

County Supervision of Schools in Colorado

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## Chapter I

### Nature and Extent of the Study

An investigator may be interested in a number of different aspects of County Supervision of Schools. One may want to know just how county superintendents put in their time; or he may be interested in their previous experience, if any, in school work; likewise he may be interested in knowing the type and extent of the academic training that county superintendents bring to their task, and so on.

This study will attempt to show how county superintendents in Colorado are discharging the duties of that office in so far as the data gathered are adequate to show the situation, and to the extent that the investigator is successful in presenting the facts. More specifically, the study will attempt to analyze the activities of the county superintendents pertaining to supervision of instruction in the rural elementary schools of the state.

In Colorado there are sixty-three counties, having a total of 2,907 rural schools, enrolling approximately 42,000 pupils.\* While the county superintendent is ostensibly the general superintendent of all of the

\* Report of Colorado State Superintendent of Public Instruction, 1921-1922.

schools of the county in Colorado, in actual practice he leaves the real supervision of first and second class districts to the local superintendents of such areas.

The law on the matter in the statutes reads:

" It shall be the duty of the county superintendent to exercise a careful supervision over the schools of his county, to visit each school at least once during each quarter it is in session, to see that all the provisions of this act are observed and followed by teachers and school officers; to examine the accounts of district officers to see if such accounts are properly kept, and all district funds properly accounted for; to keep in a good and substantial bound book a record of his official acts, and such other matters required by law to be recorded; to obey the legal instructions and decisions of the superintendent of public instruction. He shall keep a record of the registers, record books, and order books furnished to the several districts of his county; and it shall be his duty to hold county teachers' associations whenever, in his judgment, the interests of the school work demand it; the records of the county superintendent's office shall be open to the inspection of any citizen of the county and within one week from the close of each school year he shall publish in some newspaper published in the county, if there be such a paper, a statement of the apportionment of the school funds for the year preceding." Revised Statutes, 1908, Section 5881.

Information concerning supervision of instruction in these schools might perhaps have been secured by interviewing each county superintendent in this territory. The time and finances required, if depending upon direct personal inquiry to provide the facts needed, did not permit the author to use that method.

Two other methods came under the writer's notice; one used by Requa W. Bell, superintendent of schools,

Wilson, Oklahoma; the other used by N. E. Schupbach of the University of Kansas. The Oklahoma investigator tried to get the facts needed by having each superintendent make out a detailed program of his activities each day for a period of seven consecutive days. This plan was said to have received the approval of the Oklahoma State Department of Public Instruction. It has not yet been made public. The other study employed a questionnaire very similar to the one employed in this study. The investigation pertaining to county superintendents in Kansas formed a Master's thesis, the title of which was, "Supervision of Instruction by County Superintendents of Kansas", completed at the University of Kansas in 1925.

The questionnaire method seemed to the present writer more likely to secure the desired information than did the method of trusting to each superintendent to fill out a time schedule of his own activities for even a seven day period. Accordingly the former method was employed as the instrument by which the data in this study were secured.

As the writer, who is himself a county superintendent of schools, believed that the rural schools were the ones over which he should exercise the most careful supervision,

the questionnaire asked for information from the other superintendents on that particular item. Then some inquiry concerning their previous experience, if any, either in Colorado or elsewhere, and a question or two concerning the work of each county superintendent immediately prior to his taking up the work of the office were included. The writer also wanted to get some idea of the way in which other county superintendents distributed their time. A copy of the questionnaire employed and the accompanying letter is shown here.

Wray, Colorado,  
March, 1924

County Superintendent,  
\_\_\_\_\_, Colorado

Dear Fellow Educator:

As I am making a statistical study with reference to the way in which county superintendents of Colorado divide their time and the type of educational qualification of each in preparation for the work which each is doing, I am asking you to assist me in this work by filling out the following blank as completely as possible and returning it to me in the enclosed envelope. Your reply will be held strictly confidential and impersonal in every way. Names of superintendents will not appear in the study. In return for this courtesy I shall be glad to mail you a copy of the completed study.

Yours very respectfully,

T. H. Hooper, Co. Supt. Yuma Co.

Date \_\_\_\_\_

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

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

2. In general what per cent of your working time do you give to School Board Conferences? \_\_\_\_\_ 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 twice? \_\_\_\_\_ Three times? \_\_\_\_\_ Four or more? \_\_\_\_\_

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

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. How many years have you been a class room teacher? \_\_\_\_\_
8. Do school boards confer with you before electing teachers? \_\_\_\_\_.
9. How many years have you attended High School? \_\_\_\_\_  
Normal School? \_\_\_\_\_ College or university? \_\_\_\_\_ Weeks in  
Summer School? \_\_\_\_\_
- Do not include weeks attended normal institute in any of the above answers.



