

SUPERVISION OF INSTRUCTION BY THE  
COUNTY SUPERINTENDENT OF SCHOOLS.

By

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B. S., Ottawa University, 1913

Submitted to the Department of Education  
and the Faculty of the Graduate School  
of the University of Kansas in partial  
fulfillment of the requirements for  
the degree of Master of Science *in Education*

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*July 30, 1925*

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The author wishes to acknowledge his indebtedness to Doctor F. P. O'Brien for the many helpful suggestions and criticisms so generously given during both the gathering of the data and the writing of this report. Without that help the study would never have been completed.

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## The Problem and the Collection of Data.

This study of the supervision of instruction by the county superintendent of schools involves only the elementary schools, since even the small high school almost uniformly has a principal who is at least nominally charged with the direction of instruction in his school. The problem is to discover so far as possible how the county superintendent of schools spends his time, what he does that pertains in any direct way to supervision of instruction and what training or experience he has had to fit him in any degree for supervision of instruction. It is to a considerable extent a job analysis of how that official functions.

The one-teacher and two-teacher rural schools of the elementary type are almost completely dependent upon the county superintendent of schools for direction, guidance and supervision. The average daily attendance in the one-teacher schools of the state for the year 1922<sup>1</sup> was 104,756 and in the two-teacher schools<sup>2</sup> approximately 8500 pupils. It is estimated that 36,700 of these pupils in the one and two teacher rural schools of the state are each year taught by inexperienced teachers.<sup>3</sup> This number is 32% of the total.

- 1- Twenty-third Biennial Report of State Superintendent of Kansas.
- 2- Kansas Rural School Bulletin, 1922.
- 3- The basis of these estimates was taken from page 25 Bulletin, Results of Instruction, University of Kansas, 1922 and from tables 33 and 34 of the Twenty-third Biennial Report of the State Superintendent of Public Instruction.

In the grade schools of the state during the same year the estimated number<sup>1</sup> of pupils taught by inexperienced teachers was 6,688 or 6.5 percent of the total number in those schools. In the graded schools there is usually some sort of supervision, while in the ungraded rural schools the supervision is entirely in the hands of the county superintendent of schools.

Accordingly these officials have direct charge of the largest portion of the teaching force in the public elementary schools of the state and the direction of a majority of all the pupils in the elementary schools. A third of this force of teachers are inexperienced and nearly a third have not had as much as a high school training according to a study of the situation made in 1922 for the State School Code Commission, yet some county superintendents when asked how much time they spend on school visits replied "all the law requires", which is one hour per year. One may wonder how much of direct, helpful, professional supervision these officers can possibly give in this one hour per year.

In the business world if a large building is being constructed a superintendent of construction is provided whose business it is to secure efficiency, to see that the work is done as specified by the contract, and also

1- See note 3 page 1

in keeping with construction standards. In a factory there is in each department an expert who supervises the work, one who is on the job all the time. Furthermore, he is not required to be policeman, adjustor of claims, salesman and what not. He is employed for supervision only and must be an expert knowing how to supervise. The company apparently realizes that the supervisor is worth a good salary and he is usually the best paid man in the department. Even the trained and faithful worker needs direction and supervision to get the best results.

If this is true in the manufacturing of shoes, automobiles or other material things that will be worn out and forgotten in a few months or years, how much more important is it that we supervise or at least attempt to give efficient direction to the great staff of teachers which the state employs to teach children in its rural elementary schools? This matter of education is a vital part of the individual through his entire life, either fitting him, or perhaps unfitting him to play his individual part most effectively in society.

From these facts the writer came to realize that there was a real problem in this matter of rural school supervision. Several of the county superintendents

of the state were interviewed. One of the county superintendents interviewed by him made the following statement, "I do not know what other county superintendents think but I feel that I am not truly a superintendent". This remark if not a confession of weakness on the part of the individual seemed to be a statement of a very grave fault in the county school organization.

The county superintendent quoted was not satisfied in his mind that he was doing any supervising of the teachers under his charge, which he considered to be the prime function of his office. This feeling may have been due to a lack of time for supervision or it may have been due to a realization that he was unable to do the work as it must be done to get results.

According to Cubberley, "Encouragement, suggestion and practical demonstration with criticism only to serve as a basis for constructive help, should represent the supervisor's chief efforts"<sup>1</sup>. This statement implies that supervisors must be highly trained individuals and to get this type of superintendent the pay must be in proportion to their ability and services. This same authority says, "Whatever their training and experience teachers entering the force need to be stimulated to

increase their preparation, and the class-room work which they do, needs helpful professional supervision".

The percent of inexperienced teachers in the one-teacher schools is shown by counties in the Twenty-third Biennial Report of the State Superintendent of Kansas, Table 33. The table in its essential form is presented here showing comparison with percent of inexperienced teachers in two or more teacher elementary schools.

Table I- Percent of Inexperienced Teachers in Elementary Schools of the State, reported by counties.

	Less than 10%	11-20%	21-30%	31-40%	41-50%	51% or more	Total
One-Teacher Schools Counties	2	7	28	36	12	14	99
Two-Teacher Schools Counties	31	20	15	3	4		73
In one-teacher schools				-Median 33%	Q <sub>1</sub> =25.6%	Q <sub>3</sub> =40.5%	
In two or more teacher schools				-Median 11%	Q <sub>1</sub> = 6. %	Q <sub>3</sub> =24.0%	

The need of better supervision in rural schools to secure more efficient instruction has been pointed out in other studies which have involved the measurement of instruction results.<sup>1</sup>

1- Results of Instruction in Different Types of Elementary Schools in Kansas- F.P. OBrien and others Bulletin University of Kansas.

Results of Instruction in Consolidated and One-teacher Schools, J.M. Foote Journal of Rural Education, April 1923.

After a search of the state superintendent's office for adequate data pertaining to this subject it was decided by the writer to send out a questionnaire to the county superintendent in each of the counties of the state. This seemed to be the only way to get the facts which had to come directly from the county superintendents themselves. A portion of the information requested had to do with the relative importance assigned by them to various activities which characterized the official school visits of that official and the percentage of time allowed for various phases of his work.

To get these data and not offer any suggestion as to the relative value from our standpoint was no small task. After much revision and criticism of the questionnaire, the following letter and list of questions were sent to each county superintendent in the state.

Copy of Letter and Questionnaire sent to County  
Superintendents of Schools.

County Superintendent,

Kansas.

Dear Fellow Educator:

I have become interested, through close association with a number of your fellow Superintendents of the state in a study of the many duties and responsibilities of your office, and also in making its influence and rewards more in keeping with these responsibilities.

