 | 69 | West Virginia | 55 | 39 | 71 |
| Mississippi | 82 | 37 | 45 | Wisconsin | 72 | 50 | 69 |
| Missouri | 114 | 48 | 42 | Wyoming | 23 | 10 | 43 |
| Montana | 56 | 37 | 66 | | | | |
| Nebraska | 93 | 59 | 63 | Total | 3,362 | 2,009 | 59.7 |
| Nevada | [1] 5 | 4 | 80 | | | | |

[1] Includes the officers of 2 towns and 19 union towns with a population of fewer than 2,500.
[2] Includes the officers of union towns with a population of fewer than 2,500.
[3] Includes the officers of 5 districts into which the counties of the State are divided.
[4] These are district superintendents in charge of a supervisory district. There are from 1 to 8 in a county.
[5] Includes the officers of 6 towns and 4 union towns with a population of fewer than 2,500.
[6] Excludes 95 ex officio county superintendents.
[7] Includes the officers in charge of 23 counties and of 10 "districts" in 5 other counties.
[8] Includes the officers of the supervisory districts and union towns with a population of fewer than 2,500.
[9] Includes only the officers who are in charge of counties or of divisions made up of combined counties.

As the returns were received they were carefully checked. In many cases certain important data were not given. In some cases it was evident that errors had crept in, since, for example, various items referring to experience did not check with each other. In other cases it was evident that the question was misinterpreted. In all cases where such errors were found or where important items were omitted a personal letter was sent to the superintendent. From practically all of the approximately 750 persons to whom these supplementary letters were sent, returns, giving more accurate or more adequate data, were received.

*The percentage of all county superintendents represented in these data.*—Inquiry blanks were sent to 3,362 [1] officers of this type whose names are found in the 1928 issue of the Educational Directory of the United States Bureau of Education (now Office of Education). A total of 2,009 returns, or 59.7 per cent of all, were received. There is considerable variation among the States in the percentage of returns made, the lowest (see Table 1) being 39 in Georgia and 42 in Missouri; the highest being 80 in Nevada and 79 in Massachusetts. Delaware is not included in this study because of the direct State supervision in force.

*How representative are our data?*—In a study of this type where the selection is dependent, not upon the care of the investigator but rather upon the cooperation of the individuals in the group being studied, it is desirable to know whether or not the data received are reasonably representative of the entire group.

We can not, in the case of the present data, answer this question with complete confidence, though the evidence would indicate that they are reasonably representative.

Of the 2,009 superintendents from whom we have data, 537 are women. In order to determine whether or not our data are selective as regards women, the number of women superintendents in 1928 was secured from 32 State departments of education.

A comparison of the percentage of all men with those represented in our data show that in 7 States there is no difference in the two figures. The percentage of difference in 6 States is 1; in 4 States, 2; in 2 States, 3; in 4 States, 4; in 4 States, 6; in 2 States, 7; in 2 States, 8; and in 1 State, 14. In some of these cases of high percentage the difference between the two figures is not of real significance. The one State with the 14 per cent difference is New Mexico with only 31 superintendents, while those with a difference of 8 per cent are Nevada with 5 superintendents and Rhode Island with 10.

In the case of the other 16 States the Educational Directory of the Office of Education for 1928 was consulted. There can be no

[1] This does not count the ex officio superintendents in Texas of whom there were 95. In certain other States it has been necessary to make an interpretation as to what constitutes an officer "comparable" to the county superintendent. See footnotes to Table 1.

certainty about the accuracy of this particular check because of the failure in many cases to preface the names of women with "Miss" or "Mrs." This information indicates that, in comparison with our data, in 6 States there is no difference in the two figures. The percentage of difference in 1 State is 1; in 3 States, 3; in 1 State, .5; in 2 States, 6; in 1 State, 7; in 2 States, 10; and in 1 State, 15. It is evident, therefore, that our data are fairly representative of the whole group of superintendents so far as the proportion of men and women is concerned.

In a few States, studies of the county superintendents have been made sufficiently recently that we are able to get a check on whether or not our data are representative in regard to several other factors. The information is summarized in the following table.

TABLE 2.—*A comparison in 9 States of certain data from this study with similar data from other studies. The data from this study are in italics*

| State | Year for which data were secured | Per cent all superintendents included | Median years of training above high school | Median years of educational experience | Median salary | Median years of experience as county superintendent | Median age |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Alabama [1] | 1927–28 | 96 | 3.6 | 23.5 | $3,106 | 8.3 | ..... |
| | *1928* | *58* | *4.5* | *24.2* | *2,694* | *8.5* | ..... |
| Florida [1] | 1927–28 | 84 | 2.1 | 17.3 | 3,198 | 6.7 | ..... |
| | *1928* | *45* | *4.2* | *14.2* | *2,576* | *6.7* | ..... |
| Kansas [2] | 1929 | ..... | .13 | ..... | 1,511 | 4.0 | ..... |
| | *1928* | *76* | *1.8* | ..... | *1,455* | *3.7* | ..... |
| Maryland [1] | 1927–28 | 91 | 5.0 | 25.4 | 4,140 | 13.7 | ..... |
| | *1928* | *57* | *5.3* | *26.5* | *3,709* | *12.5* | ..... |
| New Jersey [3] | 1928 | 100 | 5.8 | 36.0 | 5,000 | 15.0 | 57.0 |
| | *1928* | *45* | *5.1* | *20.1* | *5,000* | *7.5* | *44.3* |
| North Carolina [1] | 1927–28 | 84 | 3.8 | 22.0 | 3,106 | 9.2 | ..... |
| | *1928* | *52* | *4.4* | *21.5* | *3,196* | *7.7* | ..... |
| Ohio [4] | 1929 | 86 | ..... | ..... | ..... | 5.9 | 51.0 |
| | *1928* | *69* | ..... | ..... | ..... | *9.8* | *51.2* |
| Texas [5] | 1925 | ..... | 1.0 | 11.0 | 2,091 | 4.2 | 40.0 |
| | *1928* | *62* | *2.5* | *15.2* | *1,879* | *4.3* | *41.9* |
| Virginia [6] | 1927 | 100 | 4.6 | 14.0 | 2,277 | 8.5 | 41.8 |
| | *1928* | *61* | *4.4* | *17.2* | *2,260* | *8.5* | *42.1* |

[1] Tink, Edmund L. Certain phases of county educational organization. New York City, Bureau of Publications, Teachers College, Columbia University, 1929. (Teachers College Contributions to Education. No. 363, pp. 35–47.)

[2] Callahan, M. A. The County Superintendent in Kansas. Master's thesis, Kansas State Teachers College, Pittsburg.

[3] Butterworth, Julian E. The organization and administration of public schools in the counties of New Jersey. p. 109. An unpublished study. Ithaca, N. Y., Cornell University.

[4] Bennett, O. H. The status of county superintendents in Ohio. Master's thesis, Cincinnati, Ohio. University of Cincinnati, 1929.

[5] Works, G. A. *et al.* Texas educational survey report—Organization and administration. Austin, Tex., 1925. (Texas Educational Survey Commission, general report, Vol. I.) p. 63. These data do not include ex officio superintendents.

[6] O'Shea, M. V. Public Education in Virginia. Richmond, Va., 1928. pp. 478–79.

A careful study of Table 2 will show some differences in certain items, though as a whole they are strikingly similar. The greatest variations are for training and salary in Alabama; for training, total educational experience, and salary in Florida; for training in Kansas; for salary in Maryland; for experience, tenure, and age in New Jersey; for tenure in Ohio; for training and experience in Texas.

In other items of these States and in all items of North Carolina and Virginia the data are quite similar. Our study appears, therefore, from these data, to have selected enough of those in Alabama, Florida, and Maryland who are better trained but less well paid that the medians are affected. In New Jersey we have, clearly, secured data from the younger members of the superintendents' group.

In 1928 Mrs. Katherine M. Cook, of the United States Office of Education, made a study of the salary of county superintendents, securing data from 99 per cent of all such officers. The following figures give a comparison of our median salary for each State with that found by Mrs. Cook. Medians are not given for four States—Arizona, Nevada, New Jersey, and Rhode Island—because the few cases do not warrant the use of this figure as a central tendency.

TABLE 3.—*Comparisons between salary medians found by this study and those found by a previous study*

| State | Cook's median | Our median + or − Cook's median | Per cent variation from Cook's median | State | Cook's median | Our median + or − Cook's median | Per cent variation from Cook's median |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | $2,937 | +$38 | 1.2 | Nebraska | $1,802 | −$27 | 1.4 |
| Arkansas | 2,539 | +287 | 11.3 | New Hampshire | 3,575 | −271 | 7.5 |
| California | 2,916 | −228 | 7.4 | New Mexico | 2,271 | −307 | 13.5 |
| Colorado | 1,703 | −238 | 13.9 | New York | 3,342 | −660 | 19.7 |
| Connecticut | 2,977 | +399 | 13.4 | North Carolina | 3,155 | +146 | 4.6 |
| Florida | 2,575 | +210 | 8.1 | North Dakota | 1,889 | +25 | 1.3 |
| Georgia | 1,734 | +537 | 30.8 | Ohio | 3,400 | −9 | .2 |
| Idaho | 1,590 | −31 | 1.9 | Oklahoma | 1,820 | +68 | 3.7 |
| Illinois | 2,520 | +481 | 19.0 | Oregon | 1,780 | −29 | 1.0 |
| Indiana | 2,250 | +67 | 2.5 | Pennsylvania | 3,690 | −189 | 5.1 |
| Iowa | 1,968 | −42 | 2.1 | South Carolina | 1,750 | +142 | 8.1 |
| Kansas | 1,674 | −120 | 7.1 | South Dakota | 1,627 | +43 | 2.6 |
| Kentucky | 2,026 | −93 | 4.5 | Tennessee | 2,244 | −278 | 12.3 |
| Louisiana | 3,273 | +165 | 5.0 | Texas | 2,200 | −116 | 5.2 |
| Maine | 2,569 | +57 | 2.2 | Utah | 2,718 | −311 | 11.4 |
| Maryland | 3,621 | −112 | 3.0 | Vermont | 3,102 | −290 | 9.3 |
| Massachusetts | 3,114 | +279 | 8.9 | Virginia | 2,666 | +120 | 4.5 |
| Michigan | 1,819 | +50 | 2.7 | Washington | 1,902 | +111 | 5.8 |
| Minnesota | 1,958 | −12 | .6 | West Virginia | 1,778 | −47 | 2.6 |
| Mississippi | 1,958 | +440 | 22.4 | Wisconsin | 2,136 | −149 | 6.9 |
| Missouri | 2,049 | 0 | 0 | Wyoming | 1,726 | +74 | 4.2 |
| Montana | 1,764 | +45 | 2.5 | | | | |

Delaware is also omitted for reasons already given. Of the 43 States, in 21 our median varies from that of Cook by less than 5 per cent. In several of these cases there is practically no difference in these medians. In 12 States our data vary by 5 to 10 per cent; in 6 States by 10 to 15 per cent; in 2 cases by 15 to 20 per cent; in one case by 20 to 25 per cent; and in one case by 30 to 35 per cent. The largest variation is found in Georgia. For New York the lack of correspondence between the two medians is readily explained. On August 1, 1928, the State increased its contribution for the salary of the district superintendent from $2,400 to $3,000. Mrs. Cook's

figures are clearly based upon the latter salary. Our figure, which is for the year 1927–28, is $2,682 for the 133 superintendents for whom we have data, while the median for all superintendents for that year is $2,669.

Comparing our salary medians with those of Mrs. Cook, it is evident that, while there is no great difference in our data in more than two-thirds of the States, there is a significant difference in about 9 (New York not counted)—Arkansas, Colorado, Connecticut, Florida, Illinois, Mississippi, New Mexico, Tennessee, and Utah. In 5 of these States our median is larger than Cook's; in 4 it is smaller. For all of the 42 States there is no difference in one State, while our median exceeds Cook's in 21 cases and is less in 21 cases.

Individuals will naturally differ in their judgments as to what constitutes a significant difference in such data as are here given. While such checks as we have been able to get indicate that our data may not be altogether representative on certain factors in a few States, we believe that, on the whole, they are reasonably so.

## SEX, AGE, AND MARITAL CONDITION

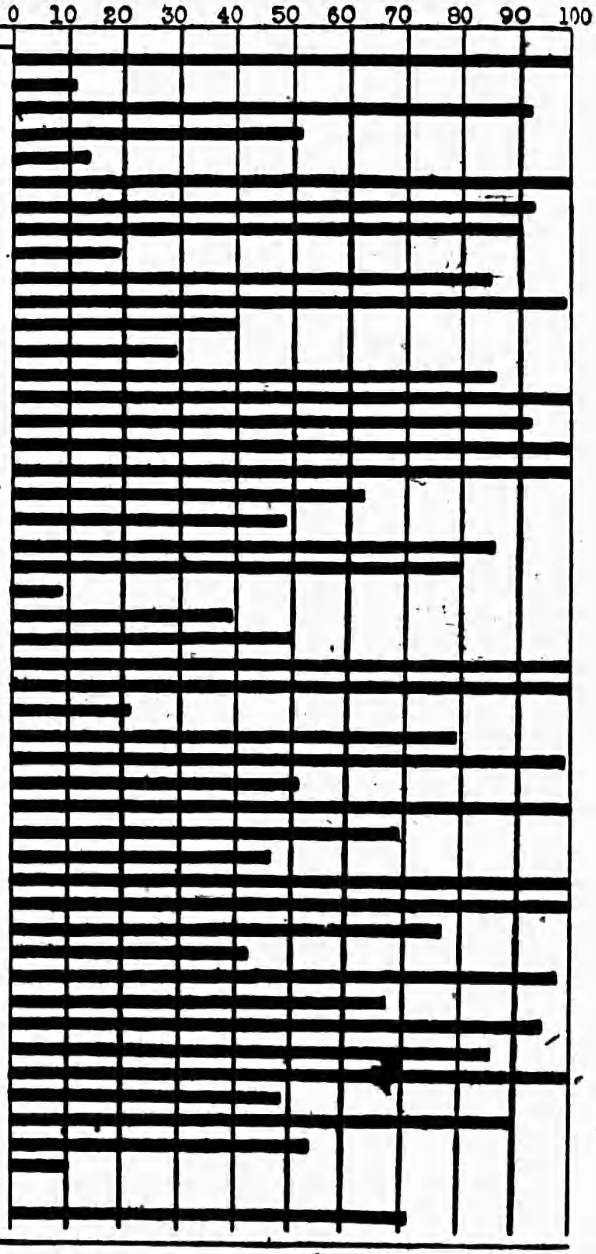
*Sex.*—Seventy-one per cent of the 2,009 superintendents are men. (These percentages are based upon the number of superintendents for whom we have data.) (See Table 4.) In 11 States—Alabama, Connecticut, Louisiana, Maryland, Massachusetts, New Hampshire, New Jersey, Ohio, Pennsylvania, Rhode Island, and Virginia—all are men; while in 8 other States—Arkansas, Florida, Indiana, Maine, North Carolina, Tennessee, Utah, and West Virginia—90 per cent or more are men.

Women superintendents predominate in 13 States—Arizona, Colorado, Idaho, Iowa, Kansas, Minnesota, Montana, Nebraska, New Mexico, Oregon, South Dakota, Washington, and Wyoming. The highest percentage of women is found in Montana (92), Wyoming (90), Arizona (89), Colorado (86), and New Mexico (79). It is in the States west of the Mississippi River that women superintendents predominate. In none of the States east of the Mississippi is this predominance of women found, while it is true of all in the western section except California, Nevada, Utah, Texas, North Dakota, Oklahoma, Missouri, Arkansas, and Louisiana. Speaking generally, then, one may say that at present the county superintendency is largely or exclusively a man's job in the East and the South and that it is largely a woman's job in the West and in the Middle West.

*Age.*—Diagram 1 shows the age distribution of the 2,009 county superintendents. More than 85 per cent fall within what might be considered the period of greatest usefulness in a person's life, the period between 30 and 60. Only in a general way, however, can significance be attached to such figures. At any rate, less than 6 per cent are under 30 and less than 10 per cent are over 60.

