The Functions of The County Superintendent of Public Instruction In The State of Kansas

Jesse Earl Vague
*Fort Hays Kansas State College*

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THE FUNCTIONS OF THE COUNTY SUPERINTENDENT
OF PUBLIC INSTRUCTION IN THE STATE OF KANSAS.

being
A thesis presented to the Graduate Faculty
of the Fort Hays Kansas State College
in partial fulfillment of the
Master of Science Degree

by

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Fort Hays Kansas State College

DATE: July 25, 1941. APPROVED: Robert T. McFarland
Major Professor

ALBERTSON
Chairman of the Graduate Council
THE FUNCTIONS OF THE COUNTY SUPERINTENDENT
OF PUBLIC INSTRUCTION
IN THE
STATE OF KANSAS
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Present day educational literature concerning the problems of school administration contains many criticisms of the office of county superintendent and its personnel. The position is created and very largely governed by statute. This being the case, we may assume that the criticisms relate principally to the laws that affect the position. If our assumptions are correct, then this becomes a matter of legislation and wise legislation is always preceded by a study of facts.

The purpose of this study is to reveal the true status of the present incumbents in the offices of county superintendent of public instruction in Kansas. This involves three problems: first, to show the age, sex, salary, tenure of office, and the qualifications; second, to show the duties of the county superintendent and the
distribution of time allotted to each; and, third, to show the methods, the objectives, and the outcomes of supervision.

The investigation is limited to a study of what the author, with the aid of the books and pamphlets listed in the bibliography, believes to be the most important duties and obligations pertaining to the office of county superintendent in Kansas. The method used in making the investigation was the questionnaire, a complete copy of which is found near the close of this study. The questionnaire was sent to each of the one hundred five county superintendents of the state together with an explanatory letter.

The letter assured the county superintendent that the study was a confidential one in that the names of individuals would not be published; that it was a comparative study confined to the state and that averages might be derived in order to make comparisons with similar studies covering all states of the Union. Furthermore, it was the hope of the author that the study might be beneficial to the county superintendents of Kansas. Seventy responses were received promptly. A second communication brought another fifteen. A third communication brought five more, and the last five were obtained by personal calls and the influence of in-
interested friends. A response from ninety-five county superintendents out of one hundred five in the state was very gratifying to the writer.

Some study has been made concerning the legal status of the county superintendent of Kansas and also some concerning the various phases of the work. As far as the writer is able to learn there has never been a specific study made which combined the two. The data presented in this study is the author's attempt at such a combination. Anyone reviewing the previous studies made will, no doubt, come to the conclusion that in the majority of cases there is considerable subtle criticism of the county superintendent. Whether such criticism is just or not is a mooted question. The county superintendent is human and therefore subject to the short-comings of the human race. The writer believes that there has been enough criticism and that the only way to lift the county superintendent out of the rut, if he has fallen into one, is to point the way toward a higher ideal. One of the best ways to raise this standard is to make a factual explanation of what the county superintendents of the state have done and are now doing to give prestige to this constitutional office.

The county superintendent of public instruction is a constitutional officer of the state of Kansas, who is se-
lected at the general election in even numbered years.\(^1\) For many years the qualifications have been that he must have at least a first grade county certificate and must have taught at least eighteen months.\(^2\) His term of office shall be for two years and shall begin on the first Monday of July in the odd numbered years.\(^3\) The salary is set by law and ranges from $720.00 per year in the most sparsely settled counties to $2,500.00 per year in the most densely settled counties.\(^4\) For a further discussion of this subject see pages 24 to 30. In addition to the specified salary the county superintendent shall receive two dollars per teacher as traveling expense for the visitation of the schools and be reimbursed for all actual expenditures for stationery, postage, freight, and express. We shall close this paragraph by saying that this is the legal status of the county superintendent of public instruction in the state of Kansas.

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1. Article VI, section 1, Constitution of the State of Kansas.


3. Loc. cit.

We must not lose sight of the fact that there are still nearly three thousand county superintendents in the United States and that their influence in the educational world and the formation of the policies attached thereto are of considerable importance. They have lost prestige only from the fact that such honor has been absorbed by the rise of the city superintendent. The United States Commissioner of Education reports twenty-six city superintendents in 1870 with a rise in numbers to 2,300 in the next twenty years. The past fifty years have seen other thousands of city superintendents added to the list, until, practically every American city of any importance now boasts of its city superintendent of schools. The rise in the prestige of the city superintendent has not been hampered by laws and constitutional enactments which has taken place in the majority of the states.

The office of the county superintendent was created specifically for the rural schools and that is or should be, the major interest at the present time. The history of education reveals the fact that the county superintendents have been a potent factor in the growth of our state

educational systems. Especially has this been true in the state of Kansas. Any modern educator of prominence will admit that the field of rural education is still the one needing the greatest amount of cultivation. Thinking in the term of agriculture, it is the hope of the author that this humble study may be of some use in improving the cultivation habits of the county superintendents of the state of Kansas.

DUTIES

The duties of the county superintendent as listed in the General Statutes of the State of Kansas are more numerous than those listed for any other county officer, with the possible exception of the county treasurer. The following are illustrations of his duties as designated by law:

To correct any deficiency that may exist in the government of the school, the classification of the pupils, or the methods of instruction in the several branches taught.

To note the character and condition of the schoolhouse, furniture, apparatus, and grounds, and make a report in writing to the district board, making such suggestions as in his opinion shall improve same.

To examine the accounts and record books of the district officers, and see that they are kept as required by law.

---

To encourage the formation of associations of teachers and educators for mutual improvement, and, as far as possible, to attend the meetings of such associations, and participate in the exercise of same.

To attend the normal held in his county, using his influence to secure the attendance of teachers.

To make daily a personal inspection of the work of the institute in session, and keep a record of the same in his office, and do such work in connection with the exercises of the institute as he may deem necessary.

To hold a public meeting in each school district of his county at least once every year, for the purpose of discussing school questions and elevating the standard of education.

To keep his office open when not necessarily absent attending to his official duties.

To keep a complete record of his official acts.

To keep a register of the teachers employed in his county, giving name of teacher, number of the district in which he is employed, dates of opening and closing term, salary per month, grade of certificate, and date of superintendent's visit.

To keep a record of the semiannual apportionments of the state and county school funds, and such other statistical records as shall be required in making reports to the state superintendent of public instruction.

To make out and transmit to the state superintendent, on the last Monday of March, June, September, and December of each year, a report showing the number of school visits made, with the average length of time spent in such visits; the number of consultations held with school officers; the number of days his office has been kept open; the number of district treasurers' and clerks' record books examined; the number of teachers' meetings attended; the number of public lectures delivered; and such other information as the state superintendent may require regarding the duties of each county superintendent.

To certify the valuation of the property in each school district in his county, to the several school-
district clerks of his county, for the in-
formation of the annual school meeting. 7

The law makers of the state have very seriously considered
the care of their money and the care of their children.

Vacancy

In the case of a vacancy in the office of the county
superintendent, the county clerk notifies the county com-
mmissioners who appoint a legally qualified resident or if
a majority of the county commissioners fail to agree upon
a qualified resident of the county, they may appeal to the
state superintendent of public instruction who shall ap-
point a legally qualified resident of the state. The per-
son thus appointed shall serve until his successor is
elected and qualified. 8 In reality the contemplated va-
cancy is usually known before the actual vacancy occurs.
This enables both of the leading political parties to pro-
mote their candidate. If the vacancy occurs in a county in
which the office salary is low there is little political
effort but if in a county in which the salary is high there
is considerable political pressure upon the county com-
missioners.

   General Statutes of Kansas. 72-209.
Age

There has always been a controversy relative to the average age of the county superintendent of the state. A study made by Julian E. Butterworth of Cornell University in 1932 covering more than two thousand county superintendents in the United States, shows that less than six percent are under thirty years of age and less than ten percent are over sixty years of age. Mr. Butterworth's study also shows that sixty-four and nine tenths percent of these 2,000 county superintendents were under fifty years of age. This study as has been the case in many others of a similar nature reveals the fact that some of the county superintendents were reluctant to reveal their age, ninety of the one hundred five responded. The results are presented in the line graph shown on page ten. A study of the graph shows that eighty-seven and eight tenths percent of the county superintendents of Kansas are under fifty years of age and that in general the county superintendents of Kansas are younger than is the case for those of the United States as a whole.