I believe a careful, cooperative study of the work of that office will be of much interest and value to educational interests of the state at large and perhaps may benefit in a material way the position itself. I am undertaking this task and am asking you to assist me in this work by filling out the following blank and to return it to me, care of School Service Bureau, University of Kansas, Lawrence, Kansas. Your reply will be held confidential and impersonal in every way.

Respectfully yours,

Date \_\_\_\_\_  
Name of your county \_\_\_\_\_ Number of rural schools \_\_\_\_\_

1. How many terms have you served as county superintendent before the present time? 666 Did these terms immediately follow each other? \_\_\_\_\_ Have you ever been county superintendent in any other county in Kansas? \_\_\_\_\_ In any other state? \_\_\_\_\_ What was your school position before you became county superintendent? \_\_\_\_\_ Where? \_\_\_\_\_

2. In general what percent of your working time do you give to, School Board conferences or meetings? \_\_\_\_\_  
To other office duties? \_\_\_\_\_ To community, athletic or social programs? \_\_\_\_\_ To visiting schools? \_\_\_\_\_  
To duties not included above? \_\_\_\_\_

3. Do you have an office assistant? Part time \_\_\_\_\_ Full time \_\_\_\_\_

4. How many schools do you visit oftener than once a year? \_\_\_\_\_ Oftener than 2? \_\_\_\_\_ 3? \_\_\_\_\_ 4? \_\_\_\_\_ 5? \_\_\_\_\_  
6 or more? \_\_\_\_\_

5. What would you say is the average length of these school visits made by you? \_\_\_\_\_

6. Please rank the following activities as 1,2,3, etc in the order in which you devote the more time in general to any of them:-

School buildings _____	Sanitation _____
School furniture _____	Special activities _____
Teaching equipment _____	School Library _____
Playgrounds _____	Teacher conference _____
Discipline _____	Criticism and advice _____
Instruction methods _____	Heat, Light, Ventilation _____
Organization work _____	Settling Difficulties _____
Talks to pupils _____	Any other activity _____

7. Do you regularly make a written report of the school visited to the Board of Education of that district? \_\_\_\_\_  
To the teacher? \_\_\_\_\_

8. How many years have you been a class-room teacher? \_\_\_\_\_  
A school principal? \_\_\_\_\_ What teaching certificate do you now hold? \_\_\_\_\_

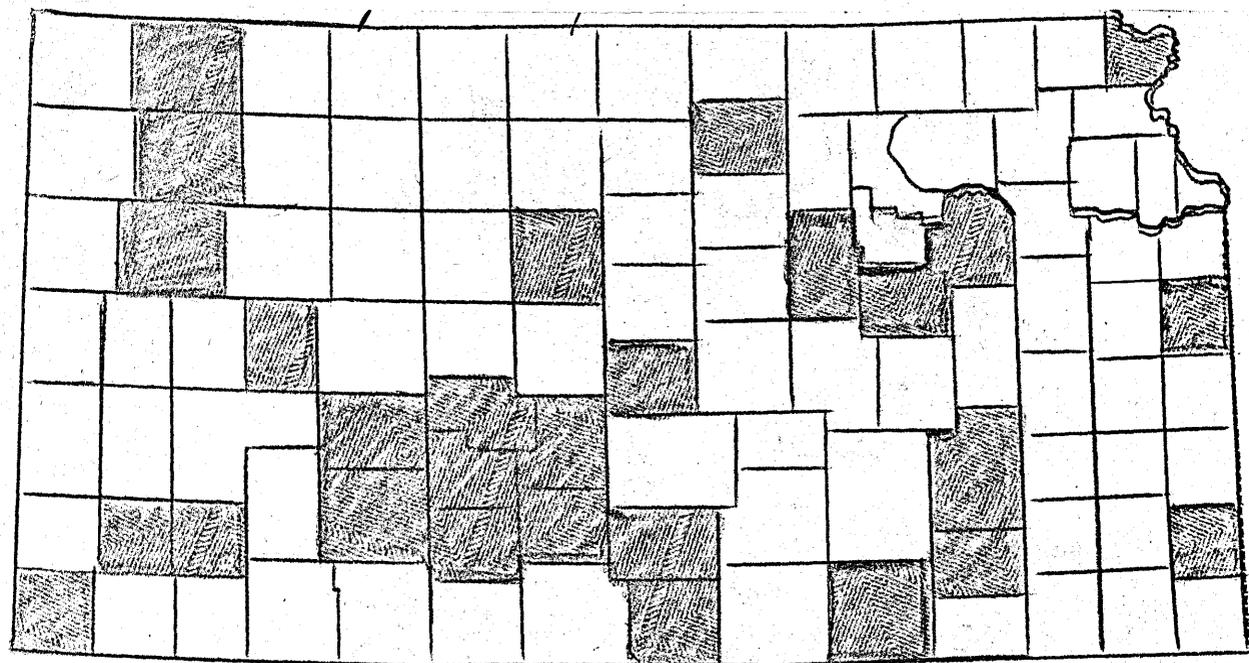
9. Do school boards confer with you before electing their teachers? \_\_\_\_\_ What percent of boards do this? \_\_\_\_\_  
Before remodeling or erecting school buildings? \_\_\_\_\_

10. How many years have you attended High School? \_\_\_\_\_  
Normal School? \_\_\_\_\_ College or University? \_\_\_\_\_  
Weeks in Summer School? \_\_\_\_\_ (not included above)  
(Do not include county institute sessions above)

This letter with the ten questions was mimeographed on one sheet and mailed to the 105 county superintendents of the state under date of April 5, 1922. Each letter contained a stamped and self addressed envelope for the return of the filled blank. The letter of introduction and explanation was intentionally made brief.

The prompt response of fifty-seven of these one hundred and five superintendents was very gratifying as this number of replies were received at the end of the first week. In about four weeks a second letter with a second copy of the questionnaire was sent to those not replying by that date, a total of sixty-seven having made returns. This letter brought the number reporting up to seventy-two. A third letter was sent out the last of May to thirty-three superintendents from whom a report had not been received. This brought in three replies. Two more were obtained by personal visits, bringing the total up to seventy-seven reports out of a possible one hundred and five, which is, everything considered, a high percentage of replies to such a questionnaire.

The map following shows the distribution of the counties in the state from which replies were received.



More than two-thirds of the seventy-seven replies were complete in all details, the remaining were lacking in some parts but sufficiently complete to be used. A return from one county in the eastern part of the state gave answers which ran as follows; "all the law requires", "dont remember", and "what is absolutely necessary". There was little positive value to this report so it was not included in the tabulations.

One may wonder whether this individual was not exceedingly truthful and perhaps actually represented one type of county school officer. Perhaps those who declined to cooperate in this study included many others who had little to report. It was however a note-worthy fact that the great majority were willing to cooperate and to do anything within reason, devoting considerable time and effort to filling out the questionnaire. It is to this class of officers that we are greatly indebted for the major portion of the data used in this report. Of the seventy-seven replies received, twenty-four were from men and fifty-three from women.