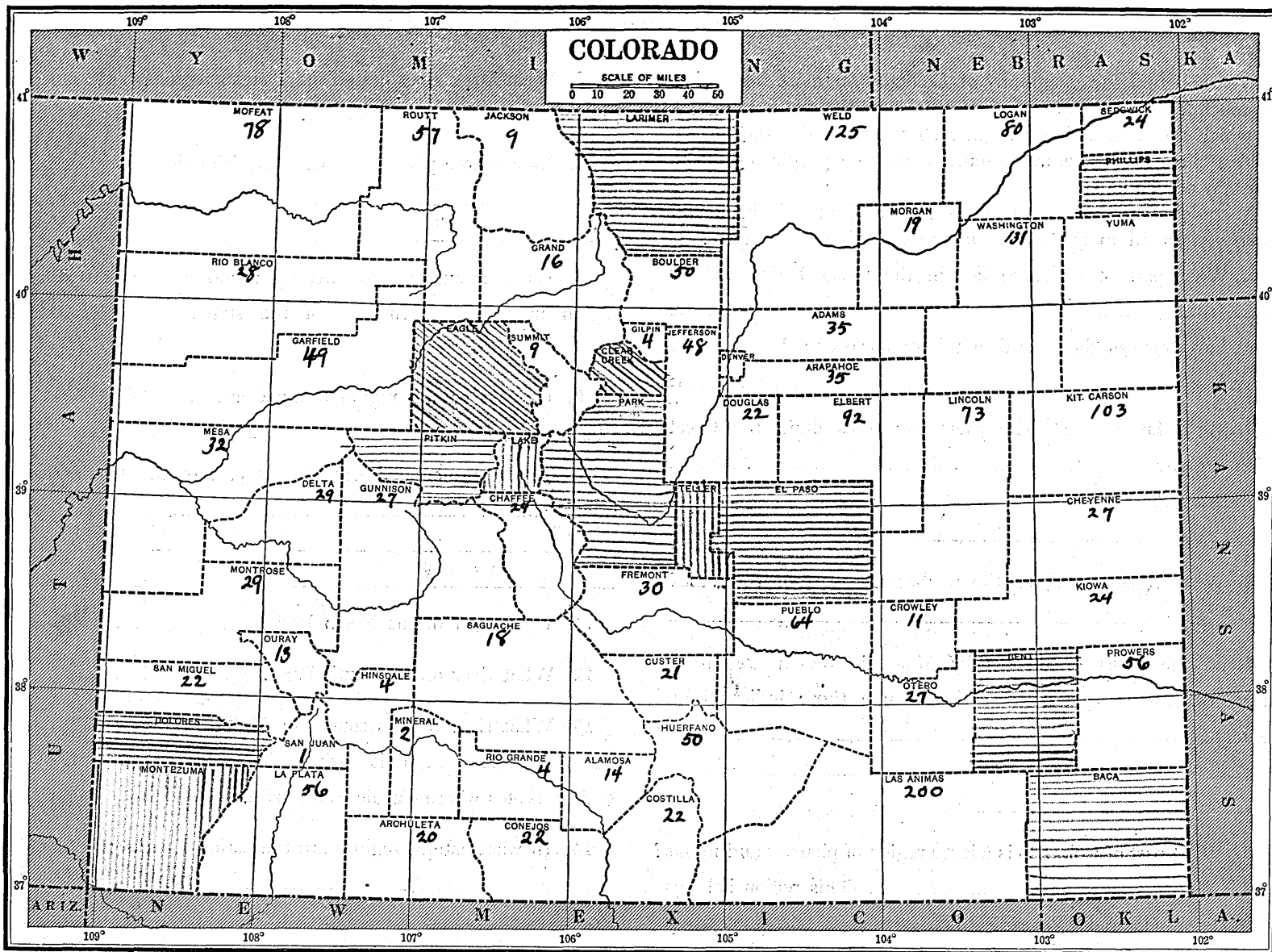
The writer reasoned that the way in which the superintendents reacted in giving relative ranking to the sixteen activities that come within the scope of their duties in visiting schools, might throw some light on the amount of supervision which they attempt. Whether the office is merely clerical as has often been stated by critics, or whether in practice it is really supervisory as the law seems to indicate that it should be was of interest to the writer.

The questionnaire was sent to sixty-one county superintendents. The county of Denver was not included because it seemed to the writer that it would not offer comparable conditions with the other counties studied. Neither did the writer think it advisable to make out a report for his own county. This study was to be as impersonal as it could possibly be made. A stamped self-addressed envelope was included with each of the sixty-one inquiries first sent out in March 1924. The author of this investigation is at present county superintendent of Yuma County, Colorado.