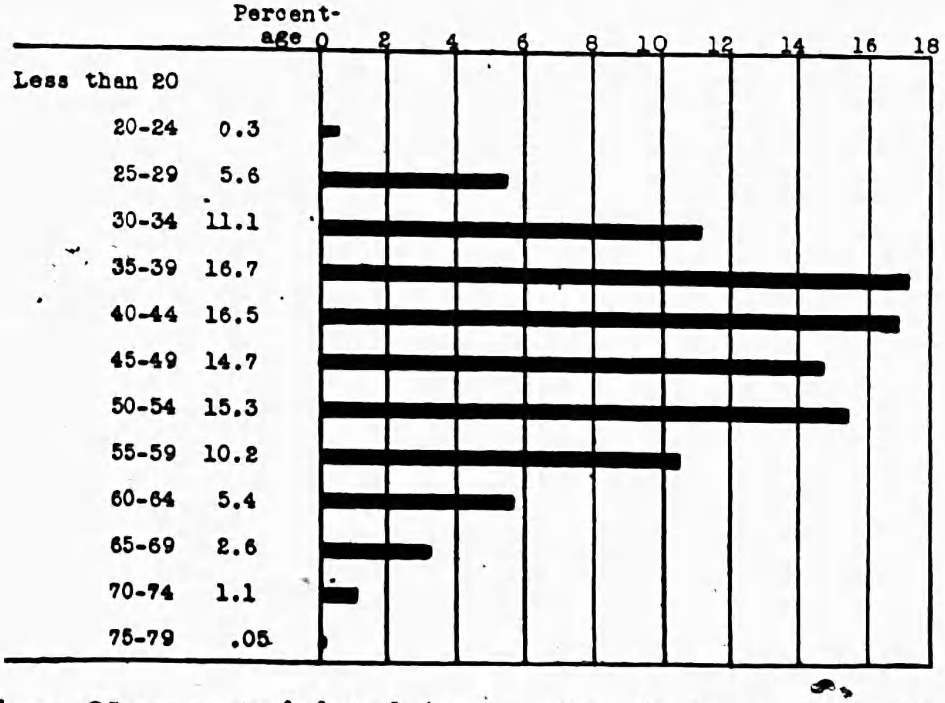
TABLE 4.—*Percentage of the 2,009 superintendents who are men*

| State | Number of Cases | Percentage |
|---|---|---|
| 1 | 2 | 3 |
| Alabama | 39 | 100 |
| Arizona | 9 | 11 |
| Arkansas | 38 | 92 |
| California | 33 | 51 |
| Colorado | 43 | 14 |
| Connecticut | 14 | 100 |
| Florida | 29 | 93 |
| Georgia | 63 | 89 |
| Idaho | 28 | 18 |
| Illinois | 62 | 85 |
| Indiana | 67 | 98 |
| Iowa | 66 | 40 |
| Kansas | 89 | 29 |
| Kentucky | 76 | 86 |
| Louisiana | 32 | 100 |
| Maine | 67 | 91 |
| Maryland | 13 | 100 |
| Massachusetts | 59 | 100 |
| Michigan | 57 | 63 |
| Minnesotd | 60 | 48 |
| Mississippi | 37 | 86 |
| Missouri | 48 | 79 |
| Montana | 37 | 8 |
| Nebraska | 59 | 39 |
| Nevada | 4 | 50 |
| New Hampshire | 29 | 100 |
| New Jersey | 9 | 100 |
| New Mexico | 14 | 21 |
| New York | 135 | 78 |
| N. Carolina | 52 | 98 |
| North Dakota | 33 | 51 |
| Ohio | 61 | 100 |
| Oklahoma | 35 | 68 |
| Oregon | 24 | 46 |
| Pennsylvania | 43 | 100 |
| Rhode Island | 7 | 100 |
| S. Carolina | 21 | 76 |
| South Dakota | 45 | 42 |
| Tennessee | 57 | 96 |
| Texas | 99 | 67 |
| Utah | 18 | 94 |
| Vermont | 29 | 86 |
| Virginia | 54 | 100 |
| Washington | 25 | 48 |
| West Virginia | 39 | 90 |
| Wisconsin | 50 | 54 |
| Wyoming | 10 | 10 |
| Total | 2009 | 71 |



The situation in the various States is shown in Table 5. Here is given the median age for each State, together with the age that includes the first 25 per cent ($Q_1$) and the first 75 per cent ($Q_3$). Of the total number of superintendents there are only 7 under 25 years of age and 121 under 30. There are only 80 who are 65 or more years

DIAGRAM 1.—*Age distribution of 2,009 county superintendents*



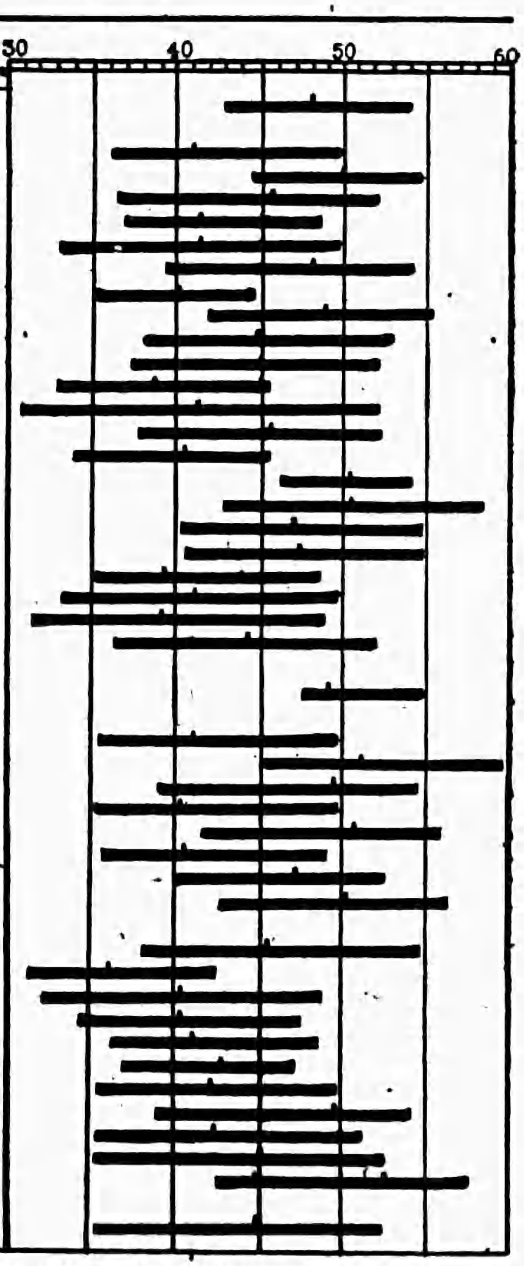

of age, 25 per cent of those being over 70 and only one being 75 or over.

*Marital status.*—We have data regarding their marital status for only 1,993 superintendents. Ninety-one per cent of the men are married, while only 31 per cent of the women are married. The situation by States may be seen by examining Table 6.

TABLE 5.—*Age of county superintendents*

[The lines in the graph show the range of the middle 50 per cent. The median point is indicated by the short vertical line]

| State | M | $Q_1$ | $Q_3$ |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Alabama | 48.0 | 43.0 | 54.0 |
| Arizona | (1) | | |
| Arkansas | 41.5 | 36.1 | 49.7 |
| California | 49.6 | 44.6 | 54.5 |
| Colorado | 46.0 | 36.5 | 52.1 |
| Connecticut | 41.8 | 37.0 | 48.7 |
| Florida | 41.5 | 33.2 | 49.6 |
| Georgia | 47.9 | 39.4 | 54.0 |
| Idaho | 40.5 | 35.7 | 44.4 |
| Illinois | 48.4 | 42.1 | 55.3 |
| Indiana | 44.1 | 38.4 | 53.2 |
| Iowa | 44.7 | 37.7 | 52.7 |
| Kansas | 38.3 | 33.3 | 45.1 |
| Kentucky | 41.8 | 31.0 | 52.2 |
| Louisiana | 45.8 | 38.4 | 52.6 |
| Maine | 41.2 | 34.1 | 45.2 |
| Maryland | 50.6 | 46.2 | 54.0 |
| Massachusetts | 50.8 | 43.4 | 58.3 |
| Michigan | 47.2 | 40.4 | 54.5 |
| Minnesota | 47.6 | 40.9 | 54.6 |
| Mississippi | 38.7 | 35.1 | 48.3 |
| Missouri | 42.5 | 33.5 | 49.4 |
| Montana | 38.2 | 31.8 | 48.7 |
| Nebraska | 44.0 | 36.4 | 52.5 |
| Nevada | (2) | | |
| New Hampshire | 47.7 | 42.8 | 54.5 |
| New Jersey | (3) | | |
| New Mexico | 42.5 | 35.4 | 49.5 |
| New York | 52.6 | 45.3 | 59.6 |
| N. Carolina | 47.8 | 38.8 | 54.2 |
| North Dakota | 40.4 | 35.1 | 49.5 |
| Ohio | 51.2 | 42.1 | 55.9 |
| Oklahoma | 41.1 | 35.9 | 48.7 |
| Oregon | 47.1 | 40.0 | 53.3 |
| Pennsylvania | 50.5 | 43.7 | 56.5 |
| Rhode Island | (4) | | |
| S. Carolina | 45.6 | 37.9 | 54.6 |
| South Dakota | 37.1 | 31.8 | 42.6 |
| Tennessee | 40.6 | 33.0 | 48.2 |
| Texas | 40.5 | 34.7 | 47.9 |
| Utah | 42.0 | 36.8 | 48.7 |
| Vermont | 43.5 | 37.3 | 47.3 |
| Virginia | 42.1 | 35.6 | 49.7 |
| Washington | 49.3 | 39.0 | 54.1 |
| West Virginia | 43.5 | 35.5 | 51.8 |
| Wisconsin | 45.0 | 35.3 | 53.5 |
| Wyoming | 53.3 | 43.7 | 57.5 |
| Total | 44.8 | 35.8 | 53.1 |




[1] Since there are fewer than 10 cases in each, the medians and quartiles are not computed for Arizona Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is 45.6 years. The ages for the 9 cases are: 31, 37, 37, 44, 46, 50, 50, 51, 64.

[2] The arithmetic mean for Nevada is 41.5 years. [4] The ages for the 4 cases are: 30, 37, 42, 57.

[3] The arithmetic mean for New Jersey is 48.8 years. The ages for the 9 cases are: 37, 40, 41, 42, 42, 55, 57, 62, 64.

[4] The arithmetic mean for Rhode Island is 41 years. The ages for the 7 cases are: 28, 32, 32, 43, 46, 48, 58.

TABLE 6.—*Percentage of superintendents who are married*

| State | Percentage | | State | Percentage | |
|---|---|---|---|---|---|
| | Men | Women | | Men | Women |
| Alabama | 98 | 0 | New Hampshire | 96 | 0 |
| Arizona | 100 | 50 | New Jersey | 100 | 0 |
| Arkansas | 91 | 0 | New Mexico | 66 | 45 |
| California | 94 | 46 | New York | 95 | 37 |
| Colorado | 100 | 48 | North Carolina | 93 | 0 |
| Connecticut | 100 | 0 | North Dakota | 81 | 31 |
| Florida | 85 | 50 | Ohio | 98 | 0 |
| Georgia | 90 | 33 | Oklahoma | 95 | 63 |
| Idaho | 100 | 39 | Oregon | 90 | 71 |
| Illinois | 90 | 20 | Pennsylvania | 100 | 0 |
| Indiana | 93 | 0 | Rhode Island | 72 | 0 |
| Iowa | 92 | 20 | South Carolina | 87 | 20 |
| Kansas | 91 | 33 | South Dakota | 89 | 8 |
| Kentucky | 90 | 45 | Tennessee | 81 | 50 |
| Louisiana | 96 | 0 | Texas | 46 | 31 |
| Maine | 91 | 50 | Utah | 100 | 0 |
| Maryland | 100 | 0 | Vermont | 92 | 25 |
| Massachusetts | 89 | 0 | Virginia | 77 | 0 |
| Michigan | 97 | 27 | Washington | 100 | 30 |
| Minnesota | 75 | 19 | West Virginia | 94 | 50 |
| Mississippi | 80 | 40 | Wisconsin | 88 | 8 |
| Missouri | 84 | 40 | Wyoming | 100 | 22 |
| Montana | 100 | 28 | | | |
| Nebraska | 82 | 36 | Total | 91 | 31 |
| Nevada | 100 | 50 | | | |

## THE PROFESSIONAL EQUIPMENT OF THE COUNTY SUPERINTENDENT

*Educational experience—Total.*—The median total educational experience of the 2,009 superintendents is 19.9 years. Fifty per cent of this group fall between 13 and 27.1 years. (See Table 7.) The median years of experience is highest in Pennsylvania where it is 29.1 years. The next four States with highest medians are Massachusetts (27.2), New York (26.9), Maryland (26.5, and Ohio (26.2). New Mexico has the lowest median experience (9.3). Next in order are South Carolina (12.5), South Dakota (13.2), Idaho (14.0), and Florida (14.2).

Diagram 2 shows the distribution, by 5-year groups, of the total educational experience.

*In teaching, in administration, etc.*—Table 8 gives the median years of experience of superintendents replying in each State in teaching and in administration and supervision. For example, the county superintendents of Alabama have had a median experience of 10.3 years in teaching in grades 1 to 12 and of 9.9 years in administration and supervision. The superintendents of Connecticut have the lowest median experience as teachers (3.5 years), while Illinois and West Virginia have the highest (13.3 years). In administration and supervision Montana has the lowest median (2.6 years), while Massachusetts has the highest (17.6 years). It is doubtless unnecessary to remind the reader that these median figures represent central tendencies only. As a matter of fact 44 superintendents, or 2.2 per cent, have had no experience as teacher in grades 1 to 12, while 89, or 4.4 per cent, have had less than a year of administrative and supervisory experience.

TABLE 7.—*All educational experience of county superintendents in years given by medians and quartiles*

| State | M | $Q_1$ | $Q_3$ | State | M | $Q_1$ | $Q_3$ |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | 24.2 | 17.7 | 39.0 | New Hampshire | 23.1 | 18.3 | 29.3 |
| Arizona | (1) | | | New Jersey | (3) | | |
| Arkansas | 18.8 | 13.2 | 25.6 | New Mexico | 9.3 | 6.4 | 14.5 |
| California | 25.0 | 19.2 | 29.7 | New York | 26.9 | 21.6 | 32.8 |
| Colorado | 14.6 | 9.2 | 21.2 | North Carolina | 20.1 | 12.3 | 28.5 |
| Connecticut | 14.3 | 9.1 | 21.2 | North Dakota | 15.6 | 10.0 | 18.4 |
| Florida | 14.2 | 9.0 | 19.9 | Ohio | 26.2 | 19.4 | 32.4 |
| Georgia | 19.3 | 13.5 | 26.5 | Oklahoma | 19.7 | 13.8 | 24.6 |
| Idaho | 14.0 | 9.7 | 19.7 | Oregon | 20.0 | 11.0 | 26.0 |
| Illinois | 24.7 | 17.9 | 31.5 | Pennsylvania | 29.1 | 22.7 | 33.7 |
| Indiana | 20.5 | 15.1 | 30.2 | Rhode Island | (4) | | |
| Iowa | 20.6 | 14.0 | 26.7 | South Carolina | 12.5 | 7.2 | 18.1 |
| Kansas | 14.6 | 9.8 | 19.8 | South Dakota | 13.2 | 9.9 | 16.6 |
| Kentucky | 20.0 | 13.2 | 28.6 | Tennessee | 16.4 | 9.6 | 27.4 |
| Louisiana | 23.5 | 15.0 | 29.5 | Texas | 17.0 | 11.1 | 22.0 |
| Maine | 15.8 | 11.2 | 20.7 | Utah | 17.2 | 12.5 | 23.5 |
| Maryland | 26.5 | 20.0 | 29.7 | Vermont | 17.0 | 11.2 | 23.9 |
| Massachusetts | 27.2 | 19.8 | 34.2 | Virginia | 17.2 | 6.2 | 24.3 |
| Michigan | 22.7 | 15.6 | 30.0 | Washington | 21.8 | 13.2 | 28.6 |
| Minnesota | 21.5 | 13.5 | 28.3 | West Virginia | 20.7 | 14.7 | 28.9 |
| Mississippi | 15.7 | 11.1 | 21.9 | Wisconsin | 21.0 | 12.9 | 27.5 |
| Missouri | 19.2 | 12.2 | 25.8 | Wyoming | 21.0 | 12.5 | 32.2 |
| Montana | 14.4 | 8.9 | 19.7 | | | | |
| Nebraska | 20.7 | 14.0 | 28.3 | Total | 19.9 | 13.0 | 27.1 |
| Nevada | (2) | | | | | | |

[1] There being fewer than 10 cases in each, the medians and quartiles were not computed for Arizona, Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is 20 years. The years for the 9 cases are: 8, 9, 10, 14, 17, 26, 28, 30, 38.

[2] The arithmetic mean for Nevada is 13.5. The years for the 4 cases are: 7, 9, 13, 25.

[3] The arithmetic mean for New Jersey is 25.8 years. The years for the 9 cases are: 9, 15, 16, 17, 18, 36, 37, 41, 44.

[4] The arithmetic mean for Rhode Island is 15.5 years. The years for the 7 cases are: 5, 11, 12, 19, 20, 20, 22.

DIAGRAM 2.—*Total years of educational experience to September, 1928*

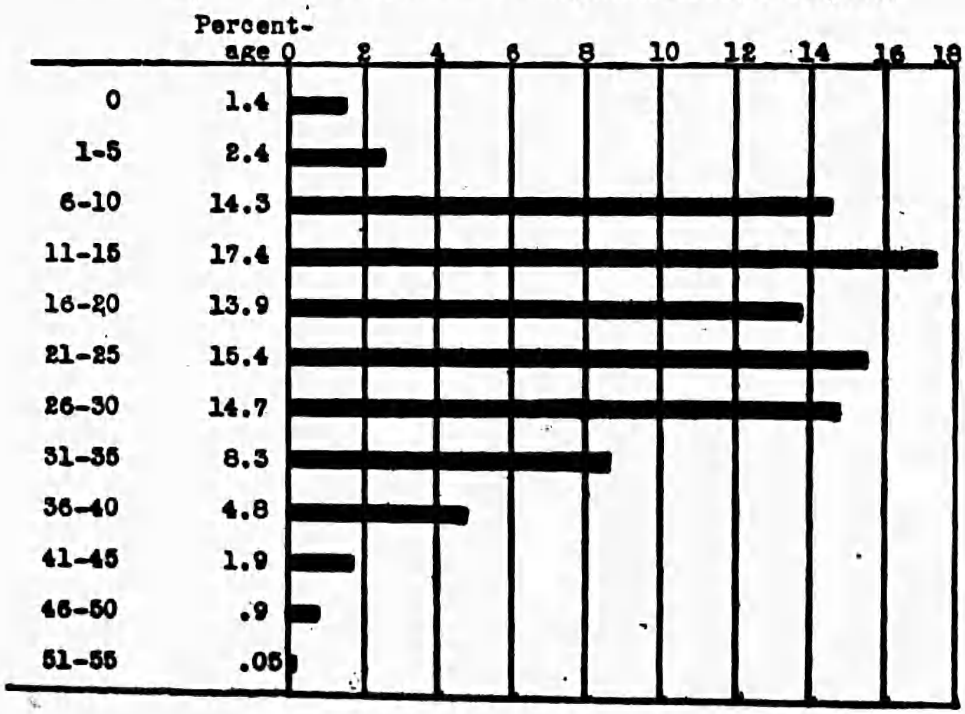


TABLE 8.—*An analysis of the educational experience of county superintendents according to (1) teaching in grades 1–12 and (2) administration and supervision*

| State | Median years of educational [1] experience in— | | State | Median years of educational [1] experience in— | |
|---|---|---|---|---|---|
| | Teaching grades 1–12 | Administration and supervision | | Teaching grades 1–12 | Administration and supervision |
| 1 | 2 | 3 | 1 | 2 | 3 |
| Alabama | 10.3 | 9.9 | New Hampshire | 10.2 | 12.9 |
| Arizona | (2) | (3) | New Jersey | (4) | (5) |
| Arkansas | 9.4 | 7.8 | New Mexico | 8.0 | 5.2 |
| California | 10.4 | 11.6 | New York | 10.3 | 16.6 |
| Colorado | 8.9 | 4.5 | North Carolina | 7.4 | 10.6 |
| Connecticut | 3.5 | 9.5 | North Dakota | 8.1 | 7.3 |
| Florida | 7.8 | 7.1 | Ohio | 9.0 | 13.8 |
| Georgia | 9.6 | 9.5 | Oklahoma | 11.7 | 5.9 |
| Idaho | 9.3 | 4.0 | Oregon | 10.5 | 8.5 |
| Illinois | 13.3 | 10.1 | Pennsylvania | 11.0 | 14.6 |
| Indiana | 11.3 | 10.8 | Rhode Island | (6) | (7) |
| Iowa | 9.8 | 9.0 | South Carolina | 6.3 | 4.7 |
| Kansas | 9.1 | 4.6 | South Dakota | 8.5 | 3.9 |
| Kentucky | 10.4 | 6.0 | Tennessee | 9.3 | 6.1 |
| Louisiana | 7.2 | 14.3 | Texas | 10.0 | 6.4 |
| Maine | 6.9 | 9.2 | Utah | 8.8 | 9.0 |
| Maryland | 11.4 | 13.5 | Vermont | 6.3 | 9.9 |
| Massachusetts | 8.2 | 17.6 | Virginia | 7.1 | 10.4 |
| Michigan | 10.1 | 9.7 | Washington | 12.0 | 8.5 |
| Minnesota | 9.6 | 10.3 | West Virginia | 13.3 | 6.6 |
| Mississippi | 8.5 | 5.6 | Wisconsin | 9.0 | 7.4 |
| Missouri | 10.2 | 6.5 | Wyoming | 11.0 | 5.0 |
| Montana | 9.8 | 2.6 | | | |
| Nebraska | 9.8 | 8.7 | | | |
| Nevada | (8) | (9) | Total | 9.4 | 8.8 |

[1] A small number (212, or 10.5 per cent) have had experience in normal school and college, and a still smaller number (79, or 3.9 per cent) have had other educational experience. Since there are so few of these cases in most States, medians would not be significant. Note, also, that since the figures in this table are medians, they can not be added.