Question number two in the questionnaire was designed to discover if possible the distribution of time of the county superintendents. The percent of time was asked for as nearly as the superintendents could estimate it. While this information is only an estimate it represents as accurate data as could be secured for the purposes of this study.

Question number four attempted to bring out the frequency of school visits and the consequent number of opportunities for supervision. It may be assumed that the number of visits stated in answer to that question will be liberally estimated by the county superintendent if the actual number is not a matter of record.

Since the law requires the county superintendent to visit every school in his jurisdiction once per year or forfeit five dollars of his salary per school missed, the question of interest is how many schools he visited more than once and what was the number <sup>of visits</sup> per school.

In question number five the length of the visit was asked for in order to see if the time actually spent in any of these visits was in excess of the time prescribed by law. These data were also available in the county superintendents' annual reports filed in the state superintendent's office. These facts were checked as to the length of visits reported in the two records. This alone furnished an interesting bit of comparison as well as giving some valuable data.

In question number six, sixteen activities pertaining to school visits were listed to be ranked by the superintendent in the order of their importance as measured by the time he spent in each, number one

designating the most time spent. Only an estimation of how their time was spent could be obtained as such facts were not available from any office records. Some ranked only three activities as listed, stating that they thought that these would represent the most important ones. A few said that they could not see any difference in these activities or that they could not possibly rank them. However, a majority of the superintendents ranked them as they were requested to do.

In order to ascertain the experience of the county superintendents as teacher, as principal and superintendent, question number eight was included. To know whether these officers had a first-hand realization of the many trials that beset a teacher in the classroom and then to see what variety of experience they had had in school work seemed to be very important. The last part of question one was intended to dive-tail with this question and to throw light on the kind of experience reported. In this way one can see how many had previously done work of a supervisory nature.

It is also permissible to ask, as in question nine, whether the county superintendent is in practice consulted for professional advice in matters as vital educationally as the selection of teachers or the location and building of new school buildings. If they

are they may thus influence to a marked degree the types of schools in any county. If they are not consulted in such matters one may ask why their professional influence is so much less than that of the city superintendent in the city school system. One may find some explanation to this situation in the answers to question ten.

## CHAPTER II.

### Analysis of the Factors Involved.

In the tabulation and analysis of the data collected the writer had several questions in mind upon which he was seeking definite information. Among these questions were the following:

1. How much time and attention does the county superintendent devote to what may in any sense be regarded as supervision?
2. What has been the amount and variety of the school experience of that officer?
3. How adequately is the county superintendent prepared by general and professional training for work in supervision?

With reference to the first of these questions a tabulation of the answers to item two in the questionnaire provided some significant evidence. The percentage of time spent in connection with the different activities indicated are presented in the table which follows. These statements may be little more than estimates on the part of the officers who responded but they deserve consideration.

Table II - Distribution of Time spent by County Superintendents among various official activities.

Percent of time	School Board Conference	General Office Duties	Visiting Schools	Community Programs etc.	Other Duties
5% or less	17	0	2	23	17
6-10	26	1	7	25	14
11-20	12	9	19	4	13
21-30	3	12	13	2	2
31-40	2	8	10		
41-50	1	15	12		
51-60		6	2		
61-70		4	1		
71-80		5			
81-90		1			
No data	16	16	11	23	31
<hr/>					
Total No.	77	77	77	77	77
Median Perc	9.0	41.7	23	6.8	8.

This table shows that the median amount of time given by county superintendents to school board conferences and meetings as reported by themselves is nine percent of the total time devoted to their official duties. Likewise in caring for general office duties the median percent of time consumed was 41.7%; in visiting schools 23%; in community and school programs 6.8%; in all other duties not included in those named 8%. Here it is evident from their own testimony that these officers spend far more time in office work than in any of the other activities. In fact, the average time spent in office duties as shown in this table comes

close to being as much as is spent in all the other activities together (9 + 23 + 6.8 + 8.).

It will of course be understood that since the number of schools in the different counties varies widely even the same percentage of time spent in visiting the schools in two or more counties may not provide an equal number of visits or equal length of visits to the schools visited. Furthermore, the provision of adequate clerical assistance for handling much of the office routine may enable the superintendent to devote a larger portion of his time to school visitation than would otherwise be possible.

The percent of total time spent in visiting schools is shown in the next table separately for superintendents who have full time office assistants, for those having part time office help and for those having no office help. Only 61 reported this information so that it could be included in the tabulation.

Table III - Percent of time spent in school visits by county superintendents having full-time, part-time and no office assistants.

Percent of time in visits	Full-time Office asst.	Part-time Office asst.	No Asst.
0-- 9.9	0	2	3
10--19.9	0	2	6
20--29.9	3	9	8
30--39.9	4	4	1
40--49.9	1	5	0
50--59.9	5	5	0
60--69.9	1	0	1
70--79.9	1	0	0
<hr/>			
Totals	15	27	19
Median Percent	45%	31.2%	20.6%

It is evident from the facts in this table that the fifteen county superintendents who have full-time office help give to the schools under their direction more than twice as large a percentage of time as the superintendents having no office assistance give to visiting their schools. Those having half-time assistants spend fifty percent more time in visiting schools than do the superintendents without any assistance. Assuming that these percentages are fairly accurate then there is much apparent advantage in providing an office clerk for the county superintendent, excepting that *some* of those counties which furnish

full-time office help have a large number of rural schools. Accordingly more time may be consumed in making even one visit to each school than would be true in counties having fewer schools.

The data in the next table will enable the reader to see to what extent the office help is made necessary by a large number of rural schools in the county and to what extent it is a means of unloading the county superintendent from clerical detail so as to enable him to do what may be more significant educationally.

Table IV- The Number of Rural Teachers employed in Counties included in Preceding Table.

	No. of teachers Fewer than 65	66-75	76-85	86-95	96-105	106-115	116 or more	Tot.
Having Full-time Assistance	2	2	2	3	1	2	3	15
Having Part-time Assistance	3	4	5	5	6	3	1	27
Having no Asst.	15	2			1		1	19
No information	6	2	2	3	2	0	1	16

It is also worthy of mention that the median percent of the superintendent's time used in visiting schools was 33% for the 46 eastern counties and 17.5% for the 31 western counties which reported the information.

Still one may want to know what was the prevailing length of visit made to these schools- which are so completely dependent upon his counsel and guidance- by the county superintendent of schools. The distribution of the visits by their length is shown here.

Table V- Length of school visits made as reported by the county superintendents (in terms of average visit).