In the course of four weeks from the date of sending out the questionnaires in March, 1924, twenty-five replies had been received from the county superintendents. The remaining thirty-six counties were again asked to co-operate in the study. This brought eighteen additional

replies. The remaining eighteen counties were again circularized, as before, and this time five replies came in, making a total of forty-eight out of a possible sixty-one. This is seventy-eight per cent of the counties of the state and may be regarded as a fairly satisfactory response.

Here is a map showing the distribution of replies by counties and the number of schools in each. Counties from which no reply was received are shaded.



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c Distribution of counties whose superintendents replied to questionnaire and number of schools supervised by each as indicated by figures written in.

In addition to the data gathered as above indicated, the author had access to the original files of the State Superintendent's office, where from time to time, data covering salaries, number of teachers supervised, and like information concerning village and town superintendents and supervising principals were obtained.

The data in the form of the returned questionnaires were transcribed for convenience to a large sheet about twenty-four by twenty inches in size. From this large sheet the various tables herein considered were prepared. A brief discussion of these tables appears in connection with the tables in the following pages.

So far as the present investigator could find, nothing had ever been attempted looking toward the investigation of the field of county supervision of schools in Colorado along lines similar to those of the present study. Several studies pertaining to supervision have been made by other persons. The hope that something worth while might be discovered as a basis for improving the situation offered an inducement to the writer in undertaking the tedious task of this study.

A controlled investigation into the value of supervision was made by M. S. Pittman in an experiment carried out in South Dakota during the school year of

1919-1920.\*

In this experiment Pittman selected fifteen rural schools of the ordinary type existing in the ordinary farming community and carried on nine months of helpful supervision, using standardized tests to measure progress in the schools supervised. He compared the children's progress with that of children in other similar rural schools that were unsupervised. Exactly the same tests had been given to both groups of schools. He found that the supervised group of fifteen schools made almost double the improvement made by the group of fifteen schools that were unsupervised.

Benjamin J. Burris#, State Superintendent of Education for Indiana, conducted a controlled experiment employing much the same line of inquiry and method as that used by Pittman. Burris used two counties in Indiana as demonstration units and two counties as control units. The Indiana experiments were conducted during the school year 1923-1924 and showed decided gain made by the supervised counties as compared to the gain made by the unsupervised ones.

\* Successful Teaching in Rural Schools, American Book Company. The above book is based on Monograph, Columbia University, Value of Supervision.

# Indiana Report, Bulletin Number 74.

An investigation carried out in Kansas about the same time as the one in Indiana is discussed by F. P. OBrien in the *Journal of Educational Research*\*, May, 1926. A summary of the study indicates that "the supervision of a majority of the pupils and teachers of the elementary schools of the state is dependent to a large degree upon the county superintendent. That official averages only about one visit per year to each school, the length of visit being approximately one and a quarter hours, about half of that time being devoted to strictly supervisory functions. A majority of the county superintendents have not had previous experience in supervision. Their academic training is limited, as well as their professional training. The salary is entirely too small to attract the type of supervisory officer needed."

\* *Journal of Educational Research*, May, 1926.

## Chapter II

## Analysis of Data

One type of information gathered by the questionnaire pertained to the previous experience of the county superintendents in this county office. In a study of this nature it is of interest to know just what status of experience is to be found in this field of supervision. The first table shows in detail such information.

Table 1

Number of Terms of County Superintendent in Present Position						
Less than one term	1 Term	2 Terms	3 Terms	4 Terms	5 Terms	Total
26	12	4	2	1	3	48

This table shows the way in which the forty-eight county superintendents of Colorado who filled out the questionnaire are distributed with reference to their previous experience in the county superintendency. Twenty-six of the county superintendents (54 per cent) were serving their first terms; twelve had served one term and were now serving their second term; ten, or almost 21 per cent, had already served from two to five terms.

The rather uncertain and brief tenure of the office of county superintendent in Colorado may be

further shown by referring to the state records as found in the Session Laws of 1919, 1921, 1923, and so on. Thirty-five new county superintendents entered upon their duties in January, 1921. In January, 1923, the number of new county superintendents taking up the work was twenty-six, as indicated in table 1, above, although the records show that thirty-two new ones really took up the work at that time. Since there are only sixty-three counties in Colorado, the records seem to indicate an average turnover of approximately fifty per cent in the personnel of the county superintendents of the state, in each biennium during the past six or eight years. In view of the fact that there are so many changes in this supervisory position in the counties of Colorado, from biennium to biennium, little continuity of policy may be expected.

Table 2, below, shows the type of school positions previously occupied by the various county superintendents making up the forty-eight who filled out and returned the question blank form. The number under each subhead indicates the number who occupied that position just prior to election to the office of county superintendent.