[2] For experience in teaching grades 1 to 12 and in administration and supervision, no medians or quartiles were computed for Arizona, Nevada, New Jersey, and Rhode Island as there are fewer than 10 cases in each State. The arithmetic mean for Arizona is 12.3 years. The years for the 9 cases are: 3, 4, 6, 8, 8, 16, 22, 22, 22.

[3] The arithmetic mean for Arizona is 6.5 years. The years for the 9 cases are: 2, 4, 6, 6, 6, 7, 8, 9, 10.

[4] The arithmetic mean for Nevada is 7.7 years. The years for the 4 cases are: 6, 6, 7, 12.

[5] The arithmetic mean for Nevada is 4.5 years. The years for the 4 cases are: 1, 2, 2, 13.

[6] The arithmetic mean for New Jersey is 9.4. The years for the 9 cases are: 2, 6, 7, 8, 9, 10, 13, 14, 16.

[7] The arithmetic mean for New Jersey is 15.5 years. The years for the 9 cases are: 2, 6, 9, 10, 14, 22, 25, 26, 31.

[8] The arithmetic mean for Rhode Island is 8.1 years. The years for the 7 cases are: 3, 3, 5, 9, 10, 12, 15.

[9] The arithmetic mean for Rhode Island is 7.2 years. The years for the 7 cases are: 1, 2, 7, 8, 9, 10, 14.

Some of the superintendents have also had "other" educational experience. Two hundred and twelve, or 10.5 per cent, have had some teaching experience in normal school or college. These 212 are rather well distributed among the various States. While several States have none in this group, the others have a scattering. Ohio has the largest number, 15. Iowa, Kansas, Massachusetts, and Michigan have 10 or more each. Almost all types of higher educational institutions are represented, although the small college and the State normal school predominate.

Seventy-nine, or 3.9 per cent, have had a miscellaneous type of educational experience as attendance officer, educational research worker, librarian, clerk to the county superintendent, county agent, private music teacher, welfare officer, and the like.

*Grades in which teaching experience was secured.*—From the foregoing data it may well be claimed that, taken as a whole, county superintendents have had sufficient classroom experience to familiarize themselves with the teaching problems that they are likely to meet in their work. No one would, of course, claim that a long experience in the classroom will develop that insight into the learning process that will enable a superintendent to become, for example, a good supervisor of instruction. In fact, too much classroom experience might, it is conceivable, have the opposite effect because of its encouraging habitual modes of response. Nevertheless, it may, with reason, be contended that some teaching experience is essential to the development of a proper background.

The county superintendent has a particularly difficult task. He has to deal with a multitude of problems in organization, finance, buildings, equipment, transportation, curriculum making, and the like. As a supervisor of instruction he has responsibilty for all grades of the common schools. Unlike the city superintendent he very seldom has special supervisory assistants. While in practice he may give only perfunctory attention to schools in which there is a principal he nevertheless has an obligation to them.

TABLE 9.—*Percentage of county superintendents who have had no experience in grades 1 to 6 and in grades 7 to 12*

| State | Grades 1 to 6 | Grades 7 to 12 | State | Grades 1 to 6 | Grades 7 to 12 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 1 | 2 | 3 |
| Alabama | 20 | 5 | New Hampshire | 29 | 0 |
| Arizona | 0 | 0 | New Jersey | 4 | 0 |
| Arkansas | 14 | 0 | New Mexico | 18 | 0 |
| California | 6 | 0 | New York | 16 | 4 |
| Colorado | 2 | 5 | North Carolina | 32 | 0 |
| Connecticut | 46 | 0 | North Dakota | 20 | 3 |
| Florida | 21 | 17 | Ohio | 17 | 1 |
| Georgia | 31 | 12 | Oklahoma | 6 | 6 |
| Idaho | 16 | 12 | Oregon | 13 | 4 |
| Illinois | 15 | 7 | Pennsylvania | 17 | 4 |
| Indiana | 13 | 7 | Rhode Island | 0 | 0 |
| Iowa | 25 | 14 | South Carolina | 6 | 0 |
| Kansas | 10 | 4 | South Dakota | 9 | 10 |
| Kentucky | 7 | 7 | Tennessee | 10 | 0 |
| Louisiana | 31 | 14 | Texas | 4 | 2 |
| Maine | 37 | 6 | Utah | 11 | 5 |
| Maryland | 23 | 7 | Vermont | 44 | 4 |
| Massachusetts | 47 | 10 | Virginia | 43 | 0 |
| Michigan | 12 | 9 | Washington | 8 | 8 |
| Minnesota | 13 | 11 | West Virginia | 21 | 13 |
| Mississippi | 15 | 6 | Wisconsin | 15 | 6 |
| Missouri | 28 | 14 | Wyoming | 0 | 0 |
| Montana | 3 | 9 | | | |
| Nebraska | 7 | 1 | Total | 18 | 6 |
| Nevada | 0 | 0 | | | |

How well is the county superintendent qualified, from the point of view of experience, to deal with instructional questions in the various grades? Table 9 shows the percentage in each State who have had no teaching experience in grades 1 to 6 and in grades 7 to 12. For all superintendents these percentages are 18 and 6.

*Experience in schools and communities of different size.*—Since a county superintendent has to deal with schools of various size, it is interesting to see to what extent he has had experience in such schools. While there is, of course, much transfer value from one teaching situation to another, investigations [2] have shown that, in the smaller schools especially, there are some significantly different responsibilities. According to Table 10, 26 per cent of the superintendents have had no experience in a 1-teacher school; 71 per cent, none in other open-country schools; 68 per cent, in a village of fewer than 500 population; 41 per cent, in a village of from 500 to 2,500; and 62 per cent, in a city or village of more than 2,500.

*Tenure.*—In view of the selection of county superintendents in about half the States by popular election, we would expect a fairly high turnover in those States and, consequently, a rather short tenure. Table 11 gives data regarding the total number of years these officers have held the position as county superintendent or comparable officer and the number of years that they have held this office *continuously*. For all superintendents the median length of experience in this office is 7 years, while for continuous experience it is 5.4 years. Data not here presented show that the experience as county superintendent is shorter in the States where this officer is elected than in States where he is appointed.

[2] McGuffey, Verne. Differences in the activities of teachers in the 1-room schools and of grade teachers in cities. New York, Teachers College, Columbia University, 1928. (Teachers College Contributions to Education, No. 346.)

TABLE 10.—*Percentage of superintendents having no experience in the types of school positions indicated*

| State | 1-teacher school | Other open country school | Village of fewer than 500 | Village 500-2,500 | Village or city of more than 2,500 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Alabama | 23 | 44 | 41 | 26 | 49 |
| Arizona | 11 | 44 | 55 | 66 | 44 |
| Arkansas | 18 | 50 | 55 | 36 | 60 |
| California | 18 | 84 | 57 | 54 | 48 |
| Colorado | 14 | 69 | 40 | 47 | 59 |
| Connecticut | 57 | 85 | 78 | 38 | 50 |
| Florida | 34 | 58 | 66 | 51 | 68 |
| Georgia | 32 | 88 | 63 | 34 | 79 |
| Idaho | 35 | 67 | 67 | 39 | 46 |
| Illinois | 17 | 87 | 41 | 38 | 61 |
| Indiana | 7 | 64 | 41 | 40 | 59 |
| Iowa | 22 | 90 | 68 | 27 | 54 |
| Kansas | 11 | 87 | 58 | 41 | 82 |
| Kentucky | 8 | 73 | 45 | 54 | 77 |
| Louisiana | 43 | 63 | 40 | 43 | 66 |
| Maine | 38 | 87 | 63 | 46 | 56 |
| Maryland | 53 | 46 | 61 | 38 | 53 |
| Massachusetts | 61 | 91 | 57 | 27 | 33 |
| Michigan | 17 | 61 | 42 | 45 | 58 |
| Minnesota | 20 | 85 | 53 | 48 | 10 |
| Mississippi | 37 | 29 | 40 | 56 | 72 |
| Missouri | 8 | 87 | 44 | 44 | 77 |
| Montana | 18 | 78 | 54 | 51 | 73 |
| Nebraska | 10 | 89 | 54 | 35 | 79 |
| Nevada | 75 | 100 | 25 | 50 | 75 |
| New Hampshire | 48 | 86 | 62 | 20 | 44 |
| New Jersey | 55 | 89 | 77 | 44 | 22 |
| New Mexico | 21 | 64 | 50 | 64 | 50 |
| New York | 31 | 80 | 49 | 36 | 68 |
| North Carolina | 54 | 62 | 36 | 42 | 54 |
| North Dakota | 18 | 87 | 18 | 39 | 75 |
| Ohio | 21 | 78 | 69 | 29 | 62 |
| Oklahoma | 9 | 71 | 42 | 45 | 60 |
| Oregon | 16 | 75 | 33 | 41 | 62 |
| Pennsylvania | 11 | 67 | 46 | 27 | 44 |
| Rhode Island | 5 | 100 | 85 | 42 | 0 |
| South Carolina | 38 | 57 | 52 | 62 | 90 |
| South Dakota | 8 | 84 | 44 | 35 | 88 |
| Tennessee | 17 | 47 | 35 | 42 | 82 |
| Texas | 26 | 32 | 45 | 59 | 69 |
| Utah | 77 | 88 | 27 | 38 | 44 |
| Vermont | 48 | 82 | 51 | 27 | 45 |
| Virginia | 72 | 81 | 29 | 55 | 70 |
| Washington | 20 | 68 | 48 | 40 | 40 |
| West Virginia | 10 | 58 | 48 | 48 | 76 |
| Wisconsin | 22 | 80 | 32 | 28 | 67 |
| Wyoming | 0 | 100 | 66 | 22 | 77 |
| Total | 26 | 71 | 68 | 41 | 62 |

TABLE 11.—*A comparison of the total number of years of experience as county superintendent with the length of experience in that office continuously—Data expressed in medians*

| State | Total years as county superintendent | | | Years as county superintendent continuously | State | Total years as county superintendent | | | Years as county superintendent continuously |
|---|---|---|---|---|---|---|---|---|---|
| | M | $Q_1$ | $Q_3$ | M | | M | $Q_1$ | $Q_3$ | M |
| 1 | 2 | 3 | 4 | 5 | 1 | 2 | 3 | 4 | 5 |
| Alabama | 7.7 | 2.8 | 11.6 | 7.3 | New Hampshire | 10.1 | 6.1 | 16.7 | 6.6 |
| Arizona | (1) | | | (1) | New Jersey | (4) | | | (7) |
| Arkansas | 4.8 | 3.1 | 9.0 | 4.8 | New Mexico | 3.3 | .5 | 4.5 | 2.3 |
| California | 7.9 | 2.6 | 14.4 | 5.5 | New York | 15.4 | 8.7 | 19.4 | 14.5 |
| Colorado | 2.9 | .6 | 5.6 | [3] 4.5 | North Carolina | 6.9 | 3.0 | 11.0 | 5.6 |
| Connecticut | 8.5 | 2.7 | 14.7 | 8.1 | North Dakota | 4.9 | 3.6 | 9.5 | 4.8 |
| Florida | 5.5 | 2.7 | 8.3 | 5.0 | Ohio | 8.8 | 4.3 | 12.9 | 6.2 |
| Georgia | 5.7 | 4.1 | 10.7 | 4.8 | Oklahoma | 5.5 | 3.7 | 8.3 | 5.3 |
| Idaho | 4.2 | 1.4 | 5.2 | 3.5 | Oregon | 7.3 | 4.2 | 10.2 | 6.8 |
| Illinois | 5.7 | 1.8 | 9.9 | 5.7 | Pennsylvania | 11.8 | 7.8 | 15.7 | 10.8 |
| Indiana | 4.8 | 3.4 | 12.4 | 4.4 | Rhode Island | (8) | | | (9) |
| Iowa | 6.2 | 3.5 | 9.8 | 4.9 | South Carolina | 4.3 | 3.6 | 8.9 | 3.9 |
| Kansas | 3.9 | 2.0 | 6.3 | 3.7 | South Dakota | 3.2 | 1.9 | 3.9 | 2.9 |
| Kentucky | 5.1 | 2.5 | 10.3 | 3.7 | Tennessee | 4.5 | 2.1 | 9.3 | 4.5 |
| Louisiana | 10.2 | 4.6 | 15.3 | 9.3 | Texas | 4.1 | 2.3 | 6.5 | 3.8 |
| Maine | 8.0 | 3.7 | 12.3 | 6.7 | Utah | 5.5 | 3.2 | 12.8 | 4.5 |
| Maryland | 12.5 | 8.2 | 15.7 | 11.5 | Vermont | 9.2 | 4.4 | 14.1 | 8.5 |
| Massachusetts | 13.0 | 7.0 | 21.9 | 11.2 | Virginia | 8.1 | 4.5 | 13.5 | 8.1 |
| Michigan | 5.6 | 2.3 | 10.5 | 5.6 | Washington | 5.7 | 1.8 | 6.9 | 1.8 |
| Minnesota | 8.2 | 2.8 | 13.7 | 7.9 | West Virginia | 4.5 | 1.9 | 8.5 | 4.2 |
| Mississippi | 2.5 | .5 | 4.9 | 1.9 | Wisconsin | 5.6 | 3.1 | 8.9 | 5.4 |
| Missouri | 5.5 | 1.8 | 9.5 | 5.4 | Wyoming | 5.5 | 2.5 | 13.5 | 4.0 |
| Montana | 2.5 | 1.8 | 4.9 | 2.5 | | | | | |
| Nebraska | 7.2 | 2.8 | 10.5 | 7.1 | Total | 7.0 | 2.6 | 11.0 | 5.4 |
| Nevada | (5) | | | (6) | | | | | |

[1] There being fewer than 10 cases in each, no medians or quartiles were computed for Arizona, Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is 5.4 years. The years for the nine cases are: 2, 3, 4, 6, 6, 6, 6, 8, 8.

[2] The arithmetic mean for Arizona is 4.7 years. The years for the 9 cases are: 2, 3, 4, 4.6, 6, 6, 6, 6.

[3] This figure is larger than the total years of service because some who gave data regarding total experience failed to give information concerning length of experience as superintendent continuously.

[4] The arithmetic mean for Nevada is 2.7. The years for the 4 cases are: 1, 1, 1, 8.

[5] The arithmetic mean for Nevada is 2.7 years. The years for the 4 cases are: 1, 1, 1, 8.

[6] The arithmetic mean for New Jersey is 10.5. For 1 case there is no data. The years for the remaining 8 cases are: 1, 2, 3, 6, 15, 15, 16, 26.

[7] The arithmetic mean for New Jersey is 10.5. For 1 case there is no data. The years for the remaining 8 cases are: 1, 2, 3, 6, 15, 15, 16, 26.

[8] The arithmetic mean for Rhode Island is 6 years. For 1 case there is no data. The years for the remaining 6 cases are: 1, 1, 7, 8, 8, 11.

[9] The arithmetic mean for Rhode Island is 5.8 years. For 2 cases there are no data. The years for the remaining 5 cases are: 1, 1, 8, 8, 11.

*Training.*—The median years of training above the elementary school for the 2,009 superintendents (see Table 12) is 7.8 years. This is, of course, equivalent to a little less than 4 years of normal school or college work. As is to be expected, in view of the varying conditions in the different States, there are some significant differences among them. In all probability the longest period of training is in New

Jersey. Because we have returns from only 9 of the 21 county superintendents of that State, medians have not been computed. Data secured elsewhere,[3] however, show that the median training for all these officers is 9.8 years above the elementary school. The longest median training outside of New Jersey is found in Connecticut where it is 9.4 years. This is roughly equivalent to a little less than one and one-half years of graduate work, though, as will be explained in a later paragraph, such a statement must be interpreted with care. Maryland superintendents have a median training of 9.3 years; Ohio, 9.2 years; Massachusetts and New Hampshire, 8.7 years each. The shortest period of training is found in Kansas and Minnesota where it is 5.8 years. In Montana it is 5.9 years; in New Mexico, 6.1; in Wyoming, 6.2. There is thus a difference of 3.6 years between the median figures of the States having the shortest and the longest period of training.