Time approx	3/4hr	1 hr	1 1/4hr	1 1/2hr	1 3/4hr	2 hr	2 1/4hr	2 1/2hr	Tot.
Counties	1	22	14	23	6	7	3	1	77

Of the seventy-seven superintendents who replied the median length of visit was.....1.39 hrs. The same seventy-seven reporting to the state superintendent of education a little earlier gave.....1.43 hrs as the average length of visit for that group. The difference in the two reports is .04 hrs or 2.4 minutes. This speaks well for the accuracy of the data used.

There is no reason for supposing that the length of these school visits might be understated by the superintendents, on the other hand there is some tendency for such information to be overstated, especially when it is only estimated and since the law prescribes one hour as the minimum length of such visits. Roughly then one may say that their average length (expressed by counties) was a little more than an hour.

Table VI - Number of times the County Superintendent visited the same school in a year and the aggregate number of schools visited. (77 counties)

No. of visits per year	1	2	3	4	5	6	more than 6	Total
Aggregate number	2730	1109	308	153	28	8	2	4336
Percent of total	62.9	25.9	7.1	3.5	.6			99.7

This table makes clear the fact that in general three out of every five schools (62.9%) were visited only once during the year by the county superintendent. One-fourth of these teachers (25.6%) were visited two times during the year, and 11% of them were visited more than twice. No information is at hand to indicate whether the younger or more inexperienced teachers were visited the more frequently.

Bearing in mind that one visit per year of approximately 1 1/4 hours in length constitutes the only direct opportunity for supervision of instruction that the county superintendent has in the majority of his schools according to prevailing practice as is shown in the preceding tables, yet it is by no means certain that the supervision or improvement of instruction commands the chief part of his attention during the brief time spent in these schools.

An earnest effort was made to secure the reaction of the county superintendents themselves as to how they tend to distribute their time when visiting schools between matters of physical, community or instructional concern and matters of incidental detail. Each superintendent was asked to rank the list of suggested activities in the questionnaire in the order in which he devoted the more time in general to each or any of them. The list comprised 16 different items or suggestions (question 6 of questionnaire). These were arranged so as to avoid indicating by their order anything of their relative importance. Care was also used to avoid such terms as 'supervision' lest its use might influence their responses. As a consequence the activities listed are not well defined but they may still be reasonably satisfactory to provide an index of how the superintendent spends his time when he visits the rural schools.

As might be expected, not all of the 77 superintendents who responded answered this question. Eight left it blank, while 24 others ranked nearly all of the activities as 1, 2 or 3 in importance,

judging them by the time given to each. Thus several items in the list were ranked 1 by the same individual and several others were ranked 2 or 3, giving a total of 138 firsts, 119 seconds and 103 thirds. This may indicate their inability to discriminate or their unwillingness to commit themselves more definitely on how they spend their time when visiting schools. The distribution of the replies is presented in the next table.

Table VII - The Order of Importance in their own practice given by the County Superintendents to the activities listed.

	Rank	School Buildings	School Furniture	Teaching Equipment	Play Grounds	Discipline	Methods	Organization Work	Talks to Pupils	Sanitation	Special Activities	School Library	Teacher Conference	Criticism and Advice	Heat, Light, Ventilation	Settling Difficulties	Other Activities	Totals
School Buildings	1	6	3	9	5	9	23	18	8	6	3	4	18	8	8	5	3	136
School Furniture	2	5	6	8	6	7	12	17	5	6	6	3	15	7	6	6	2	119
Teaching Equipment	3	6	3	1	4	15	7	7	9	9	5	4	9	7	3	11	3	103
Playgrounds	4	1	1	5	5	6	4	3	7	3	0	4	6	4	4	4	1	58
Discipline	5	2	4	7	1	1	4	2	6	3	3	3	3	7	3	4	0	53
Instruction Methods	6	7	6	3	8	1	1	1	4	5	1	2	3	3	3	3	0	51
Organization Work	7	7	5	3	3	5	1	1	2	6	5	5	2	2	1	2	0	50
Talks to Pupils	8	2	4	5	5	1	0	2	6	2	2	5	1	3	0	5	2	45
Sanitation	9	2	3	8	2	0	0	1	4	2	3	5	1	2	6	2	1	42
Special Activities	10	5	4	2	4	0	0	1	0	4	2	4	3	1	6	2	0	38
School Library	11	3	3	1	2	3	0	2	1	3	5	1	1	2	3	4	1	35
Teacher Conferences	12	3	3	1	2	4	0	0	2	1	3	5	1	1	1	6	0	35
Criticisms and Advice	13	2	2	2	3	1	0	1	3	1	4	3	0	1	3	4	1	31
Heat, Light, Ventilatio	14	2	5	0	3	1	2	1	0	2	4	0	0	1	1	1	3	26
Settling Difficulties	15	3	0	1	0	2	0	1	2	0	3	0	0	2	1	1	4	22
Any Other Activity	16	0	0	0	0	1	1	0	0	0	1	0	0	0	0	1	9	13
Total		56	52	56	53	57	55	58	59	57	47	50	64	51	51	61	30	857

A total of 69 superintendents' replies are tabulated in compiling this table.

This table shows that 6 of the 69 superintendents ranked 'School Buildings' first and 6 others ranked that item third on the basis of most time given to the subject in connection with their school visits. Three other superintendents ranked the same item fifteenth in its importance among the activities listed. 'Methods' was given the place of first importance by 23 superintendents as based on their practice in visiting schools. It is ranked first more than any other activity reported here.

There is no certainty as to how these superintendents interpreted 'method' for example, or that it had the same meaning for all. But it may be assumed that 'Methods' 'Teacher Conference' 'Organization Work' and perhaps 'Teaching Equipment' concern the work of instruction more or less directly. Such activities then will be included in what is more specifically regarded as supervision of instruction. It may be observed in the preceding table that one or more of these four items was ranked 'first' 68 times (of the total of 136 'firsts' recorded). The same activities were given next to the highest rank in 52 of the 119 responses so recorded.

It is apparent then that there is a pre-

dominant tendency for the superintendents reported here to place activities concerned with supervision of instruction relatively high among those to which they devote attention on school visits. Doubtless other activities, as 'School Library', 'Criticism and Advice' or 'Special Activities', may also be closely related to supervision of instruction but no definite facts are available in this connection. But even the higher rank given to the more directly supervisory activities would not seem to warrant an estimate of more than half the time of a visit being given in general to such items.

One of the most striking facts in the table preceding is the lack of agreement among these school officers or the great variation in practice regarding the activities named. Many of the <sup>same</sup> activities are ranked by these 69 superintendents from first to fifteenth or sixteenth in rank. This is the more meaningful because of the fact that each superintendent reported the general or prevailing practice for the schools in his county as a whole. Thus the great difference appears to be more a difference in view-point or standards than a difference between particular schools. Apparently what he does in general when

visiting a school depends more upon who the superintendent is than upon what the need or situation in the particular school may be.