Previous School Experience of the County Superintendents

Prin- cipal	Superintend- ent of village or town	Teacher	Director School District	Deputy County Supt.	No reply	Total
8	2	23	1	1	3	48

The foregoing table shows that of the forty-five whose replies are tabulated, forty-three had served in some public school teaching capacity, while one had served as a district school director and one had served as a deputy county superintendent. Three did not state their experience. Eleven of the forty-eight had, therefore, had some little supervisory experience, eight as school principals, two as village or town school superintendents, and one as a deputy county superintendent. This, then, means that about twenty-three per cent of the county superintendents replying to the questionnaire had previously been engaged in public school work that gave them some supervisory experience. If this small percent is to be taken as an index of the whole group of county superintendents in Colorado, then one may say that about one-fourth of the county superintendents of the state come to the office with some little previous knowledge of supervision in public school work. This statement, taken in connection with the brief and uncertain tenure of the

office in Colorado, does not give much promise of forward looking programs of county supervision under the present regime.

Since city schools are made more effective by adequate supervision, it will probably follow that rural schools would in a similar way be made more effective by adequate supervision. Since rural schools in Colorado are solely under the supervision of the county superintendent, it is appropriate to enquire into the subject of supervision as exercised by that individual. Just how much time is spent by the county superintendent of Colorado in activities that may be designated in any proper sense of the term, as supervisory activities? It is also appropriate to enquire into the preparation both academic and previous experience, that the county superintendent brings to his task.

The table shown below has to do with the number of rural schools supervised by each county superintendent of the forty-eight replying to this part of the questionnaire.

Table 3

Number of rural schools under supervision of county superintendents who replied to questionnaire.

	1 to 9	10 to 19	20 to 29	30 to 39	40 to 49	50 to 59	60 to 69	70 to 79	80 to 89	90 to 99	100 to 109	110 to 119	120 to 129	130 to 139	140 or more	Total
	7	6	15	4	2	5	1	2	1	1	1	0	1	1	1	48
%	14	12	31	8	4	10	2	4	2	2	2	0	2	2	2	98

Table 3 shows that seven county superintendents, (14 per cent) supervise from one to nine schools; six, (12 per cent) supervise from ten to nineteen schools; fifteen, (31 per cent) supervise from twenty to twenty-nine schools, et cetera. In other words, thirty-nine of the county superintendents (those in the first six intervals) supervise fewer than sixty schools. That is eighty-one per cent of the county superintendents considered in the above table, supervise fewer than sixty rural schools. Since the majority of the rural schools of Colorado are of the one room type, according to the University of Colorado Bulletin, Volume 25, Number 1,\* that would mean that the majority of the county superintendents of the state probably supervise on an average fewer than twenty-eight teachers, the median number in table 3, above.

To be exact, there are 2,138 one room rural schools in Colorado. The opportunity for helpful supervision by the county superintendents of the state is, therefore, very great. The question which naturally comes to the inquiring reader is this: "Is the supervision by the county superintendent really being done in a thorough manner?" The present study is an attempt to find an answer

\* University of Colorado Bulletin, Boulder, January, 1925

to that very question.

Table 4

Number of visits made to schools per year by county superintendents , and the aggregate of such visits--

Times per year	1	2	3	4	Total
Aggregate Visits	1293	452	351	188	2284
Per cent of total visits	56.5	19.7	15.3	8.3	99.8

From the original tabulations, and from state records, the writer found that these 48 superintendents are charged with the supervision of an aggregate of 1928 rural schools. As there are only 2,138 rural schools of the one room type in the whole state of Colorado, as has been stated before, page 17, it is evident to the reader that the above table is quite representative. To be exact, there are more than 90 per cent of the total number of rural schools in the state of Colorado considered in the above data. In this state the only person charged with supervision of the rural schools is the county superintendent. The way in which he discharges that responsibility as shown by the above table, is important in understanding the question of county supervision in Colorado. The law requires that he visit each school under his supervision at least once each quarter that school is in session. Just how is such visitation carried out? you enquire. The above table should answer that question.

When one considers that there are six counties in Colorado any one of which has a larger area than the state of Delaware, one can easily envision some of the difficulties facing the county superintendent in reaching all the schools in such counties. It is obviously easier for a county superintendent in a big county to visit the schools near the county seat several times each year, while some schools far away are not visited even once. The law in Colorado does not impose any penalty for not visiting schools, and so some supervisors probably visit those that are more easily accessible and fail to visit those schools that are not so easily reached.