Graph 1. Age Comparisons for the County Superintendents of Kansas

<table>
<thead>
<tr>
<th>Age Groups</th>
<th>NO.CO. SUPTS.</th>
</tr>
</thead>
<tbody>
<tr>
<td>26-30</td>
<td>30</td>
</tr>
<tr>
<td>31-35</td>
<td>19</td>
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<tr>
<td>36-40</td>
<td>14</td>
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<tr>
<td>41-45</td>
<td>11</td>
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<tr>
<td>46-50</td>
<td>8</td>
</tr>
<tr>
<td>51-55</td>
<td>7</td>
</tr>
<tr>
<td>56-60</td>
<td>3</td>
</tr>
<tr>
<td>61-65</td>
<td>1</td>
</tr>
</tbody>
</table>
Beginning with the column on the left it is observed that there are eight county superintendents in Kansas whose ages range from 26 to 30 years, there are nineteen whose ages range from 31 to 35 years, there are twenty-seven whose ages range from 36 to 40 years, etc. until only one appears in the last column on the right hand side with an age range between 61 and 65 years. In Mr. Butterworth’s study we find that more than nine percent of the 2,000 county superintendents studied were more than 60 years of age.

Considering the period of greatest usefulness in life as being the ages 30 to 60 years we find that ninety percent of the county superintendents of Kansas are listed within this classification. It is interesting to note that the average age of the men is a little over 39 and the average age of the women is a little over 40 years. Taking both into consideration we find that the average age of the county superintendents of the state of Kansas is 40 years.

Sex

We find from the data received that of the ninety-five county superintendents answering the questionnaire, fifty-two were men and forty-three were women. This is an approximate percentage of fifty-five and forty-five. It shows a higher percentage of women than that given for the nation as a whole. This is the case for all of the west-
ern states where women hold a higher percent of the political offices than they do in the eastern states. Mr. Butterworth's study shows that in several of the eastern states, Connecticut, Maryland, Massachusetts, New Hampshire, New Jersey, Pennsylvania, Rhode Island and Virginia, all of the county superintendents are men. The figures for 1932 show that seventy-one percent of the more than two thousand county superintendents reporting from throughout the nation were men. 10

Marital Status

The study for Kansas shows that ninety-six percent of the men are married and that twenty-five and six tenths percent of the women are married. The responses for the 2,009 county superintendents of the nation in 1932 showed that ninety-one percent of the men were married and that thirty-two percent of the women were married. The low percentage of married women holding the office may be due to the idea that many people hold, that a married woman should not be employed in our public school system.

Tenure

The tenure in years for the county superintendents of Kansas is shown by the following graph:

Graph 2. Tenure in Years of Present County Superintendents

Our Graph shows that three of the county superintendents of Kansas have held the office from two to four years, that thirty-two of them have held the office from two to four years, that twenty-two held the office from six to eight, etc. A study of the right side of the graph shows that the decline is rapid after the ten year period has been reached. A very few are able to retain their popularity for long periods
of time, although two county superintendents are holding the office from 16 to 18 years and two more for more than 24 years, with none now holding the office between 18 and 24 years, unless it would be some of the ten not reporting. Many voluntarily retire and go into other fields of activity after a few years in the office. The average for the state is a little over five years as based on the data of 1941. Butterworth shows the average tenure for the United States to be about seven years.

Professional Equipment

The professional equipment of the county superintendent may be regarded as the years of experience in the educational profession and the educational credit he has received.

The average experience of the county superintendent of Kansas in the educational field, before the acceptance of the office, has been approximately twelve years. There is a great variation in this experience; but it can be classified into the following categories as to years:

Table 1: Average Experience of County Supt.
Prior to Acceptance of Office.

<table>
<thead>
<tr>
<th>Years</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>4</td>
<td>as a teacher in the rural schools</td>
</tr>
<tr>
<td>5</td>
<td>as a teacher in the graded schools</td>
</tr>
<tr>
<td>1</td>
<td>as a teacher in the high-schools</td>
</tr>
<tr>
<td>4</td>
<td>as an administrator in either the graded (elementary) or secondary (H.S.) schools</td>
</tr>
</tbody>
</table>
No county superintendent-elect will meet all of the experiences as listed, but averages obtained from data reported on the questionnaires give the above results from the experiences of the ninety-five county superintendents reporting. This would be an ideal experience for any one seeking the office of the county superintendent. He would start with four years of teaching experience in the rural schools over which he would have the greatest amount of supervision. He would follow this with three years of teaching experience in the graded schools over which he would very likely have some supervision. His year of teaching in the high school would acquaint him with some of the procedure in that branch of education. Last but not least, his four years of administrative experience in either the elementary or the high school would give him some of the rudiments of administration and supervision so necessary for his success as a county superintendent.
Qualification

The number of hours of credit that one has received from an institution of higher learning may not be a true criterion of the actual knowledge that he possesses but is as near a standard as we are able to device at the present time. The years of experience in the school business and the recognition of work done in an accredited institution of higher learning should be a reasonable standard on which to study the qualifications of the elected officer.

With one exception, all of the ninety-five county superintendents reporting had the equivalent of a high school education. This is considerable advance over the study made by H. A. Callahan for the year 1928, at which time he reported twelve without high school training, out of eighty counties reporting. Mr. Callahan's report would show fifteen percent without high school training while this study shows but one percent without high school training.

On page 18 it is interesting to note the number of college hours now accredited (1941) to the county superintendents for the state. To show the increase we again refer to the study made by Mr. Callahan in 1929 when he

reported that nineteen out of the eighty county superintendents studied had two years or sixty hours of college training. This is less than 24 percent. The present study shows more than 67 percent as having completed at least two years of college work. Mr. Callahan's study (1920) shows that sixteen of the eighty county superintendents, or twenty percent, at that time had completed their four years of college (120 or more hours). The present study shows that twenty-five of the present incumbents are holders of the bachelor degree and that four have the master's degree. Four others have 120 or more college hours but have not been granted a degree. This of course considers only the ninety-five making a report and gives an approximate percentage of more than thirty-five having completed at least four years of college. It should be gratifying to the progressive educators of the state to note that in a period of little more than one decade the number of county superintendents holding degrees has increased from twenty percent to thirty-five percent. At that rate of increase the time is not far distant when the majority of those holding the office will be graduates of an accredited college or university. The graph on page eighteen shows the total number of college hours now held (1941) by the ninety-five county superintendents of Kansas who reported.
Graph 3. College Hours Accredited to Present County Superintendents of Kansas

<table>
<thead>
<tr>
<th>Frequency</th>
<th>151 141 131 121 111 11 10 9 8 7 6 5 4 3 2 1 0</th>
</tr>
</thead>
<tbody>
<tr>
<td>13</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td></td>
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<tr>
<td>11</td>
<td></td>
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<td>10</td>
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<td>0</td>
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The first column in the graph on the preceding page represents the number of county superintendents having completed each grouping of college hours as listed at the top of the graph. The second column shows that four of the county superintendents reporting have between 151 and 160 college hours. The third column shows that three county superintendents have 141 to 150 hours, the fourth column shows that six county superintendents have between 131 and 140 hours, etc. It is interesting to note that there are two groups of thirteen county superintendents each. The first group of thirteen is found in the fifth column and shows the group that have completed the minimum requirements for the college degree. A further study of the reports show that not many of these increased the number of college hours while in office. The second group of thirteen is found in the eleventh column and are the ones that have completed sixty-one to seventy hours. Most of these county superintendents are holders of life certificates (the sixty hour life) and have had enough college work to be anxious to secure more. The remaining county superintendents are holders of two-year or three-year state certificates. This group of county superintendents is gradually increasing their number of college hours but whether this is a voluntary desire or one that is forced by the law for the renewal of certificates and the eligibility to hold the office,
office, is a question not answered in this study.

Increased College Credit

Accusation of lethargy after having been elected to a public office is common. The study indicates that this is not a true accusation among the county superintendents of Kansas. Forty-eight of the ninety-five county superintendents reporting had gained a total of 791 college hours while in office. Forty-seven show no increase in college hours for the time that they have held the office. As has been pointed out before in this paper, many of these forty-seven are holders of a college degree and are not interested in acquiring more undergraduate credit. A few have not been in office long enough to increase their educational credit but if we consider the ninety-five reporting we find an average of more than eight hours of college credit to each. This is equal to a summer session at an accredited college. If we turn back to page fourteen we find that the average tenure of office for the county superintendents of Kansas is a little over five years. An average of one summer session in five years is scarcely sufficient to keep up with educational progress. All proposed legislative action demands an increase in the qualification of the county superintendent and it is likely that if some fellow Kansas is ambitious enough to make a study of the increased college hours among the county superintendents five years hence, he will find that the average is far more than eight hours.
Butterworth's study of summer-school attendance from 1923 to 1932 states: \(^{12}\)

According to our data only 254 county superintendents, or 22.5 percent of those giving information, have done summer school work during the past five years. Seventy-seven and two tenths percent have not had such work during this period..... 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 the rural schools.