TABLE 12.—*Median years of training above the elementary school*

| State | M | $Q_1$ | $Q_3$ | State | M | $Q_1$ | $Q_3$ |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | 8.5 | 7.7 | 9.2 | New Hampshire | 8.7 | 8.2 | 9.2 |
| Arizona [1] | | | | New Jersey [3] | | | |
| Arkansas | 8.1 | 6.7 | 8.6 | New Mexico | 6.1 | 4.6 | 7.2 |
| California | 6.3 | 5.0 | 7.3 | New York | 7.2 | 6.7 | 8.5 |
| Colorado | 6.3 | 5.3 | 7.8 | North Carolina | 8.4 | 7.6 | 8.8 |
| Connecticut | 9.4 | 9.1 | 9.7 | North Dakota | 7.2 | 6.2 | 8.4 |
| Florida | 8.2 | 6.0 | 9.4 | Ohio | 9.2 | 8.4 | 9.6 |
| Georgia | 8.0 | 5.8 | 8.6 | Oklahoma | 6.9 | 6.8 | 8.2 |
| Idaho | 6.3 | 5.5 | 7.2 | Oregon | 6.8 | 4.0 | 8.5 |
| Illinois | 7.6 | 5.8 | 8.5 | Pennsylvania | 8.3 | 7.5 | 8.9 |
| Indiana | 8.5 | 7.6 | 9.1 | Rhode Island [4] | | | |
| Iowa | 8.1 | 6.3 | 8.6 | South Carolina | 8.4 | 8.0 | 8.8 |
| Kansas | 5.8 | 4.5 | 7.3 | South Dakota | 6.4 | 5.3 | 7.7 |
| Kentucky | 7.7 | 6.8 | 8.2 | Tennessee | 8.2 | 7.2 | 8.7 |
| Louisiana | 8.5 | 8.1 | 9.3 | Texas | 6.4 | 4.7 | 8.0 |
| Maine | 8.3 | 7.6 | 8.8 | Utah | 7.4 | 6.8 | 9.0 |
| Maryland | 9.3 | 9.2 | 9.7 | Vermont | 8.3 | 7.4 | 8.7 |
| Massachusetts | 8.7 | 8.1 | 9.3 | Virginia | 8.5 | 8.0 | 8.9 |
| Michigan | 6.6 | 5.9 | 7.8 | Washington | 6.6 | 5.8 | 8.4 |
| Minnesota | 5.8 | 4.8 | 7.3 | West Virginia | 6.5 | 5.5 | 8.4 |
| Mississippi | 7.0 | 6.1 | 8.6 | Wisconsin | 6.7 | 5.6 | 7.9 |
| Missouri | 7.2 | 5.6 | 8.3 | Wyoming | 6.2 | 5.5 | 8.0 |
| Montana | 5.9 | 5.2 | 6.6 | | | | |
| Nebraska | 6.9 | 5.5 | 8.3 | Total | 7.8 | 6.1 | 8.6 |
| Nevada [1] | | | | | | | |

[1] There being fewer than 10 cases in each, no medians or quartiles were computed for Arizona, Nevada, New Jersey, and Rhode Island. Of the 9 cases in Arizona, 3 gave no data. The arithmetic mean for the remaining 6 cases is 5.5 years. The years for the 6 cases are: 3, 4, 6, 6, 7, 7.

[2] The arithmetic mean for the 4 cases in Nevada is 6.5. The years for the 4 cases are: 4, 7, 7, 8.

[3] The arithmetic mean for the 9 cases in New Jersey is 8.6 years. The years for the 9 cases are: 6, 8, 8, 8, 9, 9, 9, 9, 12.

[4] Of the 7 cases in Rhode Island, 1 gave no data. The arithmetic mean for the remaining 6 cases is 7.5 years. The years for the 6 cases are: 5, 8, 8, 8, 8, 8.

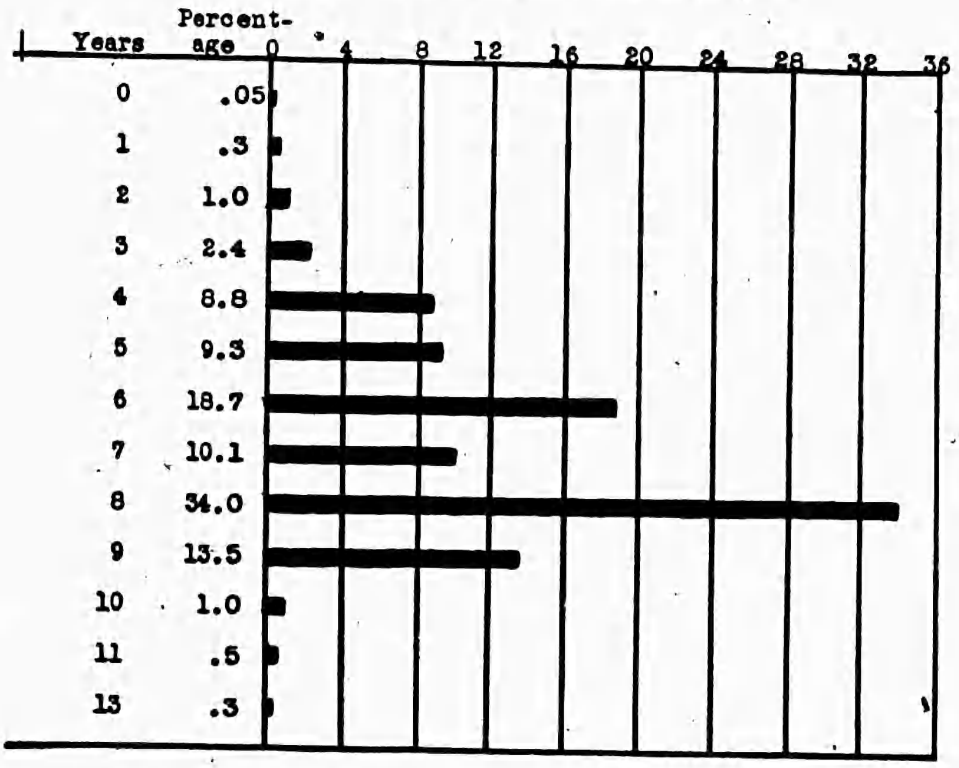
*Degrees held.*—Information was given by 1,944 superintendents regarding degrees held. Of this number, 57 per cent have no degrees; 33 per cent have a bachelor's degree only; 9 per cent have a master's

[3] Butterworth, Julian E. The Organization and Administration of Education in the Counties of New Jersey. Unpublished. Ithaca, New York, Cornell University.

degree; while 1 per cent have a doctor's degree. (See Table 13.) Figures refer only to those who actually possess degrees. Those superintendents who have had four or more years of college work but who for some reason, did not actually secure a degree are listed in Table 13 as holding no degree. There are marked variations among the States in regard to the percentage holding a degree.

*Positions held at time of first selection.*—Ninety and three-tenths per cent (see Table 15) of the 1810 superintendents for whom we have data on this point were holding some type of educational position

DIAGRAM 3.—*Training in years above elementary school*




when first selected for their present position. The administrative group is the largest, being 50.9 per cent. Teaching accounts for about one-third of the entire group. Relatively few (2 per cent) have gone from a supervisory position, so-called, but it is probably true that most of those who were holding an administrative position had had some experience in supervision. There appears to be an unduly large number of high-school principals going into a position that, for the present at least, demands an emphasis on elementary-school problems. However, a study of the data shows that in most of these cases the principalship of the high school included also the principalship of the elementary grades.

TABLE 13.—*Status of county superintendents as regards highest degree held*

| State | Percentage holding no degree | Percentage holding bachelor's degree | Percentage holding master's degree | Percentage holding doctor's degree | State | Percentage holding no degree | Percentage holding bachelor's degree | Percentage holding master's degree | Percentage holding doctor's degree |
|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 1 | 2 | 3 | 4 | 5 |
| Alabama | 32 | 40 | 27 | 0 | New Hampshire | 10 | 64 | 25 | 0 |
| Arizona | 100 | 0 | 0 | 0 | New Jersey | 11 | 55 | 22 | 11 |
| Arkansas | 38 | 54 | 5 | 0 | New Mexico | 83 | 16 | 0 | 0 |
| California | 75 | 18 | 6 | 0 | New York | 64 | 24 | 7 | 2 |
| Colorado | 69 | 23 | 7 | 0 | North Carolina | 21 | 52 | 24 | 2 |
| Connecticut | 7 | 38 | 53 | 0 | North Dakota | 56 | 43 | 0 | 0 |
| Florida | 7 | 71 | 21 | 0 | Ohio | 16 | 46 | 37 | 0 |
| Georgia | 50 | 43 | 4 | 2 | Oklahoma | 69 | 30 | 0 | 0 |
| Idaho | 92 | 7 | 0 | 0 | Oregon | 62 | 37 | 0 | 0 |
| Illinois | 70 | 24 | 4 | 0 | Pennsylvania | 31 | 57 | 11 | 0 |
| Indiana | 35 | 44 | 20 | 0 | Rhode Island | 28 | 57 | 14 | 0 |
| Iowa | 51 | 45 | 3 | 0 | South Carolina | 16 | 83 | 0 | 0 |
| Kansas | 86 | 13 | 0 | 0 | South Dakota | 76 | 23 | 0 | 0 |
| Kentucky | 67 | 27 | 5 | 0 | Tennessee | 45 | 41 | 13 | 0 |
| Louisiana | 38 | 55 | 6 | 0 | Texas | 83 | 12 | 4 | 0 |
| Maine | 31 | 63 | 4 | 1 | Utah | 24 | 35 | 35 | 5 |
| Maryland | 15 | 38 | 46 | 0 | Vermont | 31 | 58 | 10 | 0 |
| Massachusetts | 36 | 36 | 27 | 0 | Virginia | 17 | 62 | 20 | 0 |
| Michigan | 78 | 21 | 0 | 0 | Washington | 75 | 16 | 8 | 0 |
| Minnesota | 78 | 20 | 1 | 0 | West Virginia | 78 | 19 | 2 | 0 |
| Mississippi | 51 | 43 | 2 | 0 | Wisconsin | 86 | 14 | 0 | 0 |
| Missouri | 69 | 28 | 2 | 0 | Wyoming | 100 | 0 | 0 | 0 |
| Montana | 97 | 3 | 0 | 0 | | | | | |
| Nebraska | 72 | 26 | 1 | 0 | Total | 57 | 33 | 9 | 1 |
| Nevada | 25 | 50 | 25 | 0 | | | | | |

TABLE 14.—*Positions*[1] *held by county superintendents when first selected for this office*

| Position | Number in each | | Per cent in each | |
|---|---|---|---|---|
| | Major classes | Subclasses | Major classes | Subclasses |
| 1 | 2 | 3 | 4 | 5 |
| I. Total educational | 1,635 | | 90.3 | |
| 1. Administrative | 922 | | 50.9 | |
| (a) Superintendent or assistant superintendent | | 302 | | 16.7 |
| (b) Principal— | | | | |
| (1) Elementary school | | 157 | | 8.7 |
| (2) High school | | 463 | | 25.5 |
| 2. Supervisory | 36 | | 2.0 | |
| 3. Teaching | 613 | | 33.9 | |
| (a) Elementary | | 387 | | 21.4 |
| (b) High school | | 206 | | 11.4 |
| (c) College or normal school | | 20 | | 1.1 |
| 4. Student in college or normal school | 55 | | 3.0 | |
| 5. Extension or vocational work | 9 | | .5 | |
| II. Total noneducational | 168 | | 9.3 | |
| 1. Army | 5 | | 0.3 | |
| 2. Business | 52 | | 2.9 | |
| 3. Farming | 26 | | 1.4 | |
| 4. Government service | 12 | | .7 | |
| 5. Housewife | 29 | | 1.6 | |
| 6. School-board member | 11 | | .6 | |
| 7. Newspaper work | 10 | | .6 | |
| 8. Professional (law, etc.) | 21 | | 1.2 | |
| III. Total no position | 7 | | .4 | |

[1] Information concerning positions held by county superintendents when first selected for this office was available for only 1,810 cases.

The percentage (9.3) coming into the county superintendency from a noneducational group, while not disturbingly large, is sufficiently so to attract attention. The eight groups included here represent a large variety of positions. Classified in the business group are, for example: Contractor, merchant, banker, railroad agent, bookkeeper, accountant, manager of a drug store, insurance agent, salesman, manager of a theater, hostess of a tea room, etc. In the Government Service group one finds, for example: Postmaster, justice of the peace, county treasurer, county auditor, etc. While one is not justified in concluding that such persons are not well fitted for the county superintendency, since they may have had the necessary training and experience before going into these particular lines of work, nevertheless any State in which this happens frequently may well scrutinize the standards for this superintendency and the method of filling it.

## IN-SERVICE GROWTH OF COUNTY SUPERINTENDENT

*Summer-school attendance since May, 1923.*—In view of the very rapid extension of our knowledge of professional problems, professional training is much to be desired. While every alert superintendent is making professional growth through private study (which is not to be taken into account), it is stimulating to have contact with others who are meeting similar problems. According to our data only 254 superintendents, or 22.8 per cent of those giving information, have done some summer-school work during the last five years. Seventy-seven and two-tenths per cent have not had such work during this period. The number and percent of weeks attended by each are given in Table 15.

TABLE 15.—*Status*[1] *regarding summer-school attendance since May, 1923*

| Number of weeks attended | Number | Per cent | Number of weeks attended | Number | Per cent |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 1 | 2 | 3 |
| Less than 4 weeks | 15 | 1.3 | 32-34 | 1 | 0.1 |
| 5-7 | 103 | 9.3 | 35-37 | 4 | 0.4 |
| 8-10 | 16 | 1.4 | More than 37 weeks | 6 | 0.5 |
| 11-13 | 45 | 4.0 | | | |
| 14-16 | 5 | 0.5 | Reporting attendance | 254 | 22.8 |
| 17-19 | 30 | 2.7 | Reporting no attendance | 859 | 77.2 |
| 20-22 | 7 | 0.6 | | | |
| 23-25 | 13 | 1.2 | Total reporting on this item | 1,113 | 100.0 |
| 26-28 | 2 | 0.2 | | | |
| 29-31 | 7 | 0.6 | | | |

[1] 896 superintendents gave no data on this point.

It is likely that a relatively large group of those who gave no information have not attended summer school. Although the superintendents in many States have a good reason for not attending

summer school because of the low salaries paid, and because of the reports that must be prepared after the close of the school year, there is a need here that merits the serious consideration of all concerned with the leadership of our rural schools.

*Special courses attended since May, 1923.*—Not infrequently various training agencies offer special short courses for county superintendents. Such offerings are especially useful to superintendents who can not afford either the time or the money to attend a regular summer session. Yet only 74 superintendents, or about 6 per cent of those giving the information, report attendance at such courses. Slightly more than 94 per cent have had no such attendance. Detailed data are given in Table 16.

TABLE 16.—*Status regarding attendance on special courses since May, 1923*

| Number of weeks attended | Number | Per cent | Number of weeks attended | Number | Per cent |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 1 | 2 | 3 |
| 1 | 2 | 0.2 | 10 | 1 | 0.1 |
| 2 | 18 | 1.3 | 11 or more | 23 | 1.7 |
| 3 | 1 | 0.1 | | | |
| 4 | 8 | 0.6 | Reporting attendance | 74 | 5.7 |
| 5 | 4 | 0.3 | Reporting no attendance | 1,223 | 94.3 |
| 6 | 13 | 1.0 | | | |
| 7 | 0 | 0.0 | Total reporting on this item | 1,297 | 100.0 |
| 8 | 2 | 0.2 | | | |
| 9 | 2 | 0.2 | | | |

## SALARIES

*The annual salary.*—The median salary of the 2,009 county superintendents is $2,312. (See Table 17.) New Jersey seems to be in a class by itself. There, the present salary is $5,000 for each superintendent, this amount being paid by the State. Outside of New Jersey the largest median salary is paid in Maryland ($3,709). Next comes Pennsylvania with a median of $3,501; Louisiana, $3,428; Massachusetts, $3,393; and Ohio, $3,391. The lowest median salary appears to be $1,459 in Idaho, with Colorado ($1,465), Kansas ($1,551), South Dakota ($1,670), and West Virginia ($1,723), ranking next in order.

*The net salary.*—In some cases, however, the salary given in Table 17 is an overstatement of the actual income for services as county superintendent. This is because some of these officers find that the allotment for office rent, travel, clerk hire, and the like, is not sufficient to meet their needs, and so provide for them out of their own resources. This may involve an actual expenditure of funds or it may mean the use of the superintendent's own home as an office, or the assistance, without compensation, of some member of his family.