Table 4 shows that 56.5 per cent of the total visits made by the county superintendent during the year are made to schools visited once, only. Schools visited twice are represented by 19.7 per cent; schools visited three times during the year are represented by 15.3 per cent, while schools visited four times are represented by 8.3 per cent of the total visits. Expressing the visits in terms of the number of schools visited, we find that the above table represents a total of 1683 schools visited. This must mean that 245 schools in the above group are not visited once. Such schools receive no supervision other than that of the local teacher, unless one may call supervision by means of circular letters, bulletins, and so forth, supervision.

Communities that are located far from the county seat notice this failure of the county superintendent to visit

some schools in the county and this causes sectional discontent that is registered at the polls every election. The heavy turnover in the office of county superintendent in Colorado, touched upon in a previous paragraph, pages 13 and 14, may be caused in part, at least, by this very failure of the county supervisor to perform all of his prescribed duty.

The next table shows how the county superintendents of Colorado distribute their time among the different types of duties.

Table 5

Per cent	1-10	11-20	21-30	31-40	41-50	51-60	61-70	71-To
Activities:								
School Board	28	4	1	2	2	0	0	0
Conferences	(68)							
Office Duties	4	8	3	7	12	0	2	3
					(31)			39
Community Pro-grams, etcetera	29	5	2	0	0	0	0	0
	(80)							36
Visiting Schools	4	3	10	12	7	4	0	1
				(29)				41
Duties not before mentioned	17	3	2	2	0	0	0	0
	(70)							24

The figures in parenthesis are per cents of the total which pertain to the activity under consideration. The number of superintendents who reported on these items varied.

This table shows that twenty-eight of the thirty-seven county

superintendents who replied to the questionnaire employed from one to ten per cent of their time in school board conferences. That is 68 per cent of the whole number replying. Only two county superintendents used near half of their time in such conferences.

Twelve county superintendents (31 per cent) reported that they used from forty-one to fifty per cent of their time in office duties. Table number 7, (we find that thirty of the forty-eight county superintendents considered did not have office help, checking the replies) shows that ten of these twelve superintendents who spend so much of their time in office duties have no office help.

Twenty-nine county superintendents (80 per cent) use from one to ten per cent of their time assisting with community programs. Five use from eleven to twenty per cent of their time, and two use from twenty-one to thirty per cent of their time in such activities. Here is a good opportunity for constructive leadership, looking toward vital supervision in the field of county superintendency.

Under the head of visiting schools, twelve county superintendents (twenty-nine per cent) use from thirty-one to forty per cent of their time. It may be assumed that all or most of these superintendents

have full or part time office help. Upon checking over the original replies, however, this was not found to be the situation. Six of these county superintendents had office help, while six others did not have office help. (Referring again to table 7, we find that twelve county superintendents have full time help, while six have part time help.) Four superintendents employ from one to ten per cent of their time visiting schools; three use eleven to twenty per cent of their time in this activity, while ten use from twenty-one to thirty per cent of their time thus. Seven use from forty-one to fifty per cent, and four use from fifty-one to sixty per cent of their time, visiting schools. Only one uses more than seventy-one per cent of his time in this essential supervisory function.

Under the head of "duties not before named", seventeen county superintendents (seventy per cent) gave from one to ten per cent of their time; three gave from eleven to twenty per cent; two gave from twenty-one to thirty per cent, while still another group of two, gave from thirty-one to forty per cent of their time to these unspecified activities.



The next table takes up the matter of office help of the county superintendents of Colorado. If the county superintendent is to be the kind of supervisor that the law seems to indicate that he should be, it is appropriate to enquire how many county superintendents have the requisite office help so that they may have time for visiting schools.

Table 7

Number of Superintendents having full time, part time, or no office help.

Number	Full Time	Part Time	No Help
48	12	6	30
per cent	25	12.5	68.5

Table 7 shows that twelve of the county superintendents reporting, (twenty-five per cent) have full time office help. In fact, two of these have two full time helpers each. Six superintendents (12.5 per cent) have part time help. The majority, however, more than sixty-two per cent of those reporting, have no help of any kind. These, evidently, are expected to visit each school of the county once every three months, do all of the office work, see that all school officers

and teachers obey the law, exercise a careful supervision over all of the schools of the county, audit the records of the various districts, and use any spare time for other supervisory functions.

One may ask whether too much of his time is not necessarily given to office detail? Could not an office helper do all or part of the clerical work and leave the superintendent more time for real supervision? The forty-eight superintendents who replied are probably representative of the whole state, where there are sixty-three county superintendents.