The next table shows how their activities on school visits were ranked by the 24 superintendents who did not attempt to distinguish more than three ranks. All activities considered by them were ranked 1, 2 and 3.

Table VIII- How a Portion of the County Superintendents Ranked the Activities which occupy their time on School Visits.

Rank	School Buildings	School Furniture	Teaching Equipment	Play Grounds	Discipline	Methods	Organization Work	Talks to Pupils	Sanitation	Special Activities	School Library	Teacher Conference	Criticism and Advice	Heat, Light, Ventilation	Settling Difficulties	Other Activities	Totals
1	6	4	7	5	7	8	6	7	7	3	4	11	5	6	3	3	92
2	4	6	6	6	6	2	4	4	5	3	5	7	3	5	5	1	82
3	6	2	2	2	1	3	5	9	3	6	3	2	4	2	9	5	64
Total	16	12	15	13	14	13	15	20	15	12	12	20	12	13	17	9	228

One may observe in this table that an average of approximately 4 activities were ranked 1 by each of the 24 superintendents (92 - 24); two or three others were ranked 2 (62 - 24); and the same number were ranked 3, thus leaving 6 or 7 items on the average not ranked by them. Moreover those activities which were regarded in Table VII as dealing with instruction work comprise only 33 of the 92 first in rank as recorded <sup>in this table and 19 of the 72 which are next to the first rank.</sup> Thus the activities most directly concerned with supervision of instruction were ranked high by these individuals, an average of 1 in 3 instances. They seem to have given greater time and attention to the more formal matters, as discipline, play, buildings, sanitation and talks to pupils.

In contrast with the way these 24 county superintendents say that they spend their time in school visits, the 45 other superintendents who attempted to discriminate more closely and ranked all or nearly all of the activities listed also gave to instruction work much more prominence in their ranking. In fact, for the latter group the activities dealing more directly with instruction comprised 3 out of each 4 of those first in rank as recorded by them. The same activities were given next to the highest rank by

this group in 60% of the items ranked as second. Here then is evidence that at least a portion of the county superintendents are devoting themselves to supervision of instruction in form and doubtless also in spirit as well as their time and training will permit.

Still further analysis of how these officers spend their time when visiting schools shows an evident tendency on the part of the 37 county superintendents in the eastern part of the state who furnished the information to give more time and emphasis to instruction activities than do the 27 superintendents from the western part of the state who cooperated on this question. In view of the fact that the number of teachers in many of the western counties is not large one is the more surprised that supervision is emphasized less. This fact suggests that the experience or training of the superintendent may be closely related to what he does in the way of constructive supervision.

What has been the amount and variety of the county superintendent's school experience?

While many of the county superintendents have been rural or grade school teachers before their election as administrative head of the schools of the county, yet more than half of those holding

that office in 1922-1923 had been high school teachers, principals or city school superintendents immediately preceding their election. This situation is shown by the following tabulation.

Table IX- School Position Held by County Superintendents Preceding Election to Present Office.

Position	Rural Teacher	Grade Teacher	High Sch. Teacher	Elem. Prin. Prine	R.H.S.	Prin. H.S.	City Supt.	Tot
	20	15	10	15	1	7	8	76

One superintendent did not provide this information as requested. The 45 who had been teachers before their election and who had not previously had experience in school administration or supervision were of necessity handicapped in a position which by its nature involves organization work and the direction of scores of other teachers. *Probably few had actually experienced good supervision as teachers.* Of the 15 who had been High School Principals or City Superintendents several had not had experience in elementary school teaching. This fact in itself would tend to be a serious deficiency for supervising instruction in elementary grades. It is practically impossible for one to instruct others how to do better than which he does not know how to do himself.

There is no information available to indicate

how many, if any, of these officers charged with supervisory and administrative duties had previously studied any courses in an educational institution dealing with such matters or had even read any books which would give them an understanding of the principle or a knowledge of the technic of school supervision in the modern sense.

However, some of these officers had been privileged to learn something about the work of the office by previous experience in that office. The next table presents the facts regarding their experience in that position.

Table X- Previous Experience in Position of County Superintendent as Shown by Number of Terms Served.

Previous Terms	0	1	2	3	4	5 or more	Total
	35	17	9	8	4	4	77

Of the 77 county superintendents reporting 42 of them or 55 percent of their number had already had one or more terms of experience in that office. But 45 percent of their number were without previous experience in the position.

In this work as in any other line efficiency requires training and experience. In the foregoing

paragraphs it appears that over 45 percent of these superintendents were serving their first term as county superintendents and that their experience in supervision has been very limited as a class, only about 40 percent having had any sort of experience in this particular kind of work.

There are many details and a technique to be mastered in any responsible position such as this one if a really efficient administration is to result. If there is a turn-over of 45 percent or nearly one half of all of the officers every two years can the best service be expected? One may wonder whether this is not a very great weakness in our county school organization. Experienced officers would be conducive to greater familiarity with the details of the office, the location of the school buildings and the personnel of the teaching staff. Such knowledge would make it easier to plan a trip that would take the minimum of time in driving or to help the weak teachers, encourage the strong ones and reduce the time spent in routine office work.

How adequately is the county superintendent of schools prepared by general and professional training for supervision instruction work?

This question implies the need of adequate training for the work of supervision and the futility of employing untrained people to do what they know not how to do. Experience alone, however extensive it may be, is insufficient. In fact, if experience be not of the right kind the more one has the greater may be his unfitness for the task at hand.

If these officers have had sufficient general education to fit them for educational leadership then with such a foundation they may readily secure the professional training and technique necessary by private study and summer school courses. The next table shows the extent of their general schooling.

Table XI- The Schooling of County Superintendents.

	No H.S. Training	1 or 2 yrs H.S.	3 or 4 yrs H.S.	1 or 2 yrs normal
No. Supts.	5	3	13	15
Percent of total	6.9	4.	19.	22
	3 or 4 yrs. Normal	1 or 2 yrs. College	3 or 4 yrs. College	
No. Supts.	7	13	13	
Percent of total	11	19	17	

This table gives the facts regarding general schooling for the 69 superintendents who answered this inquiry in the questionnaire. A total of 21 of these

officials (30%) have had only a high school training or less. Fifty percent of their number have not had more than 2 years of normal school training. Some of the teachers under their direction have had more than that amount of training. It is certainly inadequate education for the position when viewed with reference to its potential bigness and influence.

An analysis was made of the average length of school visit for each of three groups of these superintendents according to the extent of their own schooling. The three groups comprised (1) those having not more than high school training, (2) those having normal school training, and (3) those having college training. The median length of school visit was one hour for group one, 1.27 hours for group two, and 1.09 hours for group three.