Our study shows that more than fifty percent of the county superintendents of Kansas have increased their college credit during the time that they have held the office. This is another indication of progress for the educational system of the state. Kansas educators should be especially proud of this record when we consider that only 22.8 percent of the county superintendents of the nation did any summer school work during the five year period preceding 1932.

**Office Help**

Seventy percent of the county superintendents reporting have office help. Approximately twenty-five percent of the help

help is classed as assistant county superintendents and seventy-five percent as secretaries. The study reveals that eighty-four percent of these helpers are on a full time schedule. Of the remaining sixteen percent about two thirds put in half time and one third put in one fourth time. Nearly a third of the counties (30%) which provide no office help for their county superintendent must of necessity keep the office closed a large portion of the year while the county superintendent is attending to the duties specified in the law, which require him to be away from the office.

Teaching Force

There is a great variance in the number of teachers under the supervision of the county superintendents of Kansas. The range is from twenty-five teachers in one of the most sparsely settled counties to 279 is one of the very densely populated counties. The average number of teachers under the supervision of the county superintendents in the state of Kansas is 126. Of this number forty-seven percent or fifty-nine teachers are rural teachers. The other fifty-three percent or sixty-seven teachers are in the graded schools and the high schools. It is the rural teacher who has very little supervision other than the supervision given by the county superintendent; but it is the rural teacher who has the least training and needs the super-
vision most. A study of the history of American education traces the development of the rural schools and the need of a rural school supervisor or administrator in each of the counties of the states. It is this individual who has become known as the county superintendent. In the beginning his work was almost exclusively with the rural teachers and to the present time it is the rural teacher who has very little supervision other than that given by the county superintendent. This study shows that the number of rural teachers in the various counties of Kansas ranges from four to one hundred-forty two. Since the rural teacher depends most upon the supervision of the county superintendent, it would seem consistent that his salary should correspond with the number of rural teachers under his supervision. This is not the case in Kansas, where salaries are based upon total population and not upon the number of rural teachers. Some of the county superintendents in the high-salary-bracket have very few rural teachers under their supervision while some of those in the low-salary-bracket have almost no others. The number of rural teachers is inconsistent with the salaries of the county superintendents as shown under the following discussion of salaries.
Salaries

A study of the salary schedule for the various counties of the state shows a great variance. The enumeration may be considered from the viewpoint of the trend in salaries, the differentiation in salaries, and the comparison of salaries in Kansas with those of other states.

The part of the statutes of Kansas which deals with the salary of the county superintendents and their allowance for clerk hire is known as the act of 1937. (28-116)

It reads as follows:

365 Salary. (28-116) The county superintendents of public instruction shall be allowed by the board of county commissioners of their respective counties, as full compensation for all their services in the performance of the duties required of them by statute, the following sums and no more, to be paid out of the county treasury in monthly or quarterly installments; said compensation shall be fixed by the board of county commissioners at the first meeting in July of each year, based on the enumeration of the school enumerator for that year, and the salary so fixed shall begin on July first of that year. In counties having a school population of less than 500, the county superintendent shall receive for each day actually employed in the discharge of his duties in his office the sum of four dollars per day for a number of days not to exceed 180 in any one year. In counties having a school population of from 500 to 1,000 he shall receive the sum of four dollars per day for a number of days not to exceed 200 in any one year. In counties having a school population of 1,000 to 1,500 he shall receive the sum of twelve hundred dollars per annum; in counties containing more than 1,500 persons of school age, exclusive of those in cities of the first and second class, he shall receive twelve hundred dollars and twenty dollars per annum for each 100 persons of school age in excess of said 1,500, up to the
sum of sixteen hundred dollars; PROVIDED, That in counties of 45,000 or more population the salary of the county superintendent shall be two thousand dollars per annum; PROVIDED FURTHER, That if the county superintendent shall fail to spend at least one hour in each classroom each school year, so as to observe for at least one hour the work of each teacher under his supervision, the county commissioners may deduct from the last quarterly installment the sum of five dollars for each delinquency. The county commissioners shall allow county superintendents having under their jurisdiction more than 100 and not more than 200 teachers the sum of five hundred dollars per annum for clerk hire, and for more than two hundred teachers the sum of six hundred dollars per annum for clerk hire, and for more than two hundred teachers the sum of six hundred dollars per annum for clerk hire; AND PROVIDED FURTHER, That when the clerk hire above allowed shall be insufficient to properly and promptly expedite the business and work of said office that the county commissioners of such county shall allow such additional amount of clerk hire as may be reasonably necessary to conduct the work and business of said office promptly and expeditiously; AND PROVIDED FURTHER, That none of the allowances for clerk hire herein provided for shall be paid except for work actually performed, and shall only be paid to the person or persons employed as clerks on sworn claims presented to the board of county commissioners. The county superintendent shall be entitled to all money actually expended for stationery, postage, freight and express. All money paid out of the county treasury for this purpose shall be out of the general fund of the county. That the county superintendents of the several counties in the state of Kansas shall receive the sum of two dollars per teacher per annum as traveling expenses in visiting said schools; PROVIDED, In no case shall any county superintendent receive traveling expenses in visiting said schools; PROVIDED, In no case shall any county superintendent receive travelling expenses for schools not visited."

A study of the census tables of the population of the counties of the State reveals the fact that there are but six counties in Kansas with sufficient numbers of people to warrant the paying of $2,000.00 a year as a salary to the county
superintendent. The graph on page twenty-eight verifies this statement. This is the report from ninety-five of the one hundred five counties in the state. There is no stated salary for those who receive less than $1,200.00 per year. They are paid according to the number of days which they work. The study of the salary of the county superintendents of Kansas made by William D. Altus\(^{13}\) shows that in 1930 the median salary was $1,581 while a study of the reports made in 1940 shows $1,416 as the median. This is a decrease in the median salary of $165.00 during this ten year period. As a further salary comparison for this decade we find Mr. Altus reporting $908.00 as the average salary of the lowest paid five percent and $2,019.00 as the average salary of the highest five percent.\(^{14}\) The 1940 figures for the lowest salaried five percent now in office show an average salary of $784.00 and for the highest five percent an average salary of $2,260.00.

When we consider that the salary of most of the county superintendents of the state is based on the school population and that a declining birth rate plus a decrease in the adult population of the state are both effective forces,

\(^{13}\) Altus, William D. "A Study of the Status of the County Superintendent in Kansas". Bulletin of the Kansas State Teachers College of Emporia. 1933.

\(^{14}\) Ibid.
we need not be surprised to learn that the median salary for the past ten year period has decreased $165.00 and that the average annual salary of the lowest paid five percent has decreased $124.00. What we are surprised to learn is that the average salary of the highest paid five percent has increased $241.00. This is brought about by the trend of the population toward the city, which places more of the counties under the fixed salary schedule. It is possible that this trend of population toward the city with an ever increasing number of adults, might result in a Kansas county having more than 45,000 people, none of whom would be of school age, but which would enable the county superintendent to draw $2,000.00 per year under the present Kansas statutes for his responsibilities to children who did not exist. These inconsistencies in the Kansas statutes relative to the salaries of the county superintendents are no less exemplified in his election which is subject to the will of the electorate of the entire county. County superintendents of Kansas have been elected by the preponderance of the vote of the first and second class cities over which the elected county superintendent had no jurisdiction. These inconsistencies may be classed as some of the growing pains of a rapidly developing state and will eventually be alleviated.
The following graph shows the salary range for the ninety-four county superintendents of Kansas who reported for 1941:

Graph 4. Salaries of County Superintendents of Kansas

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Supts.</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>21</td>
<td></td>
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<td></td>
<td></td>
<td></td>
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<tr>
<td>19</td>
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<td></td>
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<tr>
<td>15</td>
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<tr>
<td>14</td>
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<td></td>
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<tr>
<td>9</td>
<td></td>
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<td></td>
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<tr>
<td>3</td>
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<tr>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In the first column we have the number of county superintendents in each salary group. The second column shows one county superintendent drawing a salary of $2,500.00 or more per year. The third column shows two county superintendents drawing a salary of $2,301.00 to $2,400.00 per year. The fourth column shows three county superintendents receiving
$1,901.00 to $2,000.00 per year, etc. It should be noted that in the last column there are nine county superintendents who receive $800.00 or less per year, and that there are none reporting that receive between $800.00 and $1,100.00.

A decrease in the salary of the county superintendents of the state of Kansas is not consistent with a decrease in qualifications, which we have shown to be higher than was the case a decade ago, (see page 16) but is due to a serious decrease in school population. The salary is an index of school population and not of professional efficiency.