The next table is presented for the purpose of showing how the county superintendents ranked various items according to the time devoted to them on school visitation. Some of the county superintendents ranked only upon a basis of three ranks, while others gave rankings as high as sixteen. Some, therefore, gave several items the same rank, as 1, 2, 3; 1, 2, 3, etc. Some failed to rank all the items, and thirteen failed to rank any of the items. That is, thirty-five ranked all or a portion of the items. In fact, checking over the replies, showed that two had ranked one item each, four had ranked four items, one had ranked five items,

three had ranked six items, one had ranked eight items, one had ranked ten items, two had ranked eleven items, four had ranked twelve items, five had ranked thirteen items, one had ranked fourteen items, four had ranked fifteen items, while seven had ranked sixteen items. Possibly there may be some ambiguity in the questionnaire used. Possibly the superintendents did not consider the questions pertinent. Possibly they did not care to be bothered. Several reasons may be assigned, any one or all of which may partly account for the omissions on some of the answer sheets.

This table shows that first rank in importance was assigned to one or more of the sixteen activities a total of 67 times by the county superintendents. There was a total of 64 second place rankings, and 48 third place rankings, given to these sixteen activities. Some of these activities may be considered as more supervisory in their natures than are the others. Such activities as "instruction methods", "organization work", "teacher conferences", and "criticism and advice" may be denoted as supervisory in their nature while the twelve others may be considered more in the nature of purely clerical and perfunctory duties.

It may be noted that more county superintendents ranked "instruction methods" of first importance in their school visits than they did any other item on the list. Of the thirty-one who ranked that item, twelve gave it first rank in importance; eight gave it second rank and six gave it third rank. One may call attention to the fact that the totals decrease quite markedly toward the right hand side of the tabulation.

Activities of County Superintendents of Colorado when visiting schools, ranked in order of relative importance

Rank	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	Totals
School Buildings	3	2	4	2	1	1	2	5	0	3	1	1	0	1	0	0	26
School Furniture	3	1	2	2	1	1	3	0	2	1	2	1	2	0	2	0	23
Teaching Equipment	5	3	3	0	3	3	4	2	2	0	1	1	0	0	0	0	27
Playgrounds	2	4	1	0	0	3	1	2	4	2	1	2	1	0	1	0	24
Discipline	2	7	3	3	5	2	2	0	0	0	0	0	0	0	0	1	25
Instruction Methods	12	8	6	2	0	3	0	0	0	0	0	0	0	0	0	0	31
Organization Work	6	9	4	1	0	0	0	0	1	1	0	0	0	2	0	0	26
Talks with Pupils	1	4	5	3	1	1	0	4	1	0	2	2	0	0	1	0	25
Sanitation	5	5	1	2	2	0	0	1	2	1	1	1	2	0	0	0	23
Special Activities	3	1	1	1	1	3	0	0	0	0	0	1	3	2	0	1	17
School Library	4	3	5	2	0	0	1	1	1	3	1	2	1	1	0	0	25
Teacher Conferences	8	2	4	6	1	1	0	1	1	1	0	1	0	1	0	0	27
Criticism and Advice	6	7	2	2	4	0	2	0	1	0	1	0	0	0	1	0	26
Heat, Light, Ventilation	1	4	2	1	2	1	2	2	1	2	2	0	0	0	0	0	20
Settling Difficulties	3	2	5	3	1	1	2	0	0	4	1	1	0	2	0	0	25
Other Activities Not Before Enumerated	3	2	0	2	1	0	0	0	0	0	0	0	1	0	1	3	13
Totals	67	64	48	32	23	30	21	18	16	18	13	13	10	9	6	5	

In table nine, which appears below, the first three rankings are reported for the four activities that may be denominated as supervisory in their nature.

Table 9

Rankings assigned to Four Supervisory Activities by County Superintendents of Colorado with reference to their school visits.

	Relative Rank		
	First	Second	Third
Instruction Methods	12	8	6
Organization Work	6	10	4
Advice and Criticism	6	7	2
Teacher Conferences	8	2	4
Totals	32	27	16

Twenty county superintendents, or sixty-four per cent of those who ranked "instruction methods", gave it an importance of first or second rank. Under the head of "organization work", sixteen or sixty-one per cent of the twenty-six ranking this item, gave it an importance of first or second rank. "Advice and criticism" was given an importance of first or second place by thirteen of the twenty-six who ranked this item. That is, fifty per cent of those who ranked it, gave "advice and criticism" a prominent place. Ten of the twenty-seven ranking "teacher conferences", placed it in either

first or second place, while four gave it third rank.

Compared in this way the ranking seems to leave "instruction methods" in first place and "organization work" next in time given to it by the county superintendent. "Advice and criticism" and "teacher conferences" were also given a prominent place by the county superintendents who reported on these items. These four items which are more directly concerned with supervision of instruction comprise thirty-two of the sixty-seven items ranked first in table 8.