There is a marked tendency for those trained in the normal school to make longer visits to their schools. Those trained in colleges make shorter visits and the least trained group make the shortest visits. One may wonder whether the college trained county superintendent can accomplish as much in less time or whether the low salary and other conditions simply tend to select a low standard of college trained person for this sort of position.

Little information of actual professional value is available from a study of the grade of certificate held by these officials. Yet it may be at least mentioned that 33% hold life certificates, 44% hold a first grade county certificate and 22% hold a state or normal training certificate.

It is a fair assumption that few of these county superintendents have had professional courses intended to train them for administrative or supervisory work in the more modern or scientific sense. But no facts were actually secured on this point.

However, the number of these officials who have ever attended a summer school of any kind to improve their professional fitness is shown in the table which follows. This information was provided by the superintendents in answering the questionnaire.

Table XIII- Number of Weeks spent in Summer School by County Superintendents

No. of Supts.	No. of weeks								Total
	0	1-10	11-20	21-30	31-40	41-50	51-60	61-70	
	45	15	9	3	1	1	2	1	77

Nearly 60% of the present occupants of that office (1922-1923) have never attended any summer school. Half of those who have attended summer school could get

all the attendance credit which they have in one summer, (11 weeks). No attempt was made to evaluate the kind of summer school attended or the quality of work done, excepting that they were definitely instructed not to include time spent in attending teachers' institutes. Their indifference to summer school may be taken as an index of their professional attitudes.

The length of teaching experience of these superintendents was long enough to have given them plenty of opportunity for self improvement in summer school.

Table XIV- Total Years of Teaching of County Superintendents.

No. of Supts.	Years of Teaching							Total
	0-5	6-10	11-15	16-20	21-25	26-30	31-35	
	9	25	23	10	2	4	3	76

The median number of years taught is more than ten, yet a majority of their number have never attended summer school, while the median number of weeks of attendance at summer school for those who do go is eleven. This means one for two summers of school in ten years which does not indicate a very strong intention on their part of getting advanced training.

Whatever may be disclosed regarding the training, experience or efficiency of the county superintendents, the fact still remains that the salary is insufficient to command, the services of competently trained educational leaders for this potentially important position. The next table shows the salary distribution.

Table XV- The Annual Salaries of County Superintendents.

	Salaries \$800 or less	801- 900	901- 1000	1001- 1100	1101- 1200	1201-1300- 1300 1400	1401- 1500	
No. Supts.	6	1	0	0	8	6	1	6

	Salaries 1501- 1600	1601- 1700	1701- 1800	1801- 1900	1901- 2000	Total
No. Supts.	38	0	0	2	6	74

The median salary per year received by the 74 county superintendents reported here was \$1524.68. This salary is equivalent to \$127.05 per month for 12 months.

## Summary and Conclusions.

1. A majority of the pupils and teachers in the elementary schools of the state now depend almost entirely upon the county Superintendent of Schools for whatever supervision and guidance they receive.

2. One-third of the teachers in the one-room schools are without teaching experience.

3. A questionnaire directed to County Superintendents, as a part of this study, secured replies from 77 of the 105 counties in the state. The tabulated returns show that these superintendents give an average of only 23% of their time to visiting schools in their territory.

4. The Superintendents having full or part time office assistants give much more time to visiting schools than do those having no assistant. The average per cent of time devoted to visiting schools in the eastern counties of the state is almost twice as great as in the western counties.

5. The prevailing practice in Kansas is one visit per year of the county superintendent

to each school. The visit has an average length of 1.25 hours.

6. There is a great variation in the distribution of that time among the different activities which concern his visit, but in general the activities which are supervisory in character claim approximately half the time spent at a school.

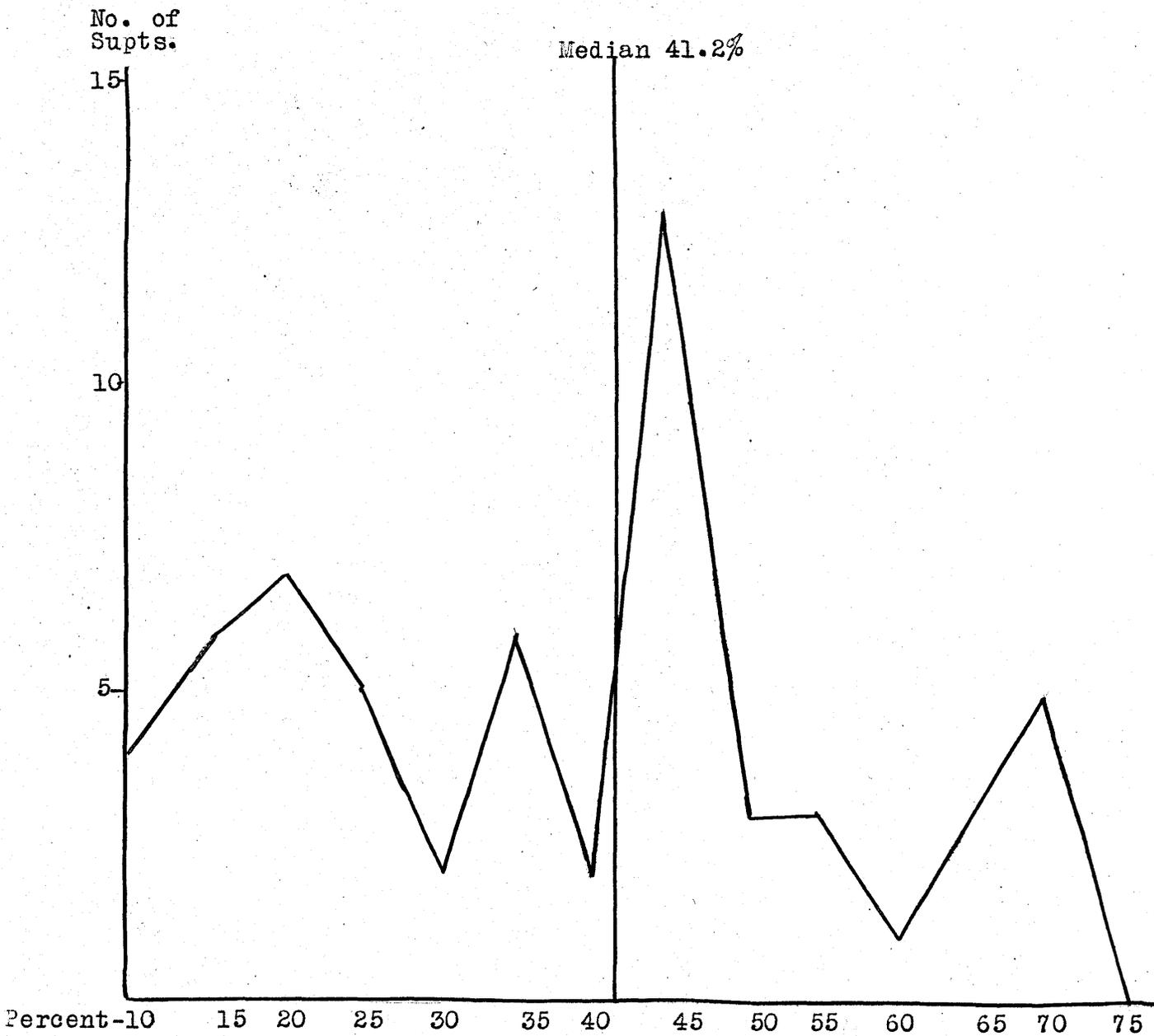
7. A majority of these county superintendents have had no previous experience in supervisory or administrative work, before coming into this office. Many others are apparently without experience in elementary school teaching.