According to Mr. Altus\textsuperscript{15} the average salary for the group of county superintendents of Kansas in 1930 was $1,495.00. This is extremely low when we consider the reports of more than 2,000 county superintendents throughout the United States as published by the United States Office of Education in 1932.\textsuperscript{16} This study was made by Julian E. Butterworth and submitted by the United States Commissioner of Education, Wm. John Cooper. It shows the following:

\textsuperscript{15} Altus op. cit., p. 45.
\textsuperscript{16} Butterworth, op. cit., p. 20.
The median salary of the 2,009 county superintendents is $2,312.00. The median salary of the county superintendents of the five high states is: 17

<table>
<thead>
<tr>
<th>State</th>
<th>Annual Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Jersey</td>
<td>$5,000.00</td>
</tr>
<tr>
<td>Maryland</td>
<td>$3,793.00</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>$3,501.00</td>
</tr>
<tr>
<td>Louisiana</td>
<td>$2,422.00</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>$2,393.00</td>
</tr>
</tbody>
</table>

The median salary of the five low states is:

<table>
<thead>
<tr>
<th>State</th>
<th>Annual Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Idaho</td>
<td>1,459.00</td>
</tr>
<tr>
<td>Colorado</td>
<td>1,465.00</td>
</tr>
<tr>
<td>Kansas</td>
<td>1,551.00</td>
</tr>
<tr>
<td>South Dakota</td>
<td>1,670.00</td>
</tr>
<tr>
<td>West Virginia</td>
<td>1,722.00</td>
</tr>
</tbody>
</table>

In this study we note that the salary of the county superintendents of the state of Kansas is third from the lowest for the entire United States. There may have been some shifting of salary schedules during the decade that has passed since this data was obtained but we are safe to say that Kansas is still near the bottom of the list. We have seen added qualifications placed upon the teachers of the state with a corresponding increase in salaries. This study shows that a rapid voluntary increase in the qualifications of the county superintendents but with no corresponding increase in the salaries. A future re-codification of the school laws of Kansas should consider such inconsistencies.

Part II

Duties and Social Obligations

This second part of the study of the county superintendents of the State of Kansas has to do with the duties and the social obligations of the officer. To make the study uniform we have selected what we consider to be seven essentials for each division from the lists given by such authors as Dewey, Kilpatrick, Nutt, Kyte, Barr, Burton, Neyers, Trueckner, and others. They are merely samples and could easily be expanded to include seventy times seven duties for each of the four divisions studied. The county superintendents were asked to select the three most time consuming duties or obligations in each of the four divisions. Several of the replies rated all seven of those listed; but we have used only the ratings of first, second, and third place. Many of the replies contained notes concerning other phases of the work of the county superintendent, which the individual writers believed just as essential as those listed in the questionnaire. We appreciate these notes and admit that we could make our
selection of duties only on the basis of repetition in the works of the authors studied. We realize that each county superintendent is confronted with problems that are especially applicable to the respective county and that some of the major problems sink into insignificance in other counties. We recognize the multiplicity of duties that he has and sincerely hope that the results of this study may be a benefit in helping solve some of the problems with which he is confronted.

The office of the county superintendent of schools was established in most of the states from 1835 to 1870. Soon after its establishment new duties began to be constantly entrusted to the new official and to this day these new duties have been somewhat continuous. Some of these new duties were passed down from the state in the form of a delegation of authority; others were gathered up from below by taking some of the power away from the districts. One of the results of this long process of transference is the evolution of the office of the county superintendent of schools into an office of large potential possibilities. The county superintendent has become a general overseer of education with a marked increase in the demand for the exercise of professional functions. There is a rapidly rising demand for professional rural school supervision. The
many movements for the improvement of rural education are expressions of the changing conception of what the office should be and what the officer should do. This results in a demand that the rural supervisor be an expert in his field. 18

Administrative Duties

The administrative duties are listed first, not because they are first in importance, but because of the fact that the law places the most stress upon them. The reports from throughout the state indicate that the average county superintendent of Kansas spends nineteen and nine tenths percent of his time in the fulfilment of the administrative duties. Recent educational authors have stated it thus:

The basic cause of problems necessitating administrative machinery is that the American school system offers an ever larger number of services to the children, to the staff, and to the community. 19

The ideal administrative situation is a coordination of school services with service agencies outside the school, in such a way that there is no duplication of effort and a minimum amount of friction. This makes it necessary for school systems to have written statements concerning authority and responsibility. These written rules and regulations are quite generally known as the School Laws.

The first, second, and third ratings in the consumption of time for the administrative duties listed in the questionnaire are shown in the following table:

Table II: Administrative Duties

<table>
<thead>
<tr>
<th>Administrative Duties</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consulting and advising school board members</td>
<td>71 12  1</td>
</tr>
<tr>
<td>Organizing Dists. or changing boundaries</td>
<td>1  5  13</td>
</tr>
<tr>
<td>Settling transportation and tuition disputes</td>
<td>12 41 11</td>
</tr>
<tr>
<td>Dismissing teachers, suspending pupils, etc.</td>
<td>0  1  1</td>
</tr>
<tr>
<td>Compliance with Library Law</td>
<td>1 13  20</td>
</tr>
<tr>
<td>Compliance with Compulsory Education Law</td>
<td>0 1  15</td>
</tr>
<tr>
<td>Compliance with Public Health Regulations</td>
<td>0 8  15</td>
</tr>
</tbody>
</table>

The figure under column one on the right hand side in table II represents the number of county superintendents placing the duty immediately preceding it as being the most time consuming of those listed. The figures under number two represent the number of county superintendents placing the duty immediately preceding it as being the second most time consuming of those listed. In other words seventy-one of the county superintendents considered the "consulting and advising of school board members" as first in time consumption among the seven duties listed. This column shows the greatest consistency of opinion, there being eighty-
three percent agreeing upon this duty. Only one placed the "organization of districts and the changing of the boundaries" as being of first importance. A study of this type made for the state during the years 1870 to 1890 would undoubtably have placed this duty above all others. Twelve placed the "settling of disputes over transportation and tuition" as being of the most importance in time consumption. It is only a matter of time until legislative action will be taken on this question and we hope, eliminate some of the conflicts of the laws that now exist. One superintendent placed the "compliance with the library law" in the column of major importance. It is rated of third importance by the greatest number of reports in the third column. This matter of rural libraries is of great interest to the writer, in as much as he was the originator of the circulating libraries for the rural schools through the office of the county superintendents in the state of Kansas.

Forty-one of the eighty-three reports or nearly fifty percent place the "settling of transportation and tuition disputes" as being the second most time consuming of the administrative duties of the county superintendent. Some of the arguments over tuition and transportation wax loud and strong and can be heard throughout the courthouse. The administrative duties, "settling of transportation and tuition
disputes" deserves a high rating.

As mentioned on page thirty-five we find the greatest frequency of ratings in the third place assigned to the "compliance with the library law". The placing of half a million good books in the rural schools of the state and the advance of Kansas in its rating for rural libraries from that of thirty-first place to that of eighth place among the states of the Union during the sixteen years that the Kansas Library Law has been in effect, is chiefly due to the interest and efforts of the county superintendents and of the late Frank L. Pinet, secretary of the Kansas State Teacher's Association.

The dismissal of teachers, the suspension of pupils, the enforcement of the truancy laws, and the enforcement of health and sanitary regulations have consumed a lesser portion of the time of the county superintendent. This does not necessarily mean that these duties are of lesser importance. Some of them involve problems that are extremely difficult to solve and when the decision of the county superintendent has been rendered he is not absolutely sure that his judgment was perfect. Each of these duties carries considerable weight in the formation and the execution of the educational policies for the county.
Clerical Duties

The average for the ninety reports made shows that the county superintendents of the state use thirty percent of their time in the execution of the Clerical Duties. This is due to the fact that many of them do not have an assistant or an office helper. It is difficult to designate the specific clerical duties of the county superintendent. The seven listed below are only examples but regardless of the nature of the duties most of them could be taken care of by an office helper. Approximately one third of the county superintendent's time should not be consumed by duties that could be done by others. This lessens the time that should be placed upon the more important duties of administration and supervision.

Table III: Clerical Duties

<table>
<thead>
<tr>
<th>Clerical Duties</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 2 3</td>
</tr>
<tr>
<td>Selecting, discussing, and ordering materials</td>
<td>4 10 10</td>
</tr>
<tr>
<td>Filling our reports, questionnaires, etc.</td>
<td>21 20 27</td>
</tr>
<tr>
<td>Answering telephones</td>
<td>1 1 8</td>
</tr>
<tr>
<td>Balancing funds</td>
<td>0 2 5</td>
</tr>
<tr>
<td>Mailing supplies</td>
<td>1 1 4</td>
</tr>
<tr>
<td>Office correspondence</td>
<td>25 31 19</td>
</tr>
<tr>
<td>General Office Duties</td>
<td>35 2 21</td>
</tr>
</tbody>
</table>
Under column one on the right hand side of the table we find that thirty-five county superintendents considered the "general office duties" as consuming the greatest amount of time. Twenty-five of the eighty-seven county superintendents reporting placed the "office correspondence" in the first column and twenty-one selected "filling out reports, questionnaires, etc." as being the most time consuming of the clerical duties listed. In the second column we find the greatest number of frequencies listed after "office correspondence" (31), and in the third column the greatest number (27) have selected "filling out reports, questionnaires, etc." Reading down we find that those listed in second, sixth, and seventh places are considered the most time consuming among the clerical duties.

