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The Status of the City Superintendent of Schools in Kentucky

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THE STATUS OF THE CITY SUPERINTENDENT OF SCHOOLS IN KENTUCKY

BY

JOHN W. MARTIN

A THESIS

SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS

WESTERN KENTUCKY STATE TEACHERS COLLEGE

MAY, 1947

Approved:-

Major Professor, Education

Department of Education

Minor Professor, Economics

Graduate Committee

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PREFACE

This study is an endeavor to show the professional, social, and economic status of the city superintendent of schools in Kentucky during the pre-inflationary period following World War II, with a comparison of a similar study made in 1934 during the depression period. The present study is made at a time in the nation's history when the sudden increase of money and credit, without a corresponding increase in business transactions, has caused a period of pre-inflation. The study made in 1934 occurred at a time when money and credit were decreasing and the markets were flooded with goods unable to be purchased. The demand for services of the teaching profession, including superintendents, during the twelve-year period compares with the business cycle of the depression and pre-inflationary periods.

I am indebted to my major professor, Dr. Bert R. Smith, of the Education Department of the Western Kentucky State Teachers College for the subject of my study and for the supervision he has given me while this study was being prepared.

I also wish to thank the city superintendents of Kentucky for filling out the questionnaires sent them which furnished the information needed for this study.

I wish to express my thanks for the approval given this study by State Superintendent of Public Instruction John Fred Williams.

I am also grateful for the suggestions and careful criticism of the manuscript given by Dr. Gordon Wilson, Head

of the English Department of the Western Kentucky State
Teachers College.

I appreciate all the help and material that I obtained
from Robert E. Stevenson's thesis, The Status of the City
Superintendent of Schools in Kentucky, 1934.

CONTENTS

PREFACE

CHAPTER

	PAGE
I INTRODUCTION	1
II THE PROFESSIONAL STATUS OF THE CITY SUPERINTENDENT OF SCHOOLS	17
Number of teachers in the school system—Number of pupils in the school system—High school training—Undergraduate college training—Graduate college training—Academic degrees—Major studies in undergraduate and graduate work—Recency of summer school attendance—Comparison of all factors of Kentucky city superintendents in 1945 with the same factors in 1933—Comparison of the training of Kentucky city superintendents in 1946 with that of city superintendents from the entire country in 1934.	
III EDUCATIONAL EXPERIENCE, CONTRACTUAL STATUS, AND TENURE OF KENTUCKY CITY SUPERINTENDENTS	29
Total experience in educational work—Experience as elementary school teacher and principal—Experience as secondary school teacher and principal—Years of experience in the city superintendency—Other educational experience—Position held prior to first superintendency—Community size of first superintendency—Years of service in present position—The experience, tenure, and contractual status of Kentucky city superintendent compared with these same factors for city superintendents of twelve years ago.	
IV THE ECONOMIC AND SOCIAL STATUS OF THE KENTUCKY CITY SUPERINTENDENT	45
The salary of the superintendent of schools—Income in addition to regular salary—Amount saved in 1945-1946—Provision for home—The family of the superintendent of schools—The age of the superintendent—Newspapers in the home—Popular magazines read—Professional magazines read—Membership in civic organizations—Membership in educational organizations—Attendance at educational conventions—Expenses at conventions paid by school board—The economic and social status of Kentucky city superintendents compared with the same factors in 1933.	