As has been indicated before, it is expedient to enquire into the whole field of rural supervision, in order that we may have enough data upon which to base an intelligent opinion. The reader will very likely be interested in knowing that the salary schedule allowed to county superintendents in Colorado is fixed by law and varies from \$100.00 to \$3,000.00 per year. Now the records also show that in the year 1921-1922, no county superintendent in the state had fewer than six teachers under his charge, nor did any county superintendent, excluding the City and County of Denver, have more than six hundred teachers in charge. The next table deals with a comparison of city and town

superintendents in one group and county superintendents in a second group as to salary intervals. It is probable that the type of supervisor that is needed will usually be attracted to the job that offers adequate compensation.

Table 10

Salary range of city and town superintendents of Colorado for 1924-1925.

	Less than \$1001	1001 to 1500	1501 to 2000	2001 to 2500	2501 to 3000	3001 to 3500	3501 to 4000	4001 to 4500	4501 or more	Total
City and Town Superintendents	0	5	44	56	36	18	19	6	6	190
Per centages	0	3-	23	29	19	9	10	3	3	99
County Superintendents	7	35	13	1	6	0	0	0	0	62
Per centages	11	56	21	2-	10-	0	0	0	0	100

Table 10 shows that all city or town superintendents received more than \$1,000 salary, while seven county superintendents, or eleven per cent of the county superintendents of Colorado, exclusive of Denver County, received less than \$1,000;00. The data for this table were gathered from records of the State Superintendent



of Public Instruction. Fifty-six city and town superintendents received salaries from \$2,001 to \$2,500. That is, more than twenty-nine per cent of the group of city and town superintendents are in this salary interval. Seventy-two per cent of the city and town superintendents received salaries above \$2,000, while only twelve per cent of the county superintendents received as much as \$2,000 salary.

On the other hand, sixty-eight per cent of the county superintendents received \$1,500 or less while less than three per cent of the town and city superintendents received so small a salary. Thirteen county superintendents are found in the salary interval, \$1,501 to \$2,000; only one county superintendent is found in the next higher interval, \$2,001 to \$2,500; and six are found in the interval \$2,501 to \$3,000. All of the county superintendents were found in the salary intervals below \$3,001, while forty-nine, or almost twenty-six per cent of the city and town superintendents received higher salary.

As long as there is such a wide difference between the salaries of city and town superintendents as compared with salaries of county superintendents in Colorado, just so long may the best supervisors be

expected to take the city jobs.

The next table will show the exact distribution of the forty-eight county superintendents who answered the questionnaire, as far as salary is concerned.

Table 11

Salaries of County Superintendents	Number of county Superintendents
\$ 500.00 or less-----	3
900.00-----	5
1,100.00-----	8
1,500.00-----	13
2,000.00-----	13
2,400.00-----	2
2,800.00-----	1
3,000.00-----	3
	Total <u>48</u>

The median salary per year received by the forty-eight county superintendents who reported is \$1,576.92. This salary is equivalent to \$131.41 per month for a period of twelve months. The median salary of the one hundred ninety city and town superintendents considered in table 10 is \$2,410.72. This makes a difference in median salaries between the two groups of supervisors of approximately \$850.00 per year.

One may judge that similar supervisory responsibilities should rest on both groups, but the

county superintendents are charged with general supervision over all of the schools of the county, without regard to type of school district, and, therefore, have slightly the greater responsibility. The city superintendents are frequently assisted by a number of able supervisors and supervising principals, while the supervisory function of the county supervisor is centralized in one person.

It would seem that the work of the county superintendent might well be arranged so that it might be very fairly comparable to the general supervisory work of the modern city or town superintendent. It will not likely be made comparable until the office of county superintendent of schools is entirely removed from politics. City school systems have generally conceded that appointment by a board to which the superintendent is directly responsible, and of which he is the executive officer, is the better plan. In consequence of this custom of selecting city and town superintendents, there are some superior city school systems in many parts of the United States.

Table 12

Number of teachers under supervision of county superintendents compared with number of teachers under supervision of city and town superintendents. Figures are for school year, 1921-1922\*

	6 to 25	26 to 45	46 to 65	66 to 85	86 to 105	106 to 125	126 to 145	146 to 165	Above 166	Total
City and Town Superintendents	55	15	6	2	4	1	0	1	2	186
Per cent of City and Town Superintendents	82	8	3	1	2	.5	0	.5	1	98
County Superintendents	9	6	12	6	3	7	4	2	13	62
Per cent of Co. Supts.	15	10	20	10	5	12	6	3	22	100

Table 12 shows that eighty-two per cent of the city and town superintendents are charged with the supervision of fewer than twenty-six teachers, while only fifteen per cent of the county superintendents of the state carry so light a burden of supervision.