TABLE 17.—*Salaries of county superintendents given by medians and quartiles*

| State | M | $Q_1$ | $Q_3$ | State | M | $Q_1$ | $Q_3$ |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | $2,975 | $2,420 | $3,636 | New Hampshire | $3,304 | $2,760 | $3,653 |
| Arizona [1] | | | | New Jersey [3] | | | |
| Arkansas | 2,826 | 2,438 | 3,001 | New Mexico | 1,964 | 1,857 | 2,167 |
| California | 2,688 | 2,141 | 3,219 | New York [4] | 2,682 | 2,439 | 3,078 |
| Colorado | 1,465 | 1,148 | 1,937 | North Carolina | 3,301 | 2,802 | 3,976 |
| Connecticut | 3,376 | 3,105 | 3,719 | North Dakota | 1,914 | 1,796 | 2,102 |
| Florida | 2,785 | 2,126 | 3,563 | Ohio | 3,391 | 2,909 | 3,922 |
| Georgia | 2,271 | 1,861 | 2,667 | Oklahoma | 1,888 | 1,663 | 2,188 |
| Idaho | 1,459 | 1,299 | 1,678 | Oregon | 1,751 | 1,358 | 1,964 |
| Illinois | 3,001 | 2,674 | 3,438 | Pennsylvania | 3,501 | 2,984 | 3,959 |
| Indiana | 2,317 | 2,099 | 2,455 | Rhode Island [5] | | | |
| Iowa | 1,926 | 1,838 | 2,138 | South Carolina | 1,895 | 1,501 | 2,313 |
| Kansas | 1,551 | 1,301 | 1,702 | South Dakota | 1,670 | 1,464 | 1,855 |
| Kentucky | 1,932 | 1,759 | 2,455 | Tennessee | 1,966 | 1,750 | 2,362 |
| Louisiana | 3,428 | 2,867 | 3,803 | Texas | 2,084 | 1,851 | 2,459 |
| Maine | 2,626 | 2,280 | 2,985 | Utah | 2,407 | 2,032 | 2,966 |
| Maryland | 3,709 | 3,313 | 4,938 | Vermont | 2,812 | 2,251 | 3,042 |
| Massachusetts | 3,393 | 3,001 | 3,723 | Virginia | 2,786 | 2,258 | 2,981 |
| Michigan | 1,869 | 1,419 | 2,344 | Washington | 1,791 | 1,368 | 1,951 |
| Minnesota | 1,946 | 1,791 | 2,355 | West Virginia | 1,723 | 1,466 | 2,667 |
| Mississippi | 2,398 | 2,265 | 2,626 | Wisconsin | 1,897 | 1,832 | 2,353 |
| Missouri | 2,049 | 1,781 | 2,164 | Wyoming | 1,800 | 1,800 | 1,800 |
| Montana | 1,809 | 1,415 | 1,917 | | | | |
| Nebraska | 1,775 | 1,542 | 2,047 | Total | 2,312 | 1,827 | 2,931 |
| Nevada [2] | | | | | | | |

[1] Since there are fewer than 10 cases in each, the medians and quartiles are not computed for Arizona, Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is $2,200. The salaries for the 6 cases, are, respectively: $1,800, $2,000, $2,000, $2,000, $2,400, $2,400, $2,400, $2,400, $2,400.

[2] In Nevada $2,400 is paid each superintendent.

[3] In New Jersey a uniform salary of $5,000 is paid.

[4] The next year the State contribution was increased by $600 to $3,000. In 1929–30 the median was $3,256

[5] The arithmetic mean for Rhode Island is $2,967. The salaries for the 7 cases are, respectively: $3,000, $2,275, $2,375, $3,120, $3,200, $3,200, $3,800.

The inquiry blanks, through which the data were secured, requested the salary for 1927–28. Information was also received regarding the amount expended for rent, clerical help, travel on official duty, etc. This question was then asked: "Of your salary given above, how much, if any, was used for maintaining your office or for paying your traveling expenses on official duty?" By deducting this sum from the salary indicated, the net salary was secured. The data are presented in Table 18. While there may have been a tendency for the superintendent to overestimate the amount he has contributed in this way, there is little doubt but that in some States there is a real problem which should receive careful attention. The wise procedure would seem to be to provide from public funds such sums as are needed, according to Budget estimates, for the facilities or services that the work requires. It is not fair to ask the superintendent to pay the expenses of his office from his own income. To give him a lump sum that is expected to cover both salary and office expense may well result in his keeping such expenses at a point below real efficiency.

*Legal limitations of the county superintendents' salary.*[4]—In the villages and cities of most States the board of education is free to secure its superintendent where it wishes, and to pay him the salary that the resources of the community permit. As a result of this policy there has, as is commonly known, been a marked improvement in the salaries of such officers during the last 15 years. When a superintendent has, in the eyes of the community, done a good piece of work, it is possible so to increase his salary or so to improve the school facilities that he is willing to remain. There are thus two significant results: A young man is not discouraged from entering the profession because of running into a "blind alley"; improved educational leadership and other desirable conditions thereby become available to the community.

TABLE 18.—*A comparison of the median total salary with the median net salary*

| State | Median total salary | Median net salary | Difference between total and net salaries | State | Median total salary | Median net salary | Difference between total and net salaries |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | $2,975 | $2,594 | $381 | New Hampshire | $3,304 | $2,851 | $453 |
| Arizona | (a) | (a) | (a) | New Jersey | (c) | (c) | (c) |
| Arkansas | 2,826 | 2,401 | 425 | New Mexico | 1,964 | 1,959 | 5 |
| California | 2,688 | 2,469 | 219 | New York | 2,682 | 2,603 | 79 |
| Colorado | 1,465 | 1,396 | 69 | North Carolina | 3,301 | 3,126 | 175 |
| Connecticut | 3,376 | 3,376 | 0 | North Dakota | 1,914 | 1,914 | 0 |
| Florida | 2,785 | 2,376 | 409 | Ohio | 3,391 | 3,251 | 140 |
| Georgia | 2,271 | 1,913 | 358 | Oklahoma | 1,888 | 1,862 | 26 |
| Idaho | 1,459 | 1,445 | 14 | Oregon | 1,751 | 1,751 | 0 |
| Illinois | 3,001 | 2,938 | 63 | Pennsylvania | 3,501 | 3,429 | 62 |
| Indiana | 2,317 | 2,268 | 49 | Rhode Island | (d) | (d) | (d) |
| Iowa | 1,926 | 1,896 | 30 | South Carolina | 1,892 | 1,626 | 266 |
| Kansas | 1,551 | 1,453 | 98 | South Dakota | 1,670 | 1,670 | 0 |
| Kentucky | 1,932 | 1,861 | 71 | Tennessee | 1,966 | 1,808 | 158 |
| Louisiana | 3,438 | 2,952 | 486 | Texas | 2,084 | 1,940 | 197 |
| Maine | 2,626 | 2,313 | 313 | Utah | 2,407 | 2,376 | 31 |
| Maryland | 3,709 | 3,709 | 0 | Vermont | 2,812 | 2,396 | 416 |
| Massachusetts | 3,393 | 3,353 | 40 | Virginia | 2,786 | 2,459 | 327 |
| Michigan | 1,869 | 1,861 | 8 | Washington | 1,791 | 1,791 | 0 |
| Minnesota | 1,946 | 1,870 | 76 | West Virginia | 1,723 | 1,651 | 72 |
| Mississippi | 2,398 | 2,026 | 372 | Wisconsin | 1,987 | 1,963 | 24 |
| Missouri | 2,049 | 2,001 | 48 | Wyoming | 1,800 | 1,777 | 23 |
| Montana | 1,809 | 1,799 | 10 | | | | |
| Nebraska | 1,775 | 1,767 | 8 | | | | |
| Nevada | (b) | (b) | (b) | | | | |

[a] Since there are fewer than 10 cases in each, no medians are computed for the States of Arizona, Nevada, New Jersey, and Rhode Island.
The arithmetic mean of the *total* salaries for Arizona is $2,200 (see Table 17). The arithmetic mean for the *net* salaries is the same.

[b] The arithmetic mean of the total *salaries* for Nevada is $2,400 (see Table 17). The arithmetic mean for the *net* salaries is $2,250. The net salaries reported are: $2,025, $2,175, $2,400, $2,400. The difference between the total and the net salaries is $150.

[c] In New Jersey a uniform *total* salary of $5,000 is paid (see Table 17). The arithmetic mean for the *net* salaries is $4,955. The net salaries reported are: $4,700, $4,900, $5,000, $5,000, $5,000 $5,000 $5,000 $5,000, $5,000. The difference between the total and the net salaries is $45.

[d] The arithmetic mean of the total salaries for Rhode Island is $2,967 (see Table 17). The arithmetic mean for the *net* salaries is $2,750. The net salaries reported are: $2,275, $2,327, $2,800, $2,800, $2,800, $3,000, $3,000. The difference between the total and the net salaries is $217.

[4] See Legal Status of the County Superintendent, Office of Education Bulletin, 1932, No. 7, for recent detailed summary of legal provisions governing the salaries of county superintendents.

In most States, however, the situation of the county superintendency is not so fortunate. A well-trained person desirous of entering this field has little opportunity, in most States, unless he is a resident of the State or employed in it. In the 25 States where this official is elected by popular vote, he must then make an appeal to the voters, frequently, probably commonly, upon other bases than his professional training, interest, and ability. If the well-trained person is able to overcome these hurdles, he is, in most States, then confronted with seemingly unreasonable legal limitations on salary.

*States in which there is no legal limitation on salary.*—In Alabama the salary is set by the county board of education, except in certain counties where local acts provide for the election of the superintendent by popular vote and where salaries are fixed by law. Formerly the school code of that State set a minimum salary of $1,500 but this provision was omitted in 1927. Only in Connecticut, Louisiana, Maine, Rhode Island, Tennessee, and Utah are the various boards entirely unhampered by legal restrictions regarding salary. In South Carolina the salary is fixed by the legal group from the county affected and then sanctioned by the legislature (quasi legal).

TABLE 19.—*A tabular presentation of the more important legal provisions governing the salary of the county superintendent or comparable officer* [1]

| State | Salary provisions | Salary determined by— | Number classes of counties | Basis of classification | Amount paid by State |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Alabama | Fixed by legislature in some counties; no limits in other counties. | County board of education, except as indicated in column 2. | | | |
| Arizona | Fixed salary of $1,800, $2,000, or $2,400, according to classification of county. | Law | 3 | Assessed valuation | |
| Arkansas | Minimum of $1,500 | County board of education for amount over $1,500. | | | $1,500. |
| California | Fixed salary for each of numerous "classes" of counties, the amounts varying from $600 to $6,600.[2] | Law | (2) | | |
| Colorado | Fixed salary of $100, $250, $500, $900, $1,100, $1,200, $1,500, $2,000, $2,400, $2,800, $3,000, according to classification of county. | do | 11 | Total population | |
| Connecticut | No legal limitations | Local board of education | | | |
| Florida | Minimum of $600 to $2,400, according to classification of county. In a few counties special acts provide a fixed salary. No salary of over $6,000 may be paid. | County board of education for amount over the minimum, except in certain counties. | 7 | Annual receipts for school purposes. Total population.[3] | |
| Georgia | Minimum of $450 | County board of education for amount over minimum. | | | $450. |
| Idaho | Minimum, $1,000; maximum, $2,000 | County commissioners within limits prescribed by law. | | | |
| Illinois | Minimum of $2,500, $2,700, $3,000, $3,200, $3,400, $3,600, $4,000, $5,000, or $12,000 (for Cook County), according to classification of county. | Board of supervisors for amount over minimum. | 9 | Total population | Minimum amounts paid from county's share of State school fund. |
| Indiana | Minimum of $1,800 | Township trustees for amount over minimum. | | | |
| Iowa | Minimum, $1,200; maximum, $3,000 | County board of supervisors within limits prescribed by law. | | | |
| Kansas | Varies from a minimum of $4 a day (for not more than 180 days per year) to $2,500 according to classification of county.[4] | Law | 4<br>3 | School population [4]<br>General population [4] | |
| Kentucky | Minimum of $1,200 | County board of education for amount over minimum. | | | |
| Louisiana | No legal limitations | Parish (county) board of education. | | | |
| Maine | do | Local board of education | | | Not under $1,000 nor over $1,550. |

| | | | | | |
|---|---|---|---|---|---|
| Maryland | No county may pay less than $2,500. Minimum salary of $2,940, $3,240, $3,540, $3,840, or $4,140, according to classification of county and tenure of superintendent.[4] | County board of education within limits prescribed by law. | 5 | Number of teachers in county. Tenure as county superintendent. | Two-thirds with certain restrictions. |
| Massachusetts | Minimum of $2,200, $2,300, $2,400, or $2,500, according to classification of union district. | Union town board for amount over the minimum. | 4 | Tenure as union superintendent. | Two-thirds salary up to $2,500. |
| Michigan | Minimum of $600, $750, $1,000, $1,200, $1,350, or $2,000, according to classification of county. | County board of supervisors for amount over minimum. | 6 | Number of schoolrooms | |
| Minnesota | Minimum of $15 per school up to $1,000; thereafter $12.50 per school up to $2,000. Fixed by law in counties having 150,000 or more and in a few other counties.[7] | County board for amount over minimum. | (6) | Number of schools. Total population. | |
| Mississippi | Fixed salary of $2,000, $2,100, $2,250, $2,500, $2,750, $3,000, $3,600, or $3,600, according to classification of county. | Law | 8 | Assessed valuation | |
| Missouri | Fixed salary of $1,050, $1,200, $1,350, $1,500, $1,650, $1,800, $1,950, $2,100, $2,250, or $6,000, according to classification of county. | do | 10 | Total population[8] | $400. |
| Montana | Fixed salary of $1,800, $2,000, or $2,400, according to classification of county. | do | 3 | Assessed valuation | |
| Nebraska | Minimum of $7 per day (not to exceed $1,200), $1,300, $1,500, $1,700, $1,900, $2,100, $2,400, $2,500, according to classification of county. | County board for amount over minimum. | 8 | School population | |
| Nevada | Fixed salary for all such superintendents[9] | Law | | | All. |
| New Hampshire | Minimum of $2,000 | Union town board for amount above minimum. | | | |
| New Jersey | Fixed salary of $5,000 for each county | Law | | | Do. |
| New Mexico | Fixed salary of $1,600, $1,800, $2,000, $2,250, or $2,500, according to classification of county. | do | 5 | Number of rural school houses | |
| New York | Minimum of $3,000 | Town supervisors of supervisory district. | | | $3,000. |

[1] The author wishes to acknowledge the assistance of W. W. Keesecker, specialist in school legislation, United States Office of Education, Washington, D. C., in compilation of data in this table.

[2] Though the political code specifies 57 different "classes" of counties, with only one county to each class, there is no classification as this term is ordinarily understood. In several of these classes the county superintendents receive the same salary.

[3] In several counties special legislation fixes the salary of the county superintendent without regard to these factors.

[4] The Kansas law is complicated. (1) The basic factor in determining the salary is the school population. Thus in counties having a school population of fewer than 500, the superintendent is allowed $4 a day for not to exceed 180 days in one year, making a minimum of $720. In counties having a school population of 1,000 to 1,500, he is paid $1,200 per year. In counties with more than 1,500 persons of school age, exclusive of those in cities of the first and second class, he is paid $1,200 plus $20 for each additional 100 persons of school age up to $1,600. (2) In counties of 45,000 the basis becomes the total population since officers in those counties are paid $2,000. However, counties with a population of 100,000 to 105,000, pay $2,500, while all other counties with a population between 105,000 and 130,000 pay $2,400. Thus Kansas has a special salary for counties with a school population between 1,000 and 1,500 and for those with a population of 45,000 and more. It has a minimum salary for those with a school population of more than 1,500 and a maximum salary for those with a school population of fewer than 1,000.

[5] In Maryland there is an absolute minimum of $2,500. In counties having more than 150 teachers minimum salaries are designated according to two factors: (1) The number of teachers, and (2) the tenure of the superintendent.

[6] Salaries are fixed according to the number of organized public schools in the county. "It shall be fixed at not less than $15 for each public school in the county until the salary reckoned on that basis, reaches $1,000 and in counties where the salary, reckoned at $15 per school shall exceed $1,000, it shall be reckoned on the basis of not less than $12.50 for each public school in the county, until the salary reaches $2,000, but in no county shall the salary, reckoned on the basis of $12.50 for each school be less than $1,000."

[7] In counties having a population of 150,000 or more in which the salary of the superintendent is fixed by special law, the provisions applying to most counties do not operate. There are three such counties—Ramsey, Hennepin, and St. Louis—in which the salaries are $3,500, $3,600, and $4,800. In a few other counties salaries are fixed by special legislation.

[8] For the purpose of determining the population of any county the highest number of votes cast in the county at the last presidential election shall be multiplied by 3½.

[9] This officer is really a deputy State superintendent of schools and his salary is paid by the State. There are only five of them, each having charge of several counties.

TABLE 19.—*A tabular presentation of the more important legal provisions governing the salary of the county superintendent or comparable officer*—Continued

| State | Salary provisions | Salary determined by— | Number classes of counties | Basis of classification | Amount paid by State |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| North Carolina | Minimum of $2,000, $2,500, $3,000, $3,500, or $4,000, according to classification of county.[10] | County board of education for amount above minimum. | 5 | Total population | Depends upon equalization fund allowed. |
| North Dakota | Fixed salary of $1,500, $1,700, $1,800, or $1,800 plus $40 for each 1,000 additional population up to $3,000, according to classification of county. | Law | 4 | do | |
| Ohio | Minimum of $1,200 (see p. 28 of text) | County board of education for amount over minimum. | | | One-half up to $2,000. |
| Oklahoma | Fixed salary of $1,000 to $3,000, according to classification of county. Salary fixed by special acts in a few counties. | Law | 7 | Total population | |
| Oregon | Fixed salary for each county, the amount varying from $1,200 (except in one county, where $400 is paid) to $3,600. | do | | | |
| Pennsylvania | Minimum of $3,000, $3,500, $4,000, or $4,500, according to classification of county. | Convention of county school directors for amount above minimum. | 4 | Total population | Minimum as indicated in column 2. |
| Rhode Island | No legal limitations | Joint town committee | | | |
| South Carolina | Fixed by the legal group from the county affected and then sanctioned by the legislature (quasi legal) | County legislative delegation | | | |
| South Dakota | Fixed salary varying from $1,000 to $2,500, according to population of county. Maximum provisions in certain counties.[11] | Law | (11) | Total population | |
| Tennessee | No legal limitations | County court | | | |
| Texas | Fixed salary of $1,600, $1,800, $1,900, $2,000, $2,200 $2,400, $2,500, $2,600, or $2,800, according to classification of county. Special provision of $4,800 for Dallas County.[12] | Law | 9 | School population | |
| Utah | No legal limitations | County board of education | | | |
| Vermont | Minimum of $1,700, $1,800, $1,900, or $2,000, according to classification of town.[13] | Town of union board of education. | 4 | Number of teachers employed | Three-fourths of salary with limits as given in column 2. |
| Virginia | Minimum of $1,000 if county has a school population of fewer than 3,000; if more than 3,000 the minimum is $1,600 plus $10 per 100 for school population of more than 3,000. | Division board of education for amount over minimum (on approval of State board of education). | 2 or more. | School population | One-half of salary as described in column 2. |
| Washington | Fixed salary of $900, $1,200, $1,500, $1,800, $2,000, $2,250, $2,400, $3,000, or $3,600, according to classification of county. | Law | 9 | Total population | |

| | | | | | |
|---|---|---|---|---|---|
| West Virginia | Fixed salary of $1,200, $1,300, $1,400, or $1,400 plus $3 for each school above 124, according to classification of county. Maximum, $2,100.[14] | do | 4 | Number of schools | Paid from counties' share of State school fund. |
| Wisconsin | Minimum of $1,200, $1,400, or $1,600, according to classification of county. | County board of education | 3 | Number of teachers | |
| Wyoming | Fixed salary of $900, $1,350, or $1,800, according to classification of county.[15] | Law | 3 | Assessed valuation | |

[10] These are maximum sums allowed by the State to counties with varying population. Since these salaries may be supplemented by the counties they are, in reality, minimum salaries.