8. The typical county superintendent of schools in Kansas has had two years of normal school training, 12 years of teaching experience, no credit in summer school of any kind, and receives \$1525.00 for 12 months of service.

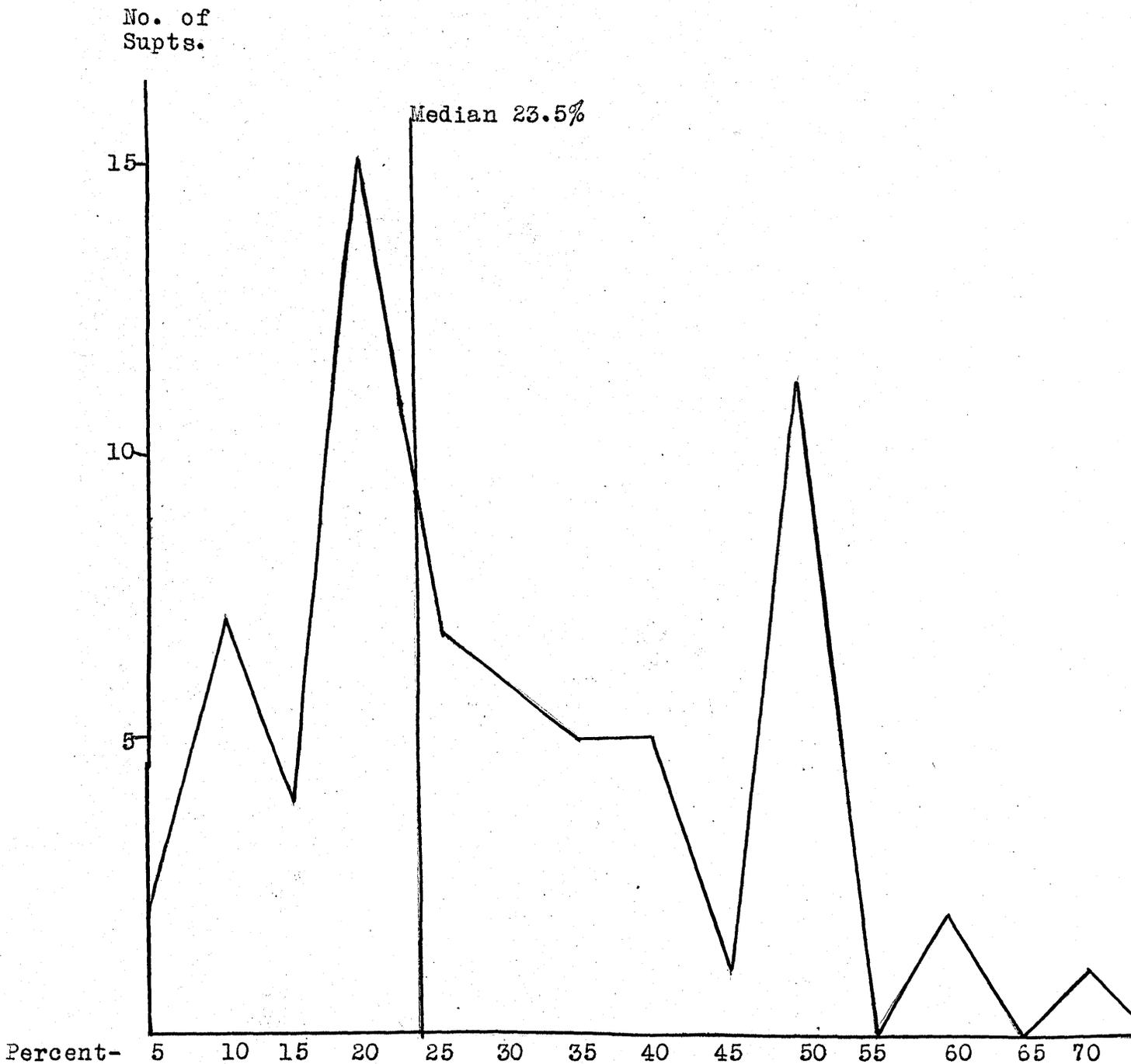
9. While it is evident that the time devoted by these officers to actual supervision of instruction is much too limited to be effective, yet it is almost equally evident that even with much more time devoted to the task, the inadequate

preparation, the restricted experience, and the limited selection due to the unattractiveness of so small a salary offer little hope of securing effective supervision without a marked change in type of the supervising officers.

Graph Showing Percent of Whole Time Given To  
Office Duties  
By the County Superintendent.