\* Colorado Educational Directory, Katherine L. Craig, 1921-1922

In fact the table shows that the largest percentage of county superintendents falling in any one supervising interval, supervise more than 166 teachers. Ninety per cent of the county superintendents are charged with the supervision of more than the median number of teachers assigned to city and town superintendents.

Twenty-nine county superintendents of the state are charged with the supervision of more than eighty-five teachers each, while only eight of the 186 city and town superintendents have as heavy a teacher load. In general it may be said that the county superintendent has a much heavier supervisory load than does the city or town superintendent, and yet the latter get much the best remuneration, as is evidenced by table 10.

Referring again to the statutes governing the county superintendent, there are a multiplicity of duties, among which a careful supervision of the schools of the county might alone demand the best efforts of a highly trained supervisor. He is not only a supervisor, but also an administrator, and should therefore have more office help than the present status of the situation shows.

Table 13

Training of superintendents in high school.

	No reply	High school Training		Total
		None	1-4 years	
Number of county superintendents	9	2	37	48
per cent of county superintendents	19	4	77	100

Table 13 shows that thirty-seven county superintendents, seventy-seven per cent of those who filled out this part of the questionnaire, have attended high school from one to four years; that two or four per cent had not attended high school; and nine or nineteen per cent did not reply.

Table 14

Training of superintendents in normal school or college as shown by answers, or by degrees held.

	No reply	1 or 2 years	3-4 years	A.B. B.S. M.A.	Total
Number of county superintendents	10	22	8	12	40
per cent of county superintendents	25	55	20		100

Table 14 shows that twenty-two or fifty-five per cent of the county superintendents who returned the questionnaire, had spent from one to two years in college; and that eight, or twenty per cent had spent from three to four years in college. Ten or twenty-five per cent did not fill out replies for this. However, twelve claimed to hold degrees, two of whom held the A. M. By checking over the original answers showed the author that four of the county superintendents who failed to indicate enough college and normal school work for a degree, claimed to hold degrees. It is obvious that the twelve degrees include at least four of those who failed to reply. The remaining eight are found in the column under three or four years of college training.

The reader will be interested in knowing just how much college training is found among county superintendents on the average in other states. That problem has only been recently attacked, and has been reported in only one other state, Kansas. N. E. Schupbach found that twenty-nine per cent of the county superintendents who replied to his questionnaire were college trained.

If enough office help were provided to permit the county superintendent to devote his whole time to administration and supervision, it would seem reasonable

to demand that any person aspiring to the task of county superintendent be adequately trained in the administration and supervision of schools, as well as experienced in the actual work of administration and supervision.

#### Summary and Recommendations

1. Supervision of a great portion of the rural schools of Colorado is entirely dependent upon the county superintendent.
2. This official makes on the average one visit per year to each rural school averaging one and one-half hours in length.
3. A majority of the county superintendents have not had previous training in supervision. Only about one-fourth have had college training of any kind.

#### Recommendations

There are a number of able city and town superintendents in the towns and villages of every county, who might, if permitted by legislative action, extend the range of their supervision by means of a zoning system. If five, ten, or fifteen rural districts, easily accessible to a town or village as a



supervisory center, could be annexed to the town or village for supervisory purposes, the problem of closer supervision would be, at least temporarily, improved. The county superintendent could then devote more time to supervising the rural schools not accessible to the towns and villages of the county. The territory added to the town or village district, would, of course, bear a slightly higher tax levy in most cases, but in return it would receive more adequate supervision than at present. M. S. Pittman proved that supervision of the proper kind is a paying proposition. Such a zoning-scheme is not suggested as a cure-all, but only as a temporary relief until such time as a thorough revision of the whole educational code in Colorado can be accomplished. A concrete case of how it might work will now be given.

An example of how a zoning system might be worked out may be taken in Yuma County, where the author knows conditions. There are 118 one-room schools scattered over an area of 2,367 square miles of agricultural plains approximately sixty miles in length by forty miles in width. There are one hundred-thirty-five school buildings in all, one-hundred-twelve school districts,

employing two-hundred-eighteen teachers. There are the incorporated towns of Yuma, Eckley and Wray. There are other towns and villages, Laird, Vernon, Joes, Hale and Kirk, making eight centers from which supervision could be made feasible by a zoning system. Around these eight centers, approximately sixty-five of the rural districts of Yuma County might be grouped, and supervised under the general direction of the county superintendent as the official head.

In Yuma County, the supervisory work of the county superintendent in personally visiting the schools would thus be reduced more than one-half. Only forty-seven districts would be left to his direct supervision. In the present situation, with the whole county to supervise, the writer visits every school in the county at least once per year, and usually one third of the schools are visited twice. The average length of the visit has been one hour.

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