[11] The South Dakota law allows $1,000 for the first thousand population in a county; $200 additional for the second thousand ($1,200); $100 additional for the third thousand ($1,300); thereafter $50 additional per thousand up to 10,000 population (maximum of $1,650); thereafter $35 per thousand additional. The law then provides a maximum of $2,200 in counties of fewer than 25,000 population, and $2,400 in counties over that size. In counties having an area of 75 or more congressional townships there is a minimum salary of $1,800.

[12] The regular maximum provided in the law is $2,800 in counties having a population of more than 10,000. For Dallas County, however, $4,800 is specifically designated.

[13] Like North Carolina, the Vermont law allows a State aid that in effect establishes a minimum salary. The State pays three-fourths of the salary but not more than $1,700 when from 25 to 30 teachers are employed; $1,800 when from 30 to 35 are employed; $1,900 when the number is 35 to 45; and $2,000 when it is more than 45.

[14] For acting as county financial secretary of school affairs the superintendent receives in addition 75 cents per teacher with a minimum of $75.

[15] These salaries include compensation to the county superintendent, for acting as truant officer, of $400, $600, and $800, respectively, in the three classes of counties.

*Provision for minimum salary.*—In some States the law specifies a single minimum salary, while in others it specifies a minimum for each of several classes of counties.

The following data give a comparison of the legal minimum salary with the actual salary in each of seven States which have a single minimum.

TABLE 20.—*A comparison of the legal minimum salary with the median salary and the salary range of the middle 50 per cent in States having a State-wide minimum*

| State | Legal minimum | Median salary | Range of the middle 50 per cent |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Arkansas | $1,500 | $2,401 | $2,026–$2,944 |
| Georgia | 450 | 1,913 | 1,438– 2,381 |
| Indiana | 1,800 | 2,261 | 2,001– 2,435 |
| Kentucky | 1,200 | 1,861 | 1,430– 2,303 |
| New Hampshire | 2,000 | 2,851 | 2,501– 3,084 |
| New York | 2,400 | 2,682 | 2,439– 3,078 |
| Ohio | 1,200 | 3,251 | 2,517– 3,755 |

Since in each State listed in Table 20, except New York, the median is considerably above the minimum salary, it is apparent that in general the minimum does not now have the effect of being also a maximum salary. A study of each of the counties for which we have data shows, moreover, that there is no county in Arkansas, Georgia, New Hampshire, and Ohio in which the minimum is paid. In Indiana the minimum is paid in 6, or 9 per cent, of the counties; in Kentucky in 3, or 5 per cent, of the counties; in New York in 45, or 34 per cent, of the supervisory districts.

There are (in 1931) more than a dozen States in which a minimum salary is set for each of several classes of counties. For example, in Illinois there are 9 classes of counties in which the minima of $2,500, $2,700, $3,000, $3,200, $3,400, $3,600, $4,000, $5,000, and $12,000 are established. These classes are determined upon the basis of the total population of the county. Other States in which minimum salaries depend on classification of counties based on population, valuation, or number of teachers, etc., are Florida, Kansas (for certain counties), Maryland, Massachusetts, Michigan, Minnesota (for most counties), Nebraska, North Carolina, Pennsylvania, Vermont, Virginia, and Wisconsin. We do not have the data that enable us to compare the actual salary with the various minima in each of the various classes of counties in these States.

*Provisions for both minimum and maximum salaries.*—In three States, and for certain counties of four other States, the law specifies the maximum, as well as the minimum, that may be paid to the county superintendent. In Idaho the salary must not be less than $1,000

nor more than $2,000. The median is $1,459. Our data on 28 of the 44 superintendents of this State show that only 2 receive the maximum. In Iowa the range may be between $1,800 and $3,000. The median is $1,926. According to our data on 66 of the 99 superintendents in this State only three are receiving the maximum. In South Dakota the minimum is $1,000 and the maximum is $2,500. The median is $1,670. Among the 45 of the total of 68 counties reporting in this study, none is receiving the maximum. In Nebraska, where there are eight classes of counties, a maximum of $1,200 is prescribed for one of these classes. This is the lowest paid class where there is a school population of fewer than 1,500. Here the superintendent is allowed $7 per day for the days actually employed not to exceed the salary indicated. Kansas and Maryland, also, have minimum and maximum provisions for certain classes of counties.

Students of school administration do not generally favor fixing of a legal maximum salary. Its long-time effect may well be to keep strong men and women with adequate professional training from entering the field or to cause them to leave it when the maximum is reached. Especially will this tend to be true where the maximum figure is as low as in the States indicated above.

*Fixing the salary.*—Legal restriction of salary is found in its most serious form, potentially, in those States that fix the salary of the county superintendent, allowing no leeway for training, experience, the difficulty of the position, or success in it. Arizona divides the counties into four classes upon the basis of the assessed valuation of taxable property. Counties having a valuation less than $10,000,000 pay their county superintendent $1,800. If the valuation is more than $10,000,000 and less than $15,000,000, the salary is $2,000; if more than $15,000,000 and less than $40,000,000, $2,400; if more than $40,000,000, $2,400. Colorado groups its counties into 11 classes on the basis of population and specifies salaries varying from $100 to $3,000; the law indicates the classification of each county. Mississippi divides its counties into 8 classes upon the basis of the assessed valuation and specifies for each class a salary of from $2,000 to $3,600. Missouri has 10 classes of counties; the classification is made according to the total population, and salaries of from $1,050 to $6,000 are paid. Montana has 3 classes paid from $1,800 to $2,400; these classes are established on the basis of the taxable wealth. In New Mexico there are 5 classes according to the number of rural schoolhouses, and salaries range from $1,600 to $2,500. North Dakota pays from $1,500 to $1,800 for each of 4 classes made on the basis of total population; in this State the more populous counties (those of 8,000 or more) pay $1,800 plus $40 for each additional 1,000 population and major fraction thereof, but not more than $3,000. Oklahoma has 7 groups of counties classified according to population; counties with 7,000 population pay $1,000, and those having between 7,000

and 10,000 pay $1,300. In addition to the $1,300, counties with a population up to 20,000 pay $50 for each additional 1,000 population. This makes a maximum of $1,800. In addition to this $1,800, counties between 20,000 and 30,000 pay $25 for each additional 1,000 population. This would produce a maximum of $2,050. In addition to this latter sum, counties with a population between 30,000 and 40,000 pay $15 for each 1,000 population, resulting in a maximum of $2,200. In counties between 40,000 and 50,000 the maximum would be $2,300, the rate per 1,000 of population being $10. Above 50,000 population the salary is $3,000.

In South Dakota $1,000 is allowed for the first 1,000 population, $200 additional for the second 1,000 or major fraction thereof, $100 for the third 1,000 or major fraction thereof, and $50 for each additional 1,000 population up to 10,000, and $35 for each additional 1,000 or major fraction thereof. In Texas 9 salaries of from $1,600 to $3,800 are specified for each of 9 groups of counties classified according to total population, while a salary of $4,800 is specified for Dallas County. Washington has 9 classes of counties, each superintendent receiving a salary of $900 to $3,000; total population is the basis of classification. In West Virginia the superintendent is paid $1,200 if there are fewer than 75 schools; $1,300 if there are from 75 to 100 schools; $1,400 if there are 100 to 125 schools; $1,400 plus $3 for each school above 124 but not over $2,100. In addition the county superintendent acts as county financial secretary of school affairs and receives for this 75 cents per teacher with a minimum of $75. In Wyoming there are three groups of counties classified according to assessed valuation, and salaries of $900, $1,350, and $1,800 are specified. Of these sums, $400, $600, and $800 are paid for the superintendent's services as county truant officer.

In two States the law classifies the counties without stating the basis for classification, and specifies the salary to be paid. Thus, California provides for 57 "classes" (with only one county in each class) and designates salaries varying from $600 to $6,600, or, if the city and county organization of San Francisco is included, to $10,000. The Oregon law specifies, for each of the 36 counties, salaries varying from $400 to $3,600.

Table 21 shows the spread between minimum and maximum salaries in these States.

In four States there are a few counties having a specified salary; the majority of counties, however, determine the salary of the superintendent in other ways. While school population is the basis for classifying the counties of Kansas for the purpose of determining the salary of the county superintendent up to a salary of $1,600, beyond that sum school population disappears as a basis and special legislation is introduced. This is usually in the more populous counties.

Thus, if the county has a total population of 100,000 to 105,000, the salary is $2,400; if 105,000 or more, $2,500. In Minnesota, counties having a population of 150,000 or more (of which there are 3), salaries of $3,500, $3,600, and $4,800 are provided. Alabama has some counties of this type, but there are no available data regarding the number. Flordia also has some such counties.

TABLE 21.—*The spread between minimum and maximum salaries in States in which the laws specify the salary of the county superintendent on the basis of the class of the county*

| State | Minimum | Maximum | Difference between minimum and maximum | State | Minimum | Maximum | Difference between minimum and maximum |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Arizona | $1,800 | $2,400 | $600 | North Dakota | $1,500 | $3,000 | $1,500 |
| California | 600 | 6,600 | 6,000 | Oklahoma | 1,000 | 3,000 | 2,000 |
| Colorado | 100 | 3,000 | 2,900 | Oregon | 400 | 3,600 | 3,200 |
| Idaho [1] | 1,000 | 2,000 | 1,000 | South Dakota | 1,000 | 2,400 | 1,400 |
| Iowa [1] | 1,800 | 3,000 | 1,200 | Texas | 1,600 | [2] 2,800 | 1,200 |
| Kansas | 1,200 | 2,500 | 1,300 | Washington | 900 | 3,600 | 2,700 |
| Mississippi | 2,000 | 3,600 | 1,600 | West Virginia | 1,200 | 2,100 | 900 |
| Missouri | 1,050 | 6,000 | 4,950 | Wyoming | 900 | 1,800 | 900 |
| Montana | 1,800 | 2,400 | 600 | | | | |
| New Mexico | 1,600 | 2,500 | 900 | | | | |

[1] In these States the specified-salary method is not used. Variations between the limits given are determined by county boards.
[2] In one county $4,800.

Nevada and New Jersey have one salary specified for all county superintendents. In Nevada this officer is in reality a deputy State superintendent having charge of several counties, and the salary of $2,400 is paid by the State. The situation in New Jersey is especially interesting because, while the salary is specified, the State has been reasonably alert in changing the salary to fit changing conditions. Since 1900 there have been 6 different salaries as follows:[5]

1. In 1900 the salary was a sum equal to $7 for each teacher employed, provided that the total salary should not be less than $1,000 nor more than $1,300.
2. In 1903 the rate was changed to $8 for each teacher employed with a minimum of $1,300 and a maximum of $2,000.
3. In 1905 the salary was made uniformly $2,000.
4. In 1912 it was advanced to $3,000.
5. In 1920 it was placed at $4,000.
6. In 1926 it was again advanced to $5,000.

Where such flexibility prevails the specified salary may not be such a serious matter, but we have been unable to find similar examples among the other States.

All these general methods of determining the county superintendent's salary are summarized in Table 22.

[5] Information from C. J. Strahan, Assistant Commissioner of Education, Trenton, N. J.

TABLE 22.—*Summary of the general legal provisions for determining the salary of the county superintendent in the several States*

| No legislation | Provision for a minimum salary | | Provision for both a minimum and a maximum salary | Provision for a fixed salary | |
|---|---|---|---|---|---|
| | Single | For classes of counties | | For all | By classes |
| 1 | 2 | 3 | 4 | 5 | 6 |
| Alabama (except for certain counties).<br>Connecticut.<br>Louisiana.<br>Maine.<br>Rhode Island.<br>South Carolina.<br>Tennessee.<br>Utah. | Arkansas.<br>Georgia.<br>Indiana.<br>Kentucky.<br>New Hampshire.<br>New York.<br>Ohio. | Florida (for most counties).<br>Illinois.<br>Kansas (for certain counties).<br>Maryland.<br>Massachusetts.<br>Michigan.<br>Minnesota (for most counties).<br>Nebraska.<br>North Carolina.<br>Pennsylvania.<br>Vermont.<br>Virginia.<br>Wisconsin. | Florida.<br>Idaho<br>Iowa.<br>Kansas (for a few counties).<br>Maryland (for a few counties).<br>South Dakota (for certain counties).<br>Nebraska (for a few counties). | Nevada.<br>New Jersey | Alabama (for certain counties).<br>Arizona.<br>California (Note 2, Table 19).<br>Colorado.<br>Florida (for some counties).<br>Kansas (for certain counties).<br>Minnesota (for a few counties).<br>Missouri.<br>Mississippi.<br>Montana.<br>New Mexico.<br>North Dakota.<br>Oklahoma.<br>Oregon (see p. 30 of text.)<br>South Dakota.<br>Texas.<br>Washington.<br>West Virginia.<br>Wyoming. |

*The number of classes of counties.*—As already indicated, a large number of the States classify their counties and provide a minimum or a fixed salary or a method of computing the salary for each class. There is little agreement among these States as to the number of classes considered desirable. Arizona, Montana, Wisconsin, and Wyoming provide for 3 classes. Massachusetts, North Dakota, Pennsylvania, Vermont, and West Virginia have 4 classes. Maryland, New Mexico, and North Carolina have 5. Michigan has 6. Florida and Oklahoma have 7. Mississippi and Nebraska have 8. Illinois, Texas, and Washington have 9, and Missouri has 10, while Colorado has 11. In Virginia, South Dakota, and Minnesota it is difficult to determine the number of classes because of the factors employed.

*The basis for making the classification.*—Similarly, there is little uniformity in the factors employed in making this classification of counties. The most common factor is that of total population, used in 9 States—Colorado, Illinois, Missouri, North Carolina, North Dakota, Oklahoma, Pennsylvania, South Dakota, and Washington. Assessed valuation is the basis in Arizona, Mississippi, Montana, and Wyoming. School population is used in Nebraska, Texas, and Virginia. A combination of total population and school population is employed in Kansas. Massachusetts uses tenure. In Minnesota the factor is the number of public schools in the county; in Michigan the number of schoolrooms; in New Mexico the number of rural schoolhouses; in Wisconsin the number of teachers under the supervision of the county superintendent. In Maryland two factors—the number of teachers and the tenure as county superintendent—are employed. In Idaho the salary is fixed by the county commissioners at some point between $1,000 and $2,000.

One can only guess, with varying degrees of confidence, as to the purpose it was hoped to accomplish by the use of these factors. In the assessed valuation it would appear that the financial ability of the county was the chief purpose. School population, the number of teachers, and the number of schoolhouses or schoolrooms would appear to emphasize the magnitude of the task facing the county superintendent. Total population may, conceivably, give something of a measure both of the ability of the county to pay and of the size of the superintendent's job.

*The effect of such limitations.*—The reasons for this disconcertingly large number of limitations of various kinds upon the salary of the county superintendent are not easy to discover. They obviously vary from State to State. Probably one of the reasons is the lack of a responsible educational board on the county (or comparable) level to whom this duty may be delegated. While there are some exceptions, it is generally true that the most serious restrictions are found in those States having no well-organized and representative

lay board. In the States having no legislation on county superintendents' salaries there is some sort of lay board to whom the superintendent is responsible. Where there are no such boards it is not difficult to understand the feelings of the average person that some legal controls ought to be set up.

One gets the impression, however, that the county superintendency is an office in evolution. In 25 of the States the chief method of selection is still popular election. Of these States, 15 have specified salaries and 1 has a maximum salary provision. Where the county superintendent is associated with other county civil officers and especially where, like the others, he is elected by popular vote, it is not unnatural that similar limitations should be attached to all salaries. While we have made no effort to determine the frequency with which the same law deals with the salary of the county school superintendent and other county officers, several such cases have come to our attention. For example, in Arizona and in Washington the same classification and salary schedule appears to apply to all county offices. In North Dakota the auditor, treasurer, sheriff, and county superintendent are designated to receive the same salaries. In South Dakota the clerk of the courts, the register of deeds, and the county superintendent receive the same salaries. In Oklahoma the county clerk and the county superintendent receive the same compensation.

TABLE 23.—*Salaries of county superintendents in North Carolina compared with those of sheriffs*

| Population of counties | Number of counties in which— | | | |
|---|---|---|---|---|
| | Sheriff's salary exceeds superintendent's | Superintendent's exceeds sheriff's | Salaries are the same | Average difference between salaries |
| 1 | 2 | 3 | 4 | 5 |
| Fewer than 12,000 population | 13 | 2 | 0 | $1,363 |
| 12,000–25,000 | 15 | 5 | 1 | −753 |
| 25,000–40,000 | 14 | 4 | 0 | −862 |
| More than 40,000 | 4 | 7 | 1 | +133 |

In this connection it is of interest to see certain data that have recently been collected in North Carolina comparing the salaries of the county superintendents with sheriffs in 66 of the 100 counties.[6] (See Table 23.) Thus in counties of fewer than 12,000 population there are 13 counties in which the sheriff's salary exceeds that of the county superintendent, as compared with 2 counties in which the reverse is the case. The average difference in the salaries of the two

[6] Courtesy of Dean John H. Cook, North Carolina College for Women, Greensboro, N. C.

officers is $1,363 in those counties. Only in counties having more than 40,000 population does the county superintendent have the better salary. In 1 county the salaries are the same; in 7 the superintendents' are the higher; and in 4 the sheriffs' are the higher. For all 12 of the counties in the last-named group the superintendents' salaries average higher by $133.