We must not lose sight of the fact that the selecting, discussing, and the ordering of materials does take considerable time. Many are the county superintendents who consume the greater portion of a half day as frequently as two or three times a week in what might be called friendly business discussions with traveling salesmen. The answering of telephones, if they are answered, is no small time consuming item. The writer was in a county superintendent's office a few weeks ago and after the telephone had rung four times and been answered once, the county superintendent looked up and remarked that the blamed thing
rang all the time anyway and he would answer it next time.

Most of the officers have several accounts or funds to look after. The balancing and proper accounting for all of the receipts and expenditures in each of these respective funds is a matter of major importance. Lack of efficiency along this line has proven the downfall of some of the county superintendents that the writer has known. Most of the one hundred five county superintendents of the state keep the materials of value moving through the mails to their teachers and school officers. This channel of communication consumes considerable time but is a valuable life-line of contact with the school people of their respective counties.

These clerical duties cannot be ignored; but we sincerely hope that in the near future the office of the county superintendent will be supplied with sufficient help that the major portion of the time consumed in the execution of these duties may be transferred to the helper, and that the time now consumed by such duties may be placed upon other things which the writer believes are of greater importance.
Supervisory Duties

There is no question in the mind of the writer but that the supervisory duties have a far greater affect upon the lives of the school children than those of a social, administrative, or clerical nature. The county superintendents of Kansas indicated that more than forty percent of their time is occupied by these supervisory duties. Not all will agree that the seven supervisory duties listed in the following table Number Four are the most important. Several of the county superintendents wrote explanations of other duties of this nature, which they thought were of major importance. We are grateful to them for their suggestions, but must confine the major portion of our study to the seven items listed in the table.

Table IV: Supervisory Duties

<table>
<thead>
<tr>
<th>Supervisory Duties</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visiting schools</td>
<td>71 11 4</td>
</tr>
<tr>
<td>Conferring on teaching problems</td>
<td>4 21 24</td>
</tr>
<tr>
<td>Teachers' Institutes and Meetings</td>
<td>2 12 28</td>
</tr>
<tr>
<td>Outlining subject matter</td>
<td>1 0 4</td>
</tr>
<tr>
<td>Briefing educational articles</td>
<td>0 0 1</td>
</tr>
<tr>
<td>Promotion of Educational Exhibits, Contests, etc.</td>
<td>0 3 3</td>
</tr>
<tr>
<td>Preparation of educational materials for publication, mineographing, bulletins,</td>
<td>9 40 21</td>
</tr>
<tr>
<td>sets of questions, outline maps, letters to teachers, etc.</td>
<td></td>
</tr>
</tbody>
</table>
The ratings under column one show that seventy-one of the eighty-seven county superintendents reporting on this item selected "visiting schools" as being the supervisory duty first in importance in the consumption of their time. It has been one of the most important and one of the most time consuming duties of the county superintendent from the horse-and-buggy days to the present. A typical experience of the county superintendent of the seventies and the eighties was to bid good-bye to his wife and family at the home in the county seat town, early Monday morning and to return late Friday night. His horse and himself boarded around among the patrons of the schools from Monday until Friday.

Our table shows "preparation of education material for publication, mimeographing, bulletins, sets of questions, outline maps, letters to teachers, etc." This item rated of second importance in the consumption of time. Several of the county superintendents have between five hundred and a thousand school people on their mailing lists, while the actual number of teachers over whom they have supervision may vary from one hundred to two hundred. This is a means of selling the schools to the school board members, patrons, and other people within the confines of their mailing radius.
There is less agreement on the third item of Table IV but the greatest number of the superintendents reporting have selected "teacher's institutes and meetings" as being third in importance in the consumption of their time. Teacher's institutes and meetings as well as school visitations are mandatory under the law.20 while the item of second importance is left almost entirely to the discretion of the county superintendent.

Much of the conferring on teacher's problems is done in connection with the school visitation or in the office of the county superintendent or during some type of group meeting and cannot be separated from these activities. In many countries the promotion of educational exhibits at school or county fairs draws more appreciative comment from the public and the press than does the general routine of school activities. The promotion of school contests in athletics, music, art, agriculture, nature, scholarship, etc. arouses interest in the activities of the schools and helps to sell them to the general public. For those county superintendents who edit some type of monthly publication, the briefing of educational articles and the outlining of subject matter consumes a goodly portion of their time.

Social Obligations

Some educators argue that the social obligations of the school officer are not a part of his specific duties and should not be considered as such. We are ready to agree with the other group who say that written or unwritten there are certain social obligations of the county superintendent that must not be ignored if that officer wishes to do effective work and to remain in office. He is constantly called upon to donate his time to the performance of certain social obligations that may seemingly have no connection with the duties of his office. Many are the times that we find a county superintendent working in his office late at night because he has been accommodating enough to perform some obligation connected with the church, lodge, club, society, or association, during the time that he otherwise would have been doing the necessary work of his office. When he fails to do this he soon finds himself in some other type of work. The reports of the county superintendents of Kansas show that more than ten percent of their time is consumed by these social obligations. The Table \( \text{V} \) shown on the next page summarizes this explanation.
Table V: Social Obligations

<table>
<thead>
<tr>
<th>Social Obligations</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td>School and community gatherings, PTA, etc.</td>
<td>55 16 5</td>
</tr>
<tr>
<td>Sunday School and Church work,</td>
<td>21 32 17</td>
</tr>
<tr>
<td>Ladies Aid, etc.</td>
<td></td>
</tr>
<tr>
<td>Red Cross, YMCA, YWCA, Hi-Y, etc.</td>
<td>1 14 23</td>
</tr>
<tr>
<td>Rotary, Lions, Kiwanis, etc.</td>
<td>4 8 11</td>
</tr>
<tr>
<td>4-H, Boy and Girl Scout, etc.</td>
<td>3 3 6</td>
</tr>
<tr>
<td>American Legion, Auxiliary and similar organizations</td>
<td>0 3 9</td>
</tr>
<tr>
<td>Lodge work</td>
<td>1 8 10</td>
</tr>
</tbody>
</table>

Fifty-five of the eighty-five county superintendents reporting on this item place the social obligations connected with the school as being first in the consumption of their time. All of us realize that at these social events in which the school and the community participate, many of the problems of the school are discussed and many of the school policies are formulated. There is no specific dividing line.

In the second column above, we find that the greatest number of responses is listed under the obligations to the church. Practically all of the county superintendents are members of the church, many are church officials and Sunday school teachers. We commonly find them dropping their work to sing for a funeral, help in a ladies-aid, or to entertain a visiting church group.
In the third column we find the greatest frequency appears under the participation in the work connected with the Red Cross, YMCA, YWCA, and similar organizations. There is considerable difference of opinion in the items listed under "social obligations". Each of the county superintendents have their own interests and activities which may or may not consume much of the time that is not actually spent in their office or on the trips to the schools. All that we wish to say in summarizing is that he who fails to contribute to the community by participating in these or similar social obligations will be rated low by his associates and soon defeated by his political opponents.

The other items listed at the bottom of the second page of the questionnaire (page 69) are discussed in part IV of this study.
Part III

Methods, Objectives, and Outcomes of Supervision.

The information sought in this third part of the study is less specific than that of either of the preceding parts. There is an overlapping in the methods, objectives and outcomes of supervision. Several of the responses to the questionnaires carried penciled notes to the affect that the county superintendent answering it could not tell which of the activities listed should receive the highest rating. Some answered only a small part of this section of the questionnaire. The writer has tabulated the answers as given and presents them in this third part of the study.

A general technique that is commonly practiced among the county superintendents is to note mentally or in writing the good and the bad points exhibited in the recitation visited and to bring these points to the attention of the teacher soon after the visitation. This is usually done in a short personal conference with the teacher and frequently results in a discussion of the theories of teaching rather than a critical analysis of concrete teaching problems. This discussion in the light of pedagogical theories may result
in self-consciousness on the part of the teacher and leave her with the feeling that supervision is largely a matter of destructive criticism. It may close her attitude toward the reception of constructive help from the county superintendent. Professor Nutt says, "The supervisor exists solely for the sake of better teaching. His criticisms should be constructive rather than destructive."