CHAPTER

PAGE

V	POWERS AND DUTIES	66
VI	FINDINGS AND CONCLUSIONS	86
	BIBLIOGRAPHY	
	APPENDIXES	

TABLES

TABLE	PAGE	
I	Number of Teachers in the School System	17
II	Number of Pupils in the School System	18
III	Highest Academic Degrees Held by Kentucky Superintendents in the Various Classes of Cities, 1933-1945	23
IV	The Rank of Undergraduate and Graduate Major Subjects According to Frequency of Mention by Kentucky City Superintendents in 1933 and 1945	25
V	Total Educational Experience of City Superintendents	31
VI	Experience of City Superintendents as Elementary Teachers and Principals	33
VII	Experience of Kentucky City Superintendents as High School Teachers and Principals	35
VIII	Positions Held by City Superintendents Prior to Their First Superintendency	38
IX	Community Size of First Superintendency	39
X	Continuous Tenure of Kentucky City Superintendent in Present Position	40
XI	Length of Contract in Present Position	41
XII	Salaries of Kentucky City Superintendents, 1933 and 1945	48
XIII	Ages of Superintendents of Schools	53
XIV	Popular Magazines Read and the Rank of These Magazines According to the Frequency of Mention, 1933 and 1945	56
XV	Professional Magazines and the Rank of These Magazines According to the Frequency of Mention, 1933 and 1945	57
XVI	Civic Organizations to Which City Superintendents Belong	58
XVII	Professional Organizations in Education of Which the City Superintendents are Members, 1933 and 1945	59

TABLE		PAGE
XVIII	Ranking of Functions of School Administration as Determined by Percentages of Cases in Which Superintendents Exercise Power to Initiate, Execute or Approve, 1933 and 1945	67
XIX	The Twelve Initiatory Functions Which City Superintendents Ranked First in 1933, and the Ranks Assigned These Same Functions in 1945	79
XX	The Twelve Functions to Execute Which City Superintendents Ranked First in 1933, and the Ranks Assigned These Same Functions in 1945	80
XXI	The Twelve Functions to Approve Which City Superintendents Ranked First in 1933, and the Ranks Assigned These Same Functions in 1945	81

CHAPTER I
INTRODUCTION

It is the aim of this study to show the professional, economic, and social status of the city superintendent in Kentucky at the present time. Since there has been little written about this subject other than that made by Morrison¹ in 1922, the Department of Superintendence in 1923,² and Stevenson's study in 1934,³ the writer hopes that this study may be able to furnish information and facts, together with the changes that have been made during the last twelve years. It is further hoped that this endeavor may furnish a basis for plans and procedures that will result in more efficient administration of the public schools of the state and will aid in bringing into the superintendency a greater number of more capable men and women, better-trained, more scholarly, and add zest to those now in the field to the end that it may be a real profession, a vocation in which above-the-adequate, specialized knowledge may be skillfully, ethically, and rationally applied. This study may be of help to the Committee of Kentucky in their quest of facts to be presented in support of education in the state.

¹ John Cayce Morrison, The Legal Status of the City School Superintendent (Baltimore, Md., Warwick and York, 1922).

² Bennett C. Douglass, The Status of the Superintendent, Part I, First Yearbook, Department of Superintendence National Education Association (Washington, D. C., 1923).

³ Robert E. Stevenson, The Status of the City Superintendent of Schools in Kentucky, Unpublished Master's Thesis, Western Kentucky State Teachers College (Bowling Green, Kentucky, 1934).

This first chapter will have as its purpose to treat briefly the following topics:

1. Statement of problem
2. Scope of study
3. Source of data
4. Technique of treatment
5. Previous studies of a similar nature

Statement of problem.—The present problem is five-fold:

1. To determine the status of Kentucky city school superintendents with reference to professional training, educational experience, and tenure.
2. To determine the facts regarding the financial support and compensation and economic status of Kentucky city school superintendents.
3. To determine the social and professional status, as shown by the facts gathered, and the activities in which the superintendents engage.
4. To determine the status of the city superintendents with reference to their powers and duties granted by the boards of education.
5. To compare the status of the city superintendents of twelve years ago with that of the present time.

Scope of the study.—This study includes a discussion of the status of the superintendent of schools in the fifty-eight cities of the first four classes in Kentucky. During the last twelve years, five cities have taken over the surrounding county schools and thereby have been eliminated from the list as city schools. This consolidation of schools has caused

greater problems and responsibilities to fall upon the superintendent and will in the future call for better-trained and more capable men and women to administer the office.