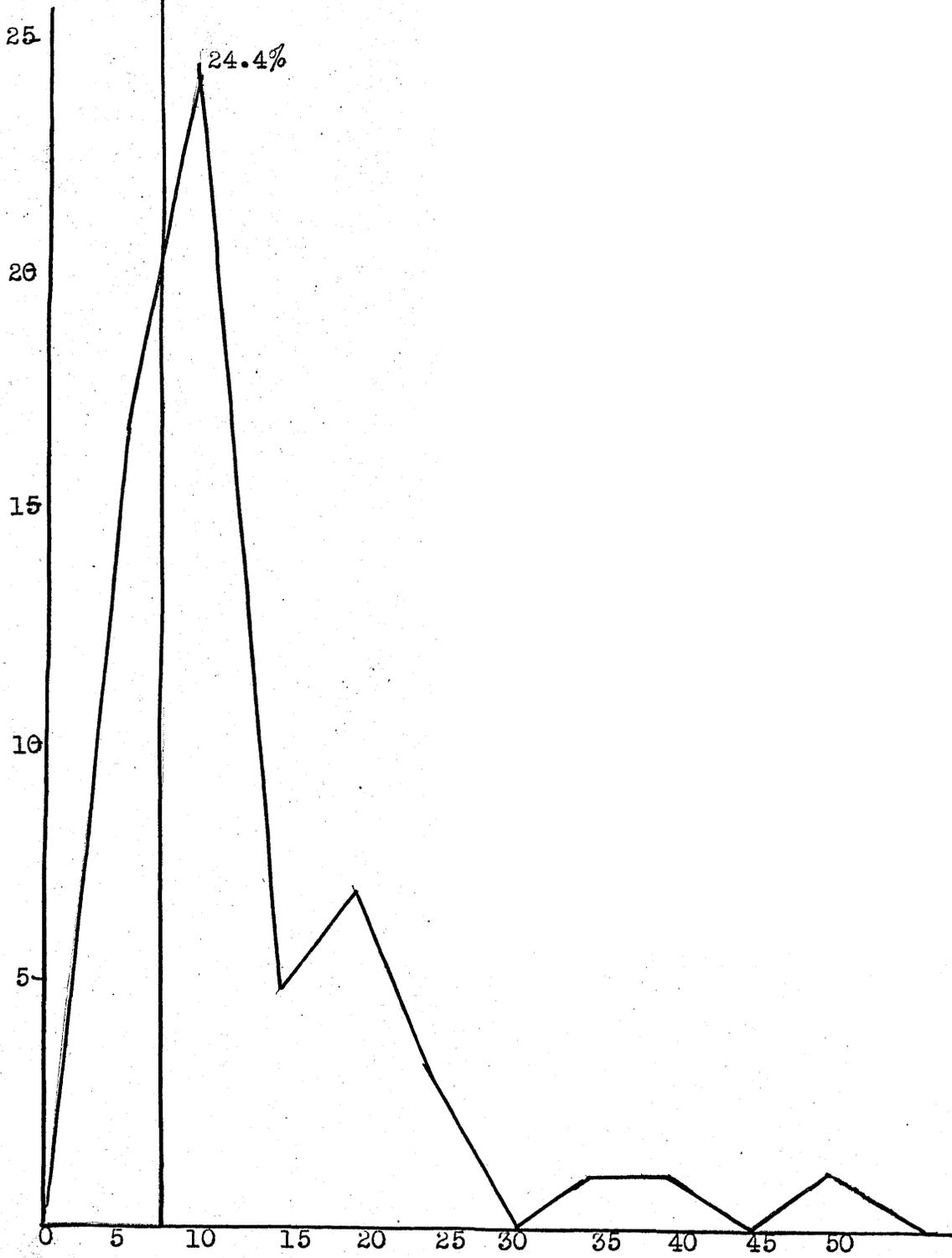


Graph Showing Time in Percent of the Whole Time  
Given to School Visits By County  
Superintendents.



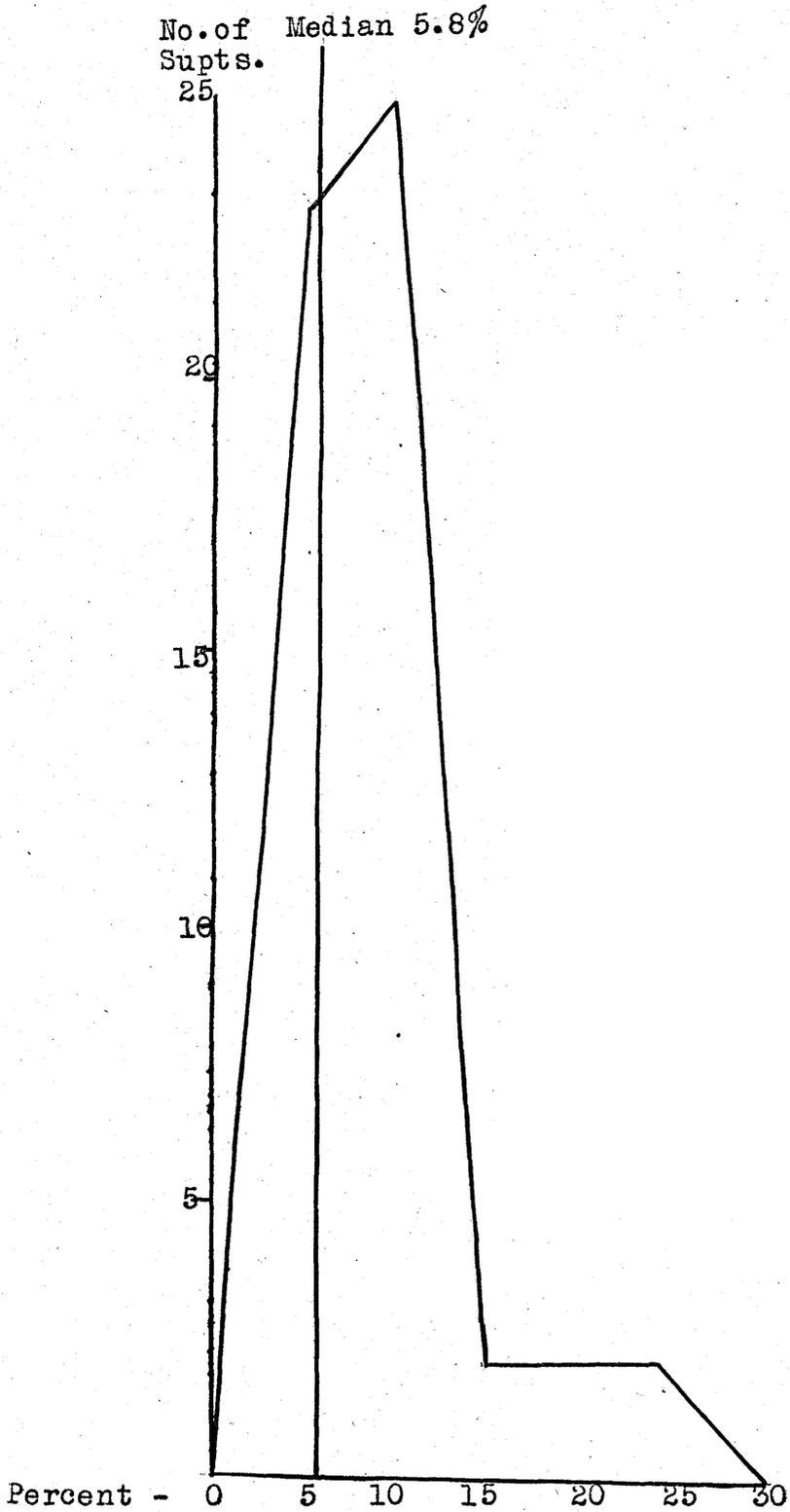
Graph Showing Percent of Whole Time Given to School  
Board Conferences By County  
Superintendents.

No. of Supts. Median 7.47



Percent

Graph Showing Percent of Time Given to Community  
Athletics or Special Programs.



Graph Showing Time Spent in Office  
By County Superintendents with  
Full, Part and No Assistants.

\_\_\_\_\_ Full Time Assistants  
 - - - - - Part Time Assistants  
 - - - - - No Assistants