The writer believes that all educators agree that the major responsibility of the supervisor is the improvement of teaching. Just how this may be accomplished has been the problem with which educators have wrestled for many years. Mr. Kyte points out that:

Efficient supervision provides for a democratic, cooperative program based on a definite, well organized plan of activities. It is characterized by scientific knowledge, skill, and attitudes, and seasoned with a kindly and sympathetic spirit.

In a specific study of superintendents he placed the following supervisory aids among those most commonly employed:

- Classroom visitations
- Conferences or meetings
- Furnishing of course of study

Exposure to the best educational literature
Aid in adjusting in the home and to the community
Furnishing bulletins of general information
Establishing friendly professional relations.

You will note that practically all of these aids have
been listed in the present study. They are not new but they
are reliable and the skill employed in their use will de-
termine the quality of supervision that the county super-
intendents are able to render. This diagnosis of super-
vision should be made impersonal, objective, and as accurate
as available scientific means can make it.

Twenty-five years ago Mr. Cubberly23 wrote the follow-
ing:

The knowledge and influence of the super-
intendent must reach down through all of the
complicated machinery of school organization
and administration and vitalize the work of
the teachers in the schools. His broader
professional knowledge and his larger insight
into educational needs must in some way, find
expression in the daily work of teachers and
pupils if his highest mission as a super-
intendent is to be fulfilled.

Surely Mr. Cubberly did not confine these respon-
bilities to the city superintendent but meant in one broad
stroke to include all of those who are willing to accept a

23. Cubberly, E. P. Public School Administration.
supervisory position. There must be a broad range of vision on the part of the county superintendent for he must not only see things as they are, but as they should be. It is his duty to ever strive to raise the quality of the real to meet that better visionary standard. Prof. H. W. Nutt maintains that the large problem of securing effective supervision is made up of a number of smaller problems, each of which bears a definite relation to the whole, hence the solution of the large problem must come through the successful solution of each of the smaller problems. Some of these smaller problems involve such things as setting up a code of ethics for the supervisor and the teacher, having specific objectives, determining the kinds of activities that must be carried on in order to attain the desired objectives, making the supervisory organization function, having some specific means of measuring the efficiency of supervisors, and eventually improving the quality of supervision through improved objective devices and refined technique in these supervisory practices.24

In this connection we might add that a code of ethics is of no value unless it is accepted by both the supervisor and the teacher. There are some superintendents who in the

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performance of supervision are as John Dewey says, "Supers without any vision" and there are teachers who feel that they know more about teaching than any one else, and are not in need of supervision from anyone. If these two extremes meet there can be no effective supervision.

Methods of Supervision

The seven methods listed in table six are what the writer believes to be those commonly employed by the county superintendents of Kansas. There are many others that might have been listed and that might have been considered as of greater importance.

Table VI. Methods of Supervision

<table>
<thead>
<tr>
<th>Device</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Teacher's Meetings</td>
<td>1 3 8 13 17 20 10</td>
</tr>
<tr>
<td>Teacher's Institute</td>
<td>12 11 13 15 14 8 3</td>
</tr>
<tr>
<td>Demonstrated Teaching</td>
<td>0 8 3 5 6 12 40</td>
</tr>
<tr>
<td>Group Conferences</td>
<td>15 7 9 8 12 15 9</td>
</tr>
<tr>
<td>Cir. Letters, Bulletins, etc.</td>
<td>11 21 21 11 6 5 6</td>
</tr>
<tr>
<td>Ind. Conferences with Teachers</td>
<td>27 21 10 10 4 7 1</td>
</tr>
<tr>
<td>Regular School Visits</td>
<td>22 19 16 8 9 1 9</td>
</tr>
</tbody>
</table>

A brief study of the above table readily shows that the last three devices listed show the highest rating for the first,
second, and third places. If we read from top to bottom under the column headed "1" we find that only one of the eighty-eight county superintendents' reports placed the "Teacher's Meetings" as being of the greatest importance as a method of supervision. We find that twelve placed the "Teacher's Institute" as being of greatest importance as a method of supervision. None placed "Demonstrated Teaching" in the first place. Fifteen selected "Group Conferences" as being the most important method of supervision. Eleven believed that "Circular Letters, Bulletins, and Teaching Materials" should occupy first place as a method of supervision. The greatest number of responses for the first place rating is on the item of "Individual Conferences with Teachers". Twenty-seven county superintendents gave this device first place. Twenty-two placed the "Regular School Visitation" in the first place as a method of supervision. With the existing diversity of opinion a questionnaire sent out six months from now might not place "Individual Conferences with Teachers" at the head of the list.

In the second column marked "2" we find that some diversity of opinion as to which of the devices listed shall occupy the place of second importance as a method of supervision. Reading from top to bottom we find that line five and six each received twenty-one responses. This would lead us to the
conclusion that there is a little difference in the opinion of the county superintendents of Kansas as to whether "Circular Letters, Bulletins and Teaching Materials" or "Individual Conferences with Teachers" is of greater importance as a method of supervision.

The twenty-one responses for "Circular Letters, Bulletins and Teaching Materials" stands out prominently in the third column but since it has received a rating under the second column the writer believes that the next greatest response should be considered. This is the last line which is the "Regular School Visit". The responses would indicate that the county superintendents believe that there is little difference in value among the last three devices used as a method of supervision.

The "Teacher's Institute" and the "Group Conferences" are, in the opinion of many of the superintendents, a device as beneficial as any of the three mentioned in the preceding paragraph. Group conferences for county superintendents had its origin under the direction of Rural School Supervisor, James Houston. The first organized group consisted of the counties of Jewell, Smith, Phillips, Rooks, Mitchell, and Osborne. The writer happened to be the first chairman of this first group. Its activities resulted in the organization of other groups and eventually into groups of teachers in each of
In some of the counties the "Teacher's Meetings" are attended by practically all of the teachers within the county and constitute a valuable method of supervision. "Demonstrated teaching" is a comparatively new method of supervision. It is widely used among the small city schools and is becoming common among the rural schools in some of the counties. This method of supervision is promoted by those county superintendents who have sensed the value of demonstration by those most efficient in the teaching profession. The greatest beneficiaries being those teachers with little experience or with methods of teaching not as strong as the average. This group or individual demonstration gives the county superintendent something tangible to which he may refer when discussing good or bad teaching procedures. In the opinion of the majority of the superintendents reporting, these two methods did not rate as highly as some of the others, but the writer knows that in some of the counties they are so skillfully used that they become outstanding devices for effective supervision.

Objectives of Supervision

Regardless of what device may be used as a method of supervision there are certain objectives that are to be attained. In this second division of the third part of this study we are
listing but seven of those objectives which the writer has found to be important. We must not lose sight of the fact that there are many others, a number of which you may consider of more importance than those listed here. However, the results of the questionnaire and the discussion will consider only those listed in the following table:

Table VII:

<table>
<thead>
<tr>
<th>Objective</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
</tr>
</thead>
<tbody>
<tr>
<td>To improve Teaching Procedures</td>
<td>48</td>
<td>14</td>
<td>11</td>
<td>7</td>
<td>5</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>To Acquaint Teachers with New Methods</td>
<td>4</td>
<td>22</td>
<td>15</td>
<td>9</td>
<td>7</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>To educate Public for Aims and Proc.</td>
<td>2</td>
<td>8</td>
<td>6</td>
<td>6</td>
<td>12</td>
<td>8</td>
<td>30</td>
</tr>
<tr>
<td>To Unify Work in System</td>
<td>7</td>
<td>10</td>
<td>14</td>
<td>8</td>
<td>12</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>To Dev. and Cul. Better Pro. Att.</td>
<td>6</td>
<td>8</td>
<td>14</td>
<td>14</td>
<td>15</td>
<td>18</td>
<td>6</td>
</tr>
<tr>
<td>To Aid in Def. Teaching Obj.</td>
<td>13</td>
<td>21</td>
<td>14</td>
<td>11</td>
<td>8</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>To Dev. Edu. Programs and Plans</td>
<td>10</td>
<td>7</td>
<td>12</td>
<td>12</td>
<td>10</td>
<td>11</td>
<td>15</td>
</tr>
</tbody>
</table>

More than half of the county superintendents responding rated a device to improve teaching procedures as being of the greatest value among those listed. The writer is of the opinion that those responding reasoned that an improvement in teaching procedures would result in the accomplishment of several of the other objectives of supervision.

In the second column we find that the greatest response is on the second item "To Acquaint Teachers with New
and Improved Methods". A very close second for this place is the response "To aid in Setting up Definite Teaching Objectives". Both of these devices are aids to the teacher and therefore the first, second, and third aims in the opinion of the ninety-five county superintendents responding, is to bring into realization the objectives of supervision through the hands of the teachers.