Establishment of salaries of a professional officer by State legislation is apt to be unsatisfactory. If a single specified salary is set up it must assume that all counties have approximately the same ability to pay for such services and the same degree of interest in securing and holding a competent officer, that their educational situation demands the same degree of professional ability, and that the same degree of ability is actually secured. In all probability these factors are never found to operate equally in all counties of a State. So long as such legislation continues, a county of great wealth can not pay according to its ability. If it has no great wealth, but is willing to make financial sacrifices in order to secure a high order of educational leadership, it is restrained from doing so. If it is so fortunate as to secure a high-grade person, its hands are tied when it wishes to increase his salary in order to hold him.

Even where there are different classes of counties the difficulties just mentioned differ in many cases only in degree, because the factors selected as the basis for classification are seldom of great significance. Those States that classify counties according to valuation may use a rough measure of ability to pay, but it can be a very rough measure only. Note, for example, the Arizona law. A county with an assessed valuation of less than $10,000,000 pays $1,800 to its superintendent, while another one with four or more times as much wealth may pay only $2,400. An increase in valuation of $30,000,000 or more gives an increase in salary of only $600. No one would seriously contend that salaries should be in proportion to wealth. If, however, such a principle is set up by legislation, common sense is necessary in its application.

Likewise, the other factors used are of little or no value in indicating the difficulty of the educational task, and are certainly of no value in indicating the willingness of the county to pay for its leadership. Massachusetts and Maryland, in employing tenure as a basis for salary classification, are emphasizing a factor that, within limits, is educationally desirable. To make the number of schoolhouses the basis may, conceivably, encourage a superintendent to be apathetic regarding consolidation, since this would materially reduce his salary.

The actual effect of a specified salary depends in large part upon the amount of the salary prescribed and the type of ability it will secure in that State. In New Jersey the $5,000 paid should tend to attract men of ability. There are, however, especially in the metro-

politan district, several cases where supervising principals are paid considerably more than the superintendents who are supposed to be (in certain matters at least) their official superiors. On the other hand, in a few of the counties of several States, it is difficult to see why a person able to teach would be willing to accept the small sum allowed the county superintendent.

## SOME ASPECTS OF THE WORKING CONDITIONS OF COUNTY SUPERINTENDENTS

*Number of buildings and teachers under the jurisdiction of the county superintendent.*—One may get something of a notion regarding the magnitude of the county superintendent's task by noting the number of school buildings and teachers under his jurisdiction. For all the States the median number of all buildings is 55, while the middle 50 per cent falls between 31 and 88. (See Table 24.) Pennsylvania has a median of 137; Iowa, 112; West Virginia, 108; Illinois, 107; North Dakota, 105. On the other hand, some of the other States have only a fraction of the number just given. Thus, the union town superintendents of Massachusetts have a median of only 12 buildings; Utah, 14; and Florida, Maine, and New Hampshire, 20 each.

That many of these buildings are those of 1-room, may be seen by comparing the number of 1-teacher schools with the total number of all schools. Thus, in Pennsylvania 93 of the 137 buildings (on the average) are 1-room; in Iowa, 109 of the 112; in West Virginia, 78 of the 108; in Illinois, 96 of the 107; and in North Dakota, 80 of the 105.

TABLE 24.—*Number of school buildings and number of 1-teacher buildings in the territory under the jurisdiction of the county superintendent given in medians and quartiles and by States*

| State | Total number of buildings | | | Number of 1-teacher buildings | | |
|---|---|---|---|---|---|---|
| | M | $Q_1$ | $Q_3$ | M | $Q_1$ | $Q_3$ |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Alabama | 68 | 52 | 80 | 30 | 18 | 41 |
| Arizona | (1) | | | (1) | | |
| Arkansas | 69 | 54 | 81 | 43 | 29 | 56 |
| California | 46 | 31 | 88 | 25 | 17 | 39 |
| Colorado | 39 | 19 | 62 | 24 | 12 | 47 |
| Connecticut | 16 | 20 | 25 | 14 | 6 | 18 |
| Florida | 20 | 12 | 29 | 8 | 4 | 13 |
| Georgia | 31 | 19 | 47 | 14 | 8 | 20 |
| Idaho | 27 | 21 | 39 | 15 | 9 | 26 |
| Illinois | 107 | 70 | 162 | 96 | 66 | 122 |

[1] There being fewer than 10 cases in each, no medians or quartiles were computed for Arizona, Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is 30. The figures for the 9 cases are, respectively: 13, 18, 21, 22, 22, 23, 30, 56, 67.

[2] The arithmetic mean for 1-teacher schools in Arizona is 17. The figures for the 9 cases are: 4, 7, 9, 13, 13, 20, 22, 26, 40.

TABLE 24.—*Number of school buildings and number of 1-teacher buildings in the territory under the jurisdiction of the county superintendent given in medians and quartiles and by States*—Continued

| State | Total number of buildings | | | Number of 1-teacher buildings | | |
|---|---|---|---|---|---|---|
| | M | $Q_1$ | $Q_3$ | M | $Q_1$ | $Q_3$ |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Indiana | 39 | 27 | 50 | 24 | 11 | 34 |
| Iowa | 112 | 88 | 130 | 109 | 79 | 115 |
| Kansas | 85 | 95 | 104 | 72 | 41 | 89 |
| Kentucky | 56 | 40 | 88 | 47 | 30 | 72 |
| Louisiana | 29 | 19 | 44 | 11 | 5 | 19 |
| Maine | 20 | 15 | 25 | 14 | 10 | 21 |
| Maryland | 81 | 56 | 91 | 39 | 36 | 46 |
| Massachusetts | 12 | 8 | 15 | 5 | 3 | 9 |
| Michigan | 83 | 56 | 126 | 66 | 40 | 111 |
| Minnesota | 89 | 67 | 117 | 85 | 63 | 113 |
| Mississippi | 38 | 22 | 71 | 18 | 6 | 46 |
| Missouri | 85 | 72 | 109 | 74 | 54 | 88 |
| Montana | 57 | 31 | 81 | 44 | 27 | 77 |
| Nebraska | 79 | 63 | 106 | 63 | 57 | [illegible] |
| Nevada | [1] | | | [4] | | |
| New Hampshire | 20 | 16 | 24 | 13 | 9 | 16 |
| New Jersey | [6] | | | [8] | | |
| New Mexico | 28 | 21 | 33 | 15 | 12 | 27 |
| New York | 48 | 42 | 55 | 40 | 34 | 47 |
| North Carolina | 52 | 28 | 76 | 14 | 8 | 27 |
| North Dakota | 105 | 58 | 117 | 80 | 48 | 113 |
| Ohio | 71 | 46 | 110 | 56 | 31 | 83 |
| Oklahoma | 70 | 54 | 106 | 47 | 24 | 70 |
| Oregon | 68 | 38 | 111 | 45 | 30 | 78 |
| Pennsylvania | 137 | 87 | 172 | 93 | 65 | 126 |
| Rhode Island | [7] | | | [9] | | |
| South Carolina | 53 | 41 | 71 | 11 | 7 | 26 |
| South Dakota | 71 | 62 | 110 | 67 | 54 | 108 |
| Tennessee | 61 | 46 | 71 | 32 | 19 | 45 |
| Texas | 43 | 27 | 66 | 12 | 6 | 22 |
| Utah | 14 | 9 | 22 | 4 | 2 | 5 |
| Vermont | 28 | 21 | 31 | 21 | 17 | 28 |
| Virginia | 54 | 37 | 76 | 31 | 17 | 46 |
| Washington | 45 | 28 | 71 | 19 | 13 | 27 |
| West Virginia | 108 | 66 | 133 | 78 | 53 | 111 |
| Wisconsin | 94 | 71 | 144 | 106 | 61 | 119 |
| Wyoming | 75 | 43 | 105 | 68 | 24 | 87 |
| Total | 55 | 31 | 88 | 38 | 16 | 71 |

[1] The arithmetic mean for Nevada is 65. The figures for the 4 cases are: 52, 60, 68, 82.
[4] The arithmetic mean for Nevada is 44. The figures for the 4 cases are: 34, 40, 46, 54.
[6] The arithmetic mean for New Jersey is 75. The figures for the 9 cases are: 41, 43, 62, 63, 69, 83, 87, 92, 137
[8] The arithmetic mean for New Jersey is 30. In one district there are no 1-teacher schools. The figures for the remaining 8 cases are: 9, 15, 21, 21, 31, 37, 44, 62.
[7] The arithmetic mean for Rhode Island is 11. The figures for the 7 cases are: 2, 11, 11, 12, 13, 15, 15.
[9] The arithmetic mean for Rhode Island is 8. In one district there are no 1-teacher schools. The figures for the remaining 6 cases are: 3, 6, 8, 9, 9, 13.

For all these States the median number of teachers under the jurisdiction of the county superintendent is 145 (see Table 25), with the middle 50 per cent between 67 and 173. The largest number of teachers is found in Pennsylvania, where the median is 293. In South Carolina there are 201; in Iowa, 192; in North Carolina, 179; in Maryland, 176. The smallest numbers are found in the union towns of New England. In Vermont the median is 41; in Massa-

chusetts, 43; in New Hampshire, 46; in Connecticut, 53; in New Mexico, 63.

*Number of supervisory and clerical assistants.*—Only 1,830 of the 2,009 counties included in this study have given us data regarding the number of supervisory assistants employed. These 1,830 units of organization employ 812 such assistants. Of these (see Table 26) 1,410 employ no supervisory assistant; 223 employ 1; 118 employ 2; 51 employ 3; 14 employ 4; 5 employ 5; 1 employs 6; 1 employs 7; 3 employ 8; and 3 employ more than 8. The distribution of 641 supervisors as to the nature of their work is as follows: 280 supervise all grades; 93 supervise grades 1–6; 9 supervise grades 7–9; 9 supervise grades 10–12; 59 supervise colored schools; 58 supervise music; 29 supervise art; 21 supervise health education; 18 supervise miscellaneous subjects and activities; 17 supervise home economics; 16 supervise physical education; 16 supervise agriculture; 10 supervise high school; 3 supervise curriculum; 3 supervise penmanship.

TABLE 25.—*Number of teachers in the territory under the jurisdiction of the county superintendent, given in medians and quartiles and by States*

| State | M | $Q_1$ | $Q_3$ | State | M | $Q_1$ | $Q_3$ |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| Alabama | 150 | 128 | 202 | New Hampshire | 46 | 30 | 48 |
| Arizona | (1) | | | New Jersey | (2) | | |
| Arkansas | 122 | 103 | 168 | New Mexico | 63 | 37 | 86 |
| California | 119 | 76 | 276 | New York | 83 | 66 | 101 |
| Colorado | 76 | 38 | 148 | North Carolina | 179 | 93 | 280 |
| Connecticut | 53 | 24 | 74 | North Dakota | 140 | 92 | 180 |
| Florida | 92 | 30 | 128 | Ohio | 153 | 143 | 242 |
| Georgia | 84 | 56 | 129 | Oklahoma | 134 | 99 | 188 |
| Idaho | 57 | 38 | 87 | Oregon | 163 | 76 | 251 |
| Illinois | 203 | 128 | 326 | Pennsylvania | 293 | 196 | 448 |
| Indiana | 103 | 96 | 148 | Rhode Island | (3) | | |
| Iowa | 192 | 143 | 238 | South Carolina | 201 | 123 | 257 |
| Kansas | 131 | 81 | 166 | South Dakota | 105 | 77 | 142 |
| Kentucky | 78 | 60 | 115 | Tennessee | 109 | 77 | 156 |
| Louisiana | 126 | 76 | 179 | Texas | 98 | 53 | 131 |
| Maine | 40 | 28 | 52 | Utah | 66 | 43 | 97 |
| Maryland | 176 | 110 | 300 | Vermont | 41 | 29 | 54 |
| Massachusetts | 43 | 32 | 57 | Virginia | 149 | 117 | 197 |
| Michigan | 142 | 89 | 229 | Washington | 113 | 50 | 243 |
| Minnesota | 101 | 73 | 128 | West Virginia | 173 | 131 | 269 |
| Mississippi | 124 | 87 | 147 | Wisconsin | 172 | 103 | 206 |
| Missouri | 131 | 101 | 204 | Wyoming | 138 | 106 | 157 |
| Montana | 86 | 58 | 126 | | | | |
| Nebraska | 129 | 98 | 182 | Total | 145 | 67 | 173 |
| Nevada | (4) | | | | | | |

[1] There being fewer than 10 cases in each, no medians or quartiles were computed for Arizona, Nevada, New Jersey, and Rhode Island. The arithmetic mean for Arizona is 148. The figures for the 9 cases are: 31, 66, 84, 107, 119, 125, 142, 300, 365.

[2] The arithmetic mean for Nevada is 179. The figures for the 4 cases are: 135, 140, 160, 279.

[3] The arithmetic mean for New Jersey is 3,869. The figures for the 9 cases are: 186, 191, 202, 235, 251, 334, 708, 810, 950.

[4] The arithmetic mean for Rhode Island is 24. The figures for the 7 cases are: 8, 13, 18, 30, 31, 32, 35.

It will be noted that 442 of these act as general supervisors, supervising all the work in several or all grades; the remaining 199 supervise in but a single field.

One thousand eight hundred and sixty counties have given us data regarding clerical and stenographic assistants. (See Table 27.)

Of these 802 employ none; 214 employ a part-time assistant; 765 employ 1; 60 employ 2; 7 employ 3; 3 employ 4; 8 employ more than 4.

Little comment is needed to make clear from these data the magnitude of the professional task facing the average county superintendent, and the meagerness of the assistance given him for performing that task. The implications of this will be considered in the next section.

TABLE 26.—*Distribution of the counties, on the basis of the number of supervisory assistants employed, given by States*

| State | Total cases | 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | More than 8 | Total number supervisory assistants |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Alabama | 38 | 12 | 18 | 4 | 3 | | | | | 1 | | 43 |
| Arizona | 7 | 5 | 1 | | | | | | | | | 6 |
| Arkansas | 35 | 28 | 5 | 1 | 1 | | | | | 1 | | 10 |
| California | 30 | 4 | 8 | 8 | 6 | 1 | | | | | 2 | 124 |
| Colorado | 30 | 27 | 3 | | | | | | | | | 3 |
| Connecticut | 14 | 8 | 5 | | 1 | | | | | | | 8 |
| Florida | 24 | 16 | 4 | 2 | 1 | 1 | | | | | | 15 |
| Georgia | 51 | 41 | 5 | 3 | 2 | | | | | | | 17 |
| Idaho | 25 | 23 | 2 | | | | | | | | | 2 |
| Illinois | 55 | 45 | 7 | 2 | 1 | | | | | | | 14 |
| Indiana | 64 | 51 | 6 | 3 | 2 | 1 | | | | | 1 | 32 |
| Iowa | 61 | 59 | 2 | | | | | | | | | 2 |
| Kansas | 76 | 73 | 1 | 1 | 1 | | | | | | | 6 |
| Kentucky | 66 | 57 | 9 | | | | | | | | | 9 |
| Louisiana | 30 | 15 | 11 | 3 | | | | | 1 | | | 24 |
| Maine | 54 | 48 | 1 | 2 | 3 | | | | | | | 14 |
| Maryland | 13 | | 3 | 2 | 4 | 3 | 1 | | | | | 36 |
| Massachusetts | 58 | 35 | 4 | 6 | 7 | 2 | 4 | | | | | 65 |
| Michigan | 51 | 46 | 1 | 3 | | 1 | | | | | | 11 |
| Minnesota | 53 | 50 | 2 | | | | | | | 1 | | 10 |
| Mississippi | 35 | 34 | | 1 | | | | | | | | 2 |
| Missouri | 47 | 46 | 1 | | | | | | | | | 1 |
| Montana | 37 | 33 | 4 | | | | | | | | | 4 |
| Nebraska | 52 | 52 | | | | | | | | | | 0 |
| Nevada | 3 | 3 | | | | | | | | | | 0 |
| New Hampshire | 29 | 24 | 2 | 3 | | | | | | | | 8 |
| New Jersey | 9 | 1 | | 2 | 2 | | | | | | | 18 |
| New Mexico | 11 | 11 | | | | | | | | | | 0 |
| New York | 129 | 129 | | | | | | | | | | 0 |
| North Carolina | 48 | 28 | 11 | 8 | 1 | | | | | | | 30 |
| North Dakota | 30 | 24 | 6 | | | | | | | | | 6 |
| Ohio | 58 | 34 | 9 | 10 | 2 | 2 | | 1 | | | | 49 |
| Oklahoma | 30 | 25 | 4 | | | 1 | | | | | | 8 |
| Oregon | 24 | 18 | 5 | 1 | | | | | | | | 7 |
| Pennsylvania | 42 | 8 | 17 | 11 | 5 | 1 | | | | | | 56 |
| Rhode Island | 6 | 6 | | | | | | | | | | 0 |
| South Carolina | 20 | 17 | 2 | 1 | | | | | | | | 4 |
| South Dakota | 42 | 40 | 2 | | | | | | | | | 2 |
| Tennessee | 53 | 45 | 5 | 1 | 2 | | | | | | | 13 |
| Texas | 92 | 84 | 7 | | 1 | | | | | | | 10 |
| Utah | 16 | 7 | 5 | 2 | 2 | | | | | | | 15 |
| Vermont | 22 | 18 | 4 | | | | | | | | | 4 |
| Virginia | 49 | 23 | 14 | 9 | 2 | 1 | | | | | | 40 |
| Washington | 21 | 20 | 1 | | | | | | | | | 1 |
| West Virginia | 33 | 33 | 1 | 1 | 2 | | | | | | | 9 |
| Wisconsin | 49 | 2 | 23 | 24 | | | | | | | | 71 |
| Wyoming | 8 | 6 | 2 | | | | | | | | | 2 |
| Total | 1,830 | 1,410 | 223 | 118 | 61 | 14 | 5 | 1 | 1 | 3 | 3 | 812 |