Since the superintendents in four cities have failed to return their check lists in time to be tabulated, this study must be based on fifty-four cities. This percentage of returns is higher than that received by some other previous studies. In the study made by the Research Committee of the Kentucky Education Association in its 1928-1929 study of county superintendents,⁴ only 70 replies from 120 questionnaires, or a percentage of 58.3 were received; the Department of Superintendence in its 1938 survey of the city superintendents in the United States⁵ received 2,270 replies from 3,500 questionnaires, or only 64.8 per cent; the study made by Stevenson in 1934 of the city superintendent in Kentucky⁶ received 61 replies from 63 questionnaires, or 96.8 per cent. The study made twelve years ago is slightly higher than the 93.1 per cent in this study, but it is doubtful whether the small difference would have a pronounced effect on the final outcome. The percentage of this study based on the final returns remains higher than that of either the Kentucky Education Association or the National Education Association studies.

⁴ Research Committee of the Kentucky Education Association for 1928-1929, County School Administration in Kentucky.

⁵ National Education Association, Department of Superintendence, Educational Leadership, Eleventh Yearbook, Ch. VI, "The Progress and Status of the City Superintendent of Schools" (Washington, D. C., the Association, 1933).

⁶ Stevenson, op. cit., p. 2.

The fifty-eight cities studied included one first-class city, five second-class cities, eight third-class cities, and forty-four fourth-class cities. The four cities for which no data were available, because of the failure to return the questionnaires, are of the fourth-class cities.

As this study is concerned with the city superintendents, the cities will not be divided into groups of different classes unless it is so specified. With the limited number of cities of the first three classes, and the low number of cities in the fourth-class, all cities must be used collectively; otherwise, a distorted blend of facts would result. The absence of a state-wide set of rules, qualifications, functions, duties, and responsibilities of the city superintendent makes it imperative that all cities be grouped as one.

Source of data.—The superintendents furnished the facts and information used in this investigation by answering the check list which is reproduced in Appendix I of this study. This check list is modeled after and is an adaptation of the one used by Stevenson's study in 1934. It is also adapted from the one used by the Department of Superintendence of the National Education Association in making the 1933 survey of the status of the superintendent for the entire United States.⁷ Each of the superintendents of the fifty-eight cities in the first four classes of cities in Kentucky received a copy of the check list. Replies were received from fifty-four superintendents in time for use in the present study. Four attempts

⁷

Loc. cit.

were made to secure one hundred per cent returns, but as the missing returns are from fourth-class cities, the relative standing would very likely remain unchanged.

Technique of treatment.—The technique of treatment is statistical and comparative. The range, median, and average are statistically computed for the age, training, experience, tenure, salaries, and other items on the check list.

The findings in this study are compared with the findings of the survey of the status of the city superintendent in Kentucky as made by Stevenson in 1934.⁸

Previous studies of a similar nature.—Studies, including various theses and surveys which are similar to this have been made. While these studies are not identical in specific items investigated, they touch in general on the same topics as those included in this study. The important previous studies in this field are the investigations outlined below. This outline will include the problem, findings and conclusions, and evaluation.

⁹
(1) Morrison's Study

Problem.—The problem is concerned with determining the relationship between the superintendent and the board of education and their specific responsibilities.

Findings and conclusions.—

1. Responsibility for local administration of schools was first vested in municipal or civil officers who had been chosen primarily for the performance of other duties.

⁸
Ibid., pp. 73-77.

⁹
Morrison, op. cit.

2. Gradually, as schools developed, responsibility for direction and supervision of instructional activities was vested in officials whose sole public responsibility was limited to the schools.

3. These lay boards were given power to delegate their responsibility to small committees or to a committee of one.

4. Gradually the practice came to favor one committeeman, who developed into the professionally trained executive known in every state as the city school superintendent.

5. As society adds more and more responsibility to the public school system, the need for better-trained and more responsible administrative leadership of schools is recognized.

6. This responsible leadership should extend to all phases of school activity; all dual responsibility should be eliminated.

7. The laws governing school administration should be formulated to build up this responsible leadership and so to safeguard the public interest.

Evaluation.—This study shows the historical development of the office of city superintendent and outlines the legal status of the superintendent in the forty-eight states. A detailed discussion of the status of the superintendent in thirty-four representative cities is presented, and the study cites the opinion of educational leaders as to the legal status that should be given to the superintendent. At the close of the study the author attempts to lead the thoughts of school men away from the practice of petty politics and into the planes of higher service.