The fourth, fifth, sixth, and seventh places show considerable variation in opinion. All are objectives sought and any one of the last four may occupy first place in any county of the state if sufficient effort is put into it. Every county superintendent realizes that his first allegiance is to the teachers under his supervision but few lose sight of the fact that they occupy the office only by the vote of the electorate and that if they wish to continue their work the education of the public must not be slighted.

The objectives of supervision are like the objectives of teaching, they are so far reaching that they permeate every nook and cranny of life. They should be idealistic enough that their results or outcomes lifts the learner to a higher level than he previously occupied.
Outcomes of Supervision

Our objectives of supervision may be ideal and our methods or plans for the execution of the objectives may be perfect but the judgment of the people as a whole will be placed upon the outcomes or results of supervision. The table below shows the opinion of the county superintendents of Kansas on the outcomes of supervision that are listed.

Table VIII: Outcomes of Supervision

<table>
<thead>
<tr>
<th>Device</th>
<th>Ratings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achievement &amp; Advancement of Pupils</td>
<td>36 13 12 2 9 6 2</td>
</tr>
<tr>
<td>Clarifies and Unifies School Aims</td>
<td>5 11 10 10 14 11 6</td>
</tr>
<tr>
<td>Improved Relationship, Tea. and Adm.</td>
<td>2 11 9 14 7 14 11</td>
</tr>
<tr>
<td>Helps Pupils, Patrons, Teachers understand Aims and Obj. of Edu.</td>
<td>7 21 9 13 6 8 3</td>
</tr>
<tr>
<td>Improvement of Plant and Equipment</td>
<td>6 7 10 6 9 7 33</td>
</tr>
<tr>
<td>Definite Assign. and Lesson Prep.</td>
<td>13 12 21 5 11 10 7</td>
</tr>
<tr>
<td>Improves Prep. of Teachers</td>
<td>6 15 8 16 9 7 12</td>
</tr>
</tbody>
</table>

The "Achievement and Advancement of the Pupils" has the greatest number of responses for the first place among the outcomes listed.

In the rating for second place we note that the greatest number of responses comes under "Helping the Pupils,
patrons, and teachers to better understand the aims and objectives of education". The writer believes that the opinion of the county superintendents on the first, second, and third places under the outcomes of supervision follow a sequential order. If the achievement and the advancement of the pupils is the first in importance and the help to these pupils, patrons, and teachers is the second in importance, then it is only natural that the greatest number of responses for third place should be upon the outcome that leads to definite assignments and accurate lesson preparation.

A study of Table VIII shows much diversity of opinion as to the importance of the devices listed. Those receiving the least response in some counties may be the most outstanding in others. As an example thirty-three of the seventy-four county superintendents responding gave seventh place to the outcome of supervision which indirectly leads to the improvement of the school plant and equipment. This is very likely as it should be but in actual practice the writer has known several county superintendents who have made a great educational campaign upon the physical improvement of the schools under their supervision. The results of their campaigns have been noticeable by the electorate as well as the educators and have contributed heavily to their success.
To summarize on the first places rated in this third part of the study we find that the ninety-five county superintendents responding to the questionnaire are reasonably well agreed upon placing "Individual Conferences with Teachers" as being the best method of supervision. In general they agree upon the placing of "Improvement of Teaching Procedures" as being the most outstanding objective of supervision listed in the study. For first place under "Outcomes" we find an agreement upon the "Achievement and Advancement of the Pupils". The purpose of the study is to note the responses from others with a minimum amount of comment upon these responses. The writer therefore makes no further comment other than to express this opinion, that the county superintendents who are assuming the responsibilities of the office for the first time will do well to seriously reflect upon the opinions of those in office at the beginning of the year 1941.
Part IV

Summary and Supplementary Implications

The purpose of this study is two fold; first, to reveal the true status of the present incumbents in the offices of county superintendent of public instruction in Kansas; second, to offer such suggestions as might help those now in office or be a guide to those coming into office at a later date. The method of obtaining the data is explained on page two of this study.

The study reveals the fact that there is every reason to believe that the county superintendent in Kansas is on the average as progressive a school executive as in other executive school positions. A typical contract for the superintendent of schools in a second class city simply states that he is to formulate and execute the policies of the schools to the best of his knowledge and ability. This is quite a contrast with the many pages of school law that specifically designate the duties that are to be performed by the county superintendent.

We find that the county superintendents of Kansas are in the prime of life. The average age is forty years,
Fifty-two men and forty-three women answered the questionnaire for this study. Ten failed to respond. Ninety-six percent of the men and twenty-six percent of the women are married. The study shows that the average tenure of office is a little more than five years. The average county superintendent has twelve years of educational experience prior to his acceptance of the office. This experience would be divided as follows:

Four years of teaching in the rural schools
Three years of teaching in the graded schools
One year of teaching in the high schools
Four years as an administrator of schools

In addition to these educational experiences we find that the county superintendents of Kansas have completed college hours as follows:

Four percent with masters degrees
Twenty-three percent with bachelors degrees
Forty percent with two or more years of college
Twenty-three percent with less than two years college

Some of the state colleges have seen the necessity of added credit while the county superintendent is in the office and have arranged short-courses with credit. Some of the county superintendents have attended the regular summer sessions and added to their credit while in the office.

Several of the county superintendents have beneficial experiences other than those shown above prior to their acceptance of the office. The ministry ranked first among these beneficial experiences that are quite closely allied
to the schools.

Seventy percent of the county superintendents reporting were supplied with office help. The number of teachers under the supervision of the county superintendent varies greatly. The range is from twenty-five teachers to two hundred seventy-eight. The average for the ninety-five reporting being one hundred twenty-six. Sixty of this number are rural teachers.

The salaries of the county superintendents of Kansas varies as much as does the number of teachers under their supervision. The lowest salary of seven hundred twenty dollars per year is paid to the county superintendents in the most sparsely settled counties while those in the most densely populated counties receive two thousand or more dollars per year. The median salary is fourteen hundred sixteen dollars. The salary is not in harmony with what is expected of the county superintendent. The better qualified teachers are realizing a better salary for their endeavors. The process is slow but eventually the county superintendents will experience better salaries.

As a beginning teacher in the rural schools of the county in which he was born the writer often wondered just what the county superintendent was expected to do. Like most of the beginning teachers he was timid during the first year and
during the second year learned to appreciate the help that lay at the finger tips of the county superintendents. Later he became a county superintendent of the same county in which he had started to teach and was doubly conscious of the timidity of those entering the profession for the first time.

The study for the distribution of the county superintendent's time is divided into four branches. The average percentage of time consumed in fulfilling these duties and obligations as shown by the ninety-five county superintendents reporting, is as follows:

<table>
<thead>
<tr>
<th>Administrative duties</th>
<th>20 percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clerical duties</td>
<td>30 percent</td>
</tr>
<tr>
<td>Supervisory duties</td>
<td>40 percent</td>
</tr>
<tr>
<td>Social Obligations</td>
<td>10 percent</td>
</tr>
</tbody>
</table>

From this report we can readily see that the county superintendents of the state agree that sixty percent of their time is consumed by duties and obligations other than the outstanding one for which they were elected—supervision.

The only specific form furnished by the state as a record of the county superintendent's visit to the school is the score sheet. It is arranged on a thousand point basis and serves as an inventory record that can be cumulative through the years. Ninety percent of those reporting showed that at least one of these reports was sent to a board member in each of the schools. Fifty-one percent gave a copy to the teacher. Some of the county superintendents feel that
the teacher may be dissatisfied with the score given her and for that reason do not place a copy in her hands; others feel that this is an effective means of stimulating school progress.

The amount of time spent in the visitation of each teacher under the supervision of the county superintendent ranges from one hour (made mandatory by the law) to four hours, the average length of time being two hours.

The third part of this study considers the methods, objectives, and outcomes of supervision. The first and second places of importance as selected from the seven listed, by the county superintendents reporting are:

Methods
1. Individual conferences with teachers
2. Circular letters, bulletins, etc.

Objectives
1. To improve the teaching procedures
2. To acquaint teachers with new methods

Outcomes
1. Achievement and advancement of pupils
2. Helps to understanding of aims and objectives

This five page summation of what was revealed by the study touches only a few of the high points in the activities of the county superintendents of Kansas. The four pages following this may be considered as the appeal of the writer for even greater efficiency on the part of the county superintendents of the future.
The Educational Policies Commission in its report on Education and the Defense of American Democracy, places a very heavy burden of responsibility for leadership upon the schools and the school systems. What we are challenged to accomplish is the improvement of the quality of civic life in America through community action under the leadership provided for public education.

The policies are for a long term. They emphasize the soundness of their objectives and the necessity of haste in achieving them. Most of us will agree that we must have some changes, not a complete discard, in the content, organization, and administration of American education. Mr. Kilpatrick says, "We learn only in the degree in which we become active participants." With this challenge all administrators and supervisors, from the highest to the lowest, must make some effort to effectively participate in some of the educational relationships for the defense of American Democracy.