TABLE 27.—*Number of paid clerical and stenographic assistants and of counties employing them in the various States*

| State | Total cases | None | Part time only | 1 | 2 | 3 | 4 | More than 4 |
|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| Alabama | 37 | 11 | 3 | 21 | 1 | | | 1 |
| Arizona | 8 | 2 | 1 | 5 | | | | |
| Arkansas | 35 | 20 | 1 | 13 | 1 | | | |
| California | 32 | 8 | 3 | 10 | 6 | 1 | 1 | 3 |
| Colorado | 31 | 19 | 6 | 5 | | | 1 | |
| Connecticut | 13 | 5 | 3 | 5 | | | | |
| Florida | 25 | 9 | 2 | 10 | 3 | | | 1 |
| Georgia | 50 | 39 | 2 | 8 | 1 | | | |
| Idaho | 24 | 16 | 4 | 4 | | | | |
| Illinois | 57 | 20 | 3 | 30 | 4 | | | |
| Indiana | 65 | 29 | 11 | 25 | | | | |
| Iowa | 61 | 11 | 2 | 48 | | | | |
| Kansas | 78 | 31 | 10 | 37 | | | | |
| Kentucky | 70 | 38 | 6 | 25 | | 1 | | |
| Louisiana | 31 | 9 | 1 | 15 | 5 | | | 1 |
| Maine | 56 | 42 | 3 | 11 | | | | |
| Maryland | 13 | | | 6 | 4 | 3 | | |
| Massachusetts | 58 | 27 | 11 | 19 | 1 | | | |
| Michigan | 54 | 12 | 7 | 29 | 5 | | | 1 |
| Minnesota | 54 | 27 | 10 | 15 | 1 | | | 1 |
| Mississippi | 34 | 29 | | 5 | | | | |
| Missouri | 47 | 35 | 6 | 6 | | | | |
| Montana | 37 | 11 | 7 | 18 | 1 | | | |
| Nebraska | 53 | 28 | 9 | 15 | 1 | | | |
| Nevada | 3 | 2 | 1 | | | | | |
| New Hampshire | 29 | 20 | 7 | 2 | | | | |
| New Jersey | 9 | | | 7 | 2 | | | |
| New Mexico | 12 | 4 | 1 | 7 | | | | |
| New York | 128 | 98 | 24 | 5 | 1 | | | |
| North Carolina | 49 | 12 | 5 | 21 | 10 | 1 | | |
| North Dakota | 32 | 4 | 2 | 24 | 2 | | | |
| Ohio | 57 | 11 | 4 | 40 | 1 | | 1 | |
| Oklahoma | 34 | 2 | 4 | 27 | 1 | | | |
| Oregon | 24 | 7 | 2 | 14 | 1 | | | |
| Pennsylvania | 43 | 10 | 9 | 24 | | | | |
| Rhode Island | 7 | 6 | 1 | | | | | |
| South Carolina | 19 | 12 | 1 | 6 | | | | |
| South Dakota | 44 | 6 | 6 | 31 | 1 | | | |
| Tennessee | 53 | 38 | 6 | 7 | 1 | 1 | | |
| Texas | 91 | 20 | 7 | 64 | | | | |
| Utah | 15 | 4 | 3 | 7 | 1 | | | |
| Vermont | 23 | 20 | 2 | 1 | | | | |
| Virginia | 49 | 13 | 2 | 31 | 3 | | | |
| Washington | 22 | 8 | 3 | 9 | 2 | | | |
| West Virginia | 38 | 15 | 2 | 21 | | | | |
| Wisconsin | 48 | 10 | 8 | 30 | | | | |
| Wyoming | 8 | 2 | 3 | 3 | | | | |
| Total | 1,860 | 802 | 214 | 765 | 60 | 7 | 3 | 8 |

## SOME IMPLICATIONS OF THE FOREGOING DATA

*The task of the county superintendent.*—There are probably few persons who appreciate the magnitude or the difficulty of the county superintendent's work.

In terms of medians the average superintendent has 145 teachers under his jurisdiction. If the superintendent gives one-half his time to supervision (undoubtedly a high percentage for such officers) for

the 180 days of the typical school term, he would be able to give to each school less than four hours per year. To make matters more difficult these 145 teachers are not located in a few buildings of a single small city, but are distributed among 55 buildings. That they are spread over a large territory is indicated by the fact that 38 of them are 1-teacher buildings. At the best, then, the superintendent must give a fair proportion of his time in traveling from point to point before he can even begin his supervisory activities. The average of four hours per teacher must be greatly reduced.[7]

But there are other activities that must, or should be, engaged in by the county superintendent. None is more important than supervision, but many are more pressing. There are problems of finance; of buildings and their equipment; of pupil classification and progress; of pupil elimination; of curriculum; of consolidation and transportation; and the like. Each is important and none can be neglected for long without serious waste or inefficiency.

The whole problem is further complicated by the fact that in most of the States the county superintendent, unlike the city superintendent, has to deal with many local boards and districts. While there are some desirable aspects in this situation, it is a time-consuming job.

*The county superintendent needs additional assistance.*—The meagerness of the assistance given the county superintendent in dealing with these many problems is almost unbelievable. We have information from about 60 per cent of all such officers. Of the 2,009, 179 give no information regarding supervisory assistants. It is safe to say that few, if any, of these have such assistants. One thousand four hundred and ten indicate that they have none. The other 420 employ a total of 812 supervisors.

Clerical assistance is lacking to almost as great a degree. Of 1,860 superintendents reporting on this point, 802 have none, while 214 have part-time assistants. The other 844 have a total of 950 assistants.

A typical county can not hope to get the most efficient service from its county superintendent until it provides him with assistance of the amount and nature needed. To do so is good economy.

*The superintendent's professional equipment.*—With a median educational experience of 19.9 years it is evident that the county superintendents, as a group, have had sufficient experience in which to become familiar with the work of the schools. Likewise they have, as a group, had a reasonable amount of experience in teaching in grades 1 to 12 (9.4 years) and in administration and supervision (8.8 years).

[7] In New York State, for example, the district superintendents in 1925 gave 35.5 per cent of their time to supervisory or closely related activities and 10.5 per cent to travel. See M. G. Nelson, A Study of District Superintendents' Activities, Albany, N. Y., 1927. (University of the State of New York Bulletin No. 800.)

While it would doubtless be well if a county superintendent could have experience at all levels of the common-school system, the number that are lacking some such experience does not appear to be unduly large. Only 18 per cent have not had experience in the first 6 grades, and only 6 per cent in grades 7 to 12.

The training of this officer is, however, not so satisfactory. The median training is 7.8 years above the elementary school, with 50 per cent having between 6.1 and 8.6 years. While 33 per cent have a bachelor's degree, 9 per cent a master's degree, and 1 per cent a doctor's degree, 57 per cent of the whole group included in this study have no degree. No one can say how much training such an officer should have. Anyone will admit that neither length of training nor the possession of academic degrees is a guarantee of professional efficiency. The present writer does, however, believe that to secure the cultural background and the wide range of professional information needed in dealing with problems of teaching, of pupil accounting, of financing, of buildings, of organization, and the like, a full 4-year college course and, in addition, professional training of at least one and, preferably, of two years on the graduate level is essential. We know that in most communities of most States principals and high-school teachers must have a college degree. If the county superintendent who has more or less authority (differing widely according to the State) over these school officers is to command their respect and confidence, he certainly should not be less than their equal in general and professional education.

Two factors appear to be important as affecting this problem. In the first place, attention should be given to the selection of the county superintendent. This will be discussed in the next section. In the second place, training in service should, so far as possible, be given. Of the 2,009 superintendents in this study only 254 have taken summer session training during the preceding 5-year period. Eight hundred and fifty-nine have had no such attendance and, in all probability, most of the 896 who gave no information on this point have had none. For the 254, the median length of training during the five years was about seven weeks.

Of the entire group only 74 had attended a short course. One thousand two hundred twenty-three had had no such attendance, while 712 gave no data. The median length of this attendance is about six weeks. Hence, it would appear that a very small percentage of the county superintendents are securing training through these means, and that six weeks represents the usual length of such training.

So far as possible these and similar means should be encouraged. In some States it is difficult for the county superintendent, because of his meager salary or because of the necessity of preparing reports for the State or of performing other essential professional duties,

to take six weeks for the typical summer session. Yet even under such conditions, alert superintendents have been able to attend. Sometimes they spend the week-ends at home looking after pressing matters. Sometimes they are able to care for their correspondence and a few other matters from the school they are attending. Once in a while they have a competent clerk or a supervisor, or even a professionally trained member of the family who can keep the office functioning. Every effort should be made to encourage professional training of this type. Six weeks at a summer school where there is an opportunity to extend one's knowledge and to compare experiences with other workers in the field is a stimulating experience likely to yield large returns to the school system. It would undoubtedly be good economy for most counties to make such provision for assistance that the superintendent can attend a summer session at least every other year.

In some States where there are unusual difficulties in the way of summer session attendance for this officer, certain institutions have provided so-called short courses of from one to four weeks. Beginning in 1927 the Pennsylvania State College offered unit courses of one week intended primarily for county superintendents. Such an officer could attend for one week or for several as his situation permitted. Among the units offered have been: Rural school supervision; improving the 1-teacher school; objectives in rural education; consolidation; the rural elementary curriculum; community relations; administration of county schools; history and development of rural education in America; special problems in rural school finance; budgeting the time of rural superintendents; the school plant; county school surveys; types of rural school organizations.

In 1927 Cornell University offered a course on "The Central Rural School" district dealing with a very important movement in that State. Forty-five of the 208 district superintendents of New York State were enrolled, about two-thirds of them completing all requirements entitling them to college credit. During the following years courses on supervision, pupil accounting, and the curriculum were offered. The response on the part of the superintendents has been so favorable that it now appears that what was begun as an experiment has become a part of the State's program in its comprehensive attack on the rural school problem. Naturally it is hoped that in the future the short course can be discontinued in favor of the regular summer session. We have heard of similar courses in Arkansas, Florida, Idaho, Indiana, Kentucky, Mississippi, and Missouri. These are usually offered by the State university, though, in some cases, the opportunities are provided by a State teachers college. A few other States also have conferences of from several days to a week for these officers.

*The method of selection.*—In 25 of the States the county superintendent is still chosen through popular election. This has generally been considered as an important, even a dominant, factor in the status of the office. Our reasoning has been that popular election fails to attract the most able members of the profession, because they object to the uncertainties of an election by persons who are not fully aware of the requirements of the office; because the term of office is short and reelection beyond a second term (in many States, at least) not customary regardless of the efficiency of the service rendered; and because the political affiliations of the office make it difficult to attack some of the problems on a professional basis.

*Tink's study.*—Tink [8] undertook to make a factual study of the effect of the method of selection upon the county superintendent.

> Evidence in four States indicates definitely that the appointment system of selecting county superintendents as a theory, has been sound and worthy. In actual practice this system of selection for the appointive States of Alabama, Maryland, and North Carolina is decidedly superior to the elective system in Florida. In the appointive States the county superintendency is more of a profession, the superintendents are more uniformly qualified, and small counties are not discriminated against. This evidence further establishes that for these four States the appointive system secures superintendents with better training and experience for the same money, holds them longer, keeps them growing more professionally, and secures better educational service from them.

*What our data show.*—We have so organized certain parts of our data as to show the situation according to the method of selection. These data show clearly that, taking the States as a group, appointment by any method gives a larger percentage of superintendents who are men; a longer period of training above the elementary school; a longer administrative experience; a longer experience as county superintendent; a larger salary; a larger percentage who were holding an administrative position when first elected as county superintendent; and a somewhat smaller percentage who were holding a noneducational position when first selected as county superintendent. A summary of these data is presented in Table 28.

These raw data would, then, seem to confirm, for the larger group of States, Tink's judgment made after a study of four States. One must be cautious, however, about concluding that the method of selection alone is the cause of the superintendent's status in regard to the factors mentioned above. Salary, for example, is controlled in many States by certain legal provisions that do not necessarily have any connection with the method of selection. It is also controlled in part by the general salary level of the State. The sex of the superintendent is, in turn, likely to be affected by salary and salary limitations. Nevertheless, it would seem fair to conclude that, taking the

[8] Tink, E. L. Certain phases of county educational organization. (New York City, bureau of publications, Teachers College, Columbia University, 1929. Teachers College, Columbia University, Contributions to Education, No. 363.)

States as a whole, a grouping of factors desirable in a county superintendent is found more frequently when selection is made by appointment than when it is made through popular election.

TABLE 28.—*Summary of the relationship between the method by which county superintendents come into office and certain factors significant to the profession*

| Item | Popular election (25 States) | Appointment by county board (8 States) | Appointment by other education board (6 States) | Appointment by State officials |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Per cent who are men | 57 | 95 | 82 | 92 |
| Age (median) | 43.9 | 46.5 | 48.4 | 43.9 |
| Age (range of middle 50 per cent) | 36.3–52.0 | 38.3–53.5 | 40.7–56.1 | 37.0–51.1 |
| Training above elementary school (median) | 6.7 | 8.4 | 8.3 | 8.5 |
| Training above elementary school (range of middle 50 per cent) | 5.4–8.3 | 7.7–9.7 | 6.7–8.6 | 8.3–9.1 |
| Total experience (median) | 17.8 | 22.4 | 24.0 | 18.0 |
| Administrative experience (median) | 7.3 | 10.5 | 13.5 | 10.4 |
| Experience as county superintendent (median) | 4.8 | 5.8 | 9.4 | 8.3 |
| Experience as county superintendent (range of middle 50 per cent) | 2.6–8.6 | 3.6–11.0 | 7.0–16.4 | 6.2–13.4 |
| Salary (median) | $1,848 | $2,773 | $2,259 | $2,706 |
| Salary (range of middle 50 per cent) | $1,464–$2,214 | $2,132–$3,426 | $1,753–$3,227 | $2,267–$3,001 |
| Per cent holding an administrative position when first elected as county superintendent | 42 | 68 | 61 | 66 |
| Per cent holding other educational positions when first elected as county superintendent | 45 | 25 | 32 | 23 |
| Per cent holding a noneducational position when first selected as county superintendent | 13 | 7 | 7 | 11 |

*The salary situation.*—Among the factors affecting the status of the county superintendent, salary must be given an important place.

Our data show a median salary of $2,312 with 50 per cent receiving between $1,827 and $2,931. In two States the median is less than $1,500, while in 18 others it is less than $2,000. In contrast with this median of $2,312, superintendents of cities with a population of 2,500 to 5,000 received $3,380 in 1926–27;[9] those of 5,000 to 10,000 population received $4,026; and those of 10,000 to 30,000 received $4,765. Elementary school principals received $1,519 in the villages and small towns, $2,319 in cities of 2,500 to 5,000, $2,229 in cities of 5,000 to 10,000, and $2,250 in cities of 10,000 to 30,000. High-school principals received $2,205 in the villages and small towns, $2,333 in cities of 2,500 to 5,000, $2,821 in cities of 5,000 to 10,000, and $3,424 in citites of 10,000 to 30,000. In other words, the county superintendents of the United States, taking the group as a whole, receive about $800 more than the principals of elementary schools in villages and small towns. They receive approximately the same salary as high-school principals and superintendents in places of fewer than 5,000 and as

[9] The Scheduling of Teachers' Salaries. Washington, National Education Association, May, 1927. (Research Bulletin, Vol. V, No. 3.)

elementary school principals in places of 2,500 to 30,000 population. They receive about $500 less than high-school principals in cities of 5,000 to 10,000 and about $1,100 less than high-school principals in places of 10,000 to 30,000. They receive about $1,700 less than the superintendents in cities of 5,000 to 10,000 and less than one-half that received by superintendents in places of 10,000 to 30,000.

On the other hand, there are encouraging salary conditions in some States. In New Jersey each county superintendent is paid $5,000, while in Pennsylvania the median is $3,501; in Massachusetts, $3,393; in Connecticut, $3,376; and in Ohio, $3,391.

Even these better salaries are not particularly attractive when one considers the financial opportunities in the smaller cities. It is evident, therefore, that an improvement in the salary situation of the county superintendent is necessary in practically all the States if the rural schools are to attract and hold professional men and women of ability.

Furthermore, the legal salary limitations in many of the States should be eliminated. As shown in the preceding section, these limitations tend to handicap the county in attracting and holding the highest grade of professional person. Where there is a county or comparable board of education it would seem wise, in most States, to have the salary determining power in the hands of that group, subject, perhaps, to a minimum salary provision. Where there is no such board it might be left to the county supervisors (or some other body as conditions in the State direct) until a responsible education board is set up. While it is not usually wise to delegate such a duty to a board that is not responsible for the public schools, a local board would be in a position to consider the whole situation at length and probably to answer the question of salary better than a larger body acting at longer range, such as a legislature.

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# Recent Office of Education Publications on Rural Education

## BULLETINS

1930, No. 34. Availability of public-school education in rural communities. By W. H. Gaumnitz.

Under the section headed "Types and Quality of Education Available to Rural Children" subjects pertaining to the salaries paid rural school-teachers, their training, teaching experience, tenure and stability, etc., are discussed briefly.

1931, No. 4. Current practices in the construction of State courses of study. By Mina M. Langvick.

Of value to supervisors interested in certain factors contributing to the success of supervisory efforts to adapt and reorganize the elementary curriculum, such as the findings of recent State educational surveys in relation to the development of the curriculum; plans and techniques employed in the process of curriculum construction; and educational values desired for children of elementary age.

1932, No. 6. The county superintendent in the United States. By Julian E. Butterworth.

1932, No. 7. The legal status of the county superintendent. N. William Newsom. (In press)

## PAMPHLET

No. 9. Procedures in supervision. Abstracts of selected papers presented at a conference on rural-school supervision in the Southern States called by the United States Commissioner of Education, at Nashville, Tenn, December 16 and 17, 1929.

Among the discussions included are: The rural-school principal and supervision; The developmental history of the school child an agency in supervision; Direct means used by rural supervisors to improve teachers in service.

*For above publications address Superintendent of Documents, Government Printing Office, Washington, D. C.*

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*The following publications are free and should be ordered from the Commissioner of Education, Washington, D. C.*

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No. 1. Good References on Teachers of Rural Schools: Status and Preparation. By W. H. Gaumnitz.

No. 3. Good References on Supervision of Instruction in Rural Schools. By Annie Reynolds.

## MIMEOGRAPHED CIRCULARS

No. 34. The supervision of instruction in rural schools. Abstracts of certain addresses delivered at a conference called by the United States Commissioner of Education at Hot Springs Ark., December 14 and 15, 1930.

No. 35. Abstracts of addresses delivered at a conference called by the United States Commissioner of Education at Des Moines, Iowa, June 14 and 15, 1929, to consider the supervision of instruction in rural schools.

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