In order to prepare ourselves for these responsibilities, we should critically examine our own capacities and qualifications for leadership and try to think through some of the most perplexing problems of education that confront us to-day. We should carefully study some of

the outstanding functions of leadership and honestly attempt to more efficiently practice them. We should face the facts and try to analyze ourselves in terms of limitations as well as strength and then apply the techniques of leadership without domination.

We should give assistance in every possible way to all of our school people, whether directly under our supervision or not. Such assistance should be given whenever the opportunity presents itself and we should be alert enough to see that the opportunity does present itself. This provides vital experiences in the democratization of our educational procedures. It will necessitate a closer study of the life of the community, county, state and nation. There is a wealth of material flowing across the desk of the county superintendent which should not be left there as in a depository, but passed on to the teaching staff. County superintendents should promote active membership and actual participation in civic and welfare groups. This will help the teachers to find an active place in the life of the community. We are often justly accused of becoming bound down with our own educational organizations. It is to our advantage to extend the horizon to include the help of individuals and institutions that have specialized in their respective fields. In order to do this we
should become acquainted with as many individuals as possible and seek to establish mutually helpful relationships with them. In so doing we should try to make it clear to our associates that we do not know all of the answers, but that we are willing to match our time and energy with theirs in a common effort to find the answers and to translate them into constructive action. It is the writer's belief that the community, through adequate representatives should participate with the administrators in the studies of educational needs. This sharing of educational thinking to the citizens of the community or the county, and lessen the accusation so often made by them concerning the dominance of the educators. The problems studied would be chiefly of a local nature, and such as were immediately pressing. They would be carried on concurrently by various groups. To be more specific let us mention such matters as community health, safety, recreation, occupational training, citizenship, etc. Every county has many problems of this nature on which considerable research can be made and if wisely used result in much improvement in the attitudes of the people of the county.

26. Lund, John "If I were a Superintendent of Schools in These Critical Times" School and Society, Feb. 8, 1941 p. 191.
one should not hide his light under a bushel, but encourage other county superintendents to participate in such activities, to the end that the quality of life in my town, my county, my state, and my nation might become more truly consistent with the American way of life.  

Most of the supervision up to the turn of the twentieth century was teacher-centered and based on the thought that training in service would compensate for inadequate pre-service training. Present day educators are centering supervision on the teacher-learning situation. They are basing their thought on the present conclusion that all aspects of the total situation are subject to constant study and improvement. Supervision in these times is not entirely concerned with teachers and teaching, but with the objectives of education, the pupil, the curriculum, the materials of instruction, the methods used, and with the sociol-physical environment of learning. The attention which was once focused on the teacher, has somewhat lessened as the teacher becomes a cooperating member of a professional group whose chief business is the improvement of learning. This view directs attention toward the fundamental results of the educational process.

27. Lund, John. op. cit.
TOTAL NUMBER OF YEARS IN SERVICE AS COUNTY SUPERINTENDENT.  
To include the time to July, 1941.

QUALIFICATIONS:
School credits at time of taking oath of office as County Superintendent

Total number of hours of college work completed

School credits at the present time
High School Graduate

Total number hours college work completed

Name Confirmed Degree
College or Uni. Grad.

Total number of years in service as County Superintendent.  
To include the time to July, 1941.

Number of years teaching experience prior to County Superintendency

Number of years of administrative or supervisory experience, prior to County Superintendency, (Gr. or H. S. Prin. etc.). State type of work and type of school. Please do not duplicate time listed for teaching.

Other beneficial experience prior to County Superintendency.  
(Such as office assistant to a city or county superintendent, social service worker, minister, County Farm Agent, etc. List full years only.)

Do you have an assistant?  
(yes - no)

Office Secretary?  
(yes - no)


How many teachers under your supervision?

Number of the above that are Rural Teachers
Distribution of the County Superintendent's Time

Please make the time for administrative, clerical, supervisory, and social duties total 100 percent. The items listed under each heading are merely samples of duties in each division. Please place a one (1) before the one that you believe consumes the most of your time, a two (2) for second place, and a three (3) before the third in time consumption. Disregard the rest but write me on a separate sheet if you have time consuming activities that you believe rank above those listed.

1. ADMINISTRATIVE DUTIES
   Percentage of time consumed
   ( ) Consulting and advising school board members.
   ( ) Organizing districts or changing district boundaries.
   ( ) Settling disputes over transportation and tuition.
   ( ) Dismissing teachers, suspending pupils, etc.
   ( ) Compliance with Library Law.
   ( ) Compliance with Compulsory Education Law.
   ( ) Compliance with Public Health Regulation.

2. CLERICAL DUTIES
   Percentage of time consumed
   ( ) Selecting, discussing, and ordering materials.
   ( ) Filling out reports, questionnaires, etc.
   ( ) Answering telephones.
   ( ) Balancing funds.
   ( ) Mailing supplies.
   ( ) Office correspondence
   ( ) General office duties.

3. SUPERVISORY DUTIES
   Percentage of time consumed
   ( ) Visiting schools.
   ( ) Conferring on teaching problems.
   ( ) Teachers Institutes and Meetings.
   ( ) Outlining subject matter.
   ( ) Briefing educational articles.
   ( ) Promotion of Educational Exhibits, Contests, etc.
   ( ) Preparation of educational materials for publication, mimeographing, bulletins, sets of questions, outline maps, letters to teachers, etc.

IV. SOCIAL OBLIGATIONS
   Percentage of time consumed
   ( ) School and community gatherings, PTA, etc.
   ( ) Sunday School and Church work, Ladies Aid, etc.
   ( ) Red Cross, YMCA, YWCA, Hi-Y, etc.
   ( ) Rotary, Lions, Kiwanis, etc.
   ( ) 4-H, Boy and Girl Scout, etc.
   ( ) American Legion, Auxiliary and similar organizations.
   ( ) Lodge work.

The only specific tool furnished by the state for a check-up on the County Superintendent's Visit to the school is the rating cards or score sheets. Do you mail or leave at least one of these with some member of the school board?

( ) Yes  ( ) No

Do you leave a copy with the teacher?

( ) Yes  ( ) No

How much time do you spend (average) during the year with each teacher under your supervision?

(If two visits of one hour each per teacher, answer two hours)
Methods, Objectives, Outcomes of Supervision

E: Supervision is here divided into methods, objectives and outcomes. Please place a number one (1) before the device you believe to be the most important number two (2) before your second choice, etc. The number seven (7) will be the device you believe is of the least importance. If you have other devices that you believe to be of greater importance than those listed please claim the same on a separate sheet.

Methods of Supervision

Please rank according to importance by placing your numerical rating before each device listed:

(1) Teachers Meetings.
(2) Teachers Institute.
(3) Demonstration-teaching.
(4) Group Conferences.
(6) Individual Conferences with Teachers.
(7) Regular School Visitations.

Objectives of Supervision

Please rank according to importance by placing your numerical rating before each device listed:

(1) To improve Teaching Procedures.
(2) To Acquaint Teachers with New and Improved Methods.
(3) To Educate the Public Regarding Aims and Objectives.
(4) To Unify the Work Within the System.
(5) To Develop and Cultivate a Better Professional Attitude.
(6) To aid in Setting up Definite Teaching Objectives.
(7) To Develop Educational Programs and Plans.

Outcomes of Supervision

Please rank according to importance by placing your numerical rating before each device listed:

(1) Achievement and Advancement of the Pupils.
(2) Clarifies and Unifies the School Aims.
(3) Improved Relationship between Teachers and Administrators.
(4) Helps Pupils, Patrons, and Teachers to Better Understand Aims and Objectives of Education.
(5) Indirectly Leads to the Improvement of the School Plant and Equipment.
(6) Leads to Clearer and More Definite Assignments and More Accurate Lesson Preparations.
(7) Improves the Preparation of the Teacher.

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Lowth, Frank J. The Country Teacher at Work.
Excellent book dealing with the objectives to be realized in rural education. Tables for evaluation of physical and mental equipment are very good.

Lull, Herbert G. Principles of Elementary Education.
Good foundation study for any supervisor of elementary education.
Myers, Alanzo F. and Williams, Elarence O. Education in a Democracy.
Good background for specific studies in the field of administration.

A timely discussion of many of the more common problems of supervision.

Reeder, Ward G. How to Write a Thesis.
Small but valuable book, used as a guide for thesis writing.

Strayer, George D. Some Problems in City School Adm.
Discusses many phases of administrative and instructional problems in masterful manner.

A very complete treatise of the major problems with which the administrator is confronted.
Bulltins, Educational Theses, Journals, etc.


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