Many educational leaders have advocated that the superintendent be given stronger legal status in order that this office will have a higher standing in and out of the profession.

(2) The 1923 Study by the Department of Superintendence ¹⁰
Problem.—The problem is five-fold:

1. To determine the status of the superintendent of schools with reference to training, experience, and tenure.
2. To determine the facts regarding the financial compensation of the superintendent of schools.
3. To determine the professional activities in which the superintendent of schools is engaged.
4. To determine as far as possible the economic status of the superintendent.
5. To determine the interrelationships between elements mentioned above.

Findings and conclusions.—

1. The city superintendent is usually a man from 24 to 73 years of age. The middle 50 per cent are from 37.4 to 49.7 years of age.
2. The superintendent as a rule is married. The middle 50 per cent have from one to three children.
3. The education of the superintendents has been from two to thirteen years beyond the elementary school. The middle 50 per cent have had from 7.8 to 9.4 years of education beyond the elementary school.

¹⁰

Douglass, op. cit., pp. 246-302.

4. The superintendent is usually a graduate of a standard college.

5. About 26.8 per cent reported continuous graduate work for one year or more.

6. The total educational experience of the city school superintendents reporting has been from two to forty-nine years. The middle 50 per cent have had from 13.9 to 26.1 years of service.

7. In 60 per cent of the cases the superintendents returning answers reported that they entered the superintendency from the high-school principalship, while in 18 per cent of the cases they have entered from the elementary-school principalship.

8. Only 2.9 per cent report that they have been county superintendents.

9. The median length of service as a city superintendent has been 9.7 years. The middle 50 per cent of those reporting have been engaged in this work from 4 to 15 years.

10. The salaries of the city superintendents range from \$1,000 to \$12,000. The middle 50 per cent receive from \$2,876 to \$4,050. There is a tendency for salaries to increase with the increases in population of the cities.

11. About 33 per cent of the superintendents report that they earn amounts in addition to their salaries.

12. The living expenses of the city superintendent vary from \$600 to \$7,500. The middle 50 per cent of those reporting their living expenses spend from \$1,890 to \$3,046.

13. The superintendent is usually a member of three professional organizations, two civic organizations, and two fraternal organizations.

14. The superintendent usually takes two daily papers, four professional magazines, and three non-professional magazines.

15. The tenure of the city superintendent is from one to forty-one years. The middle 50 per cent are in office from two to six years. The contract is usually for one year.

16. The number of teachers under the direction of the city superintendent ranges from 20 to more than 26,000. The middle 50 per cent have from 34 to 86 teachers under their supervision.

Evaluation.—This study, the first of its kind, has been the basis for all similar studies. It has helped to bring into the superintendency a higher type of individual by showing that the work of the superintendent of schools is largely that of professional leadership, and the position demands that only men of the best personal qualifications and outstanding professional training be selected for this office.

(3) The 1933 Study by the Department of Superintendence. ¹¹

Problem.—The purpose of the study is:

1. To show the trends and changes in the superintendency from 1923 to 1933.
2. To show the status of the city superintendent in 1933.

¹¹

Department of Superintendence, Eleventh Yearbook, op. cit.

Findings and conclusions.—

1. The median superintendent is a man 44 years of age.
2. He has served 21 years in educational work, of which 10 years have been as superintendent of schools.
3. He was a high school principal just prior to entering the superintendency.
4. He has been in his present position 6 years.
5. Ninety-two per cent of the superintendents reported that they were high school graduates.
6. Ninety per cent have had 4 years or more of undergraduate college training.
7. Seventy-two per cent reported that they did their undergraduate work in a liberal arts college.
8. Three per cent reported the doctor's degree; 57 per cent, the master's degree; 36 per cent, the bachelor's degree; and 4 per cent, no degree.
9. Twelve per cent reported no graduate study; 27 per cent, one year or less; 41 per cent, between one and two years; 13 per cent, between two and three years; and 8 per cent, more than three years.
10. Seventy-five per cent reported that their major field in graduate work was education.
11. The median salary for the entire group of city superintendents was \$4,188.
12. The average superintendent was a member of his state education association, the National Education Association, and the Department of Superintendence.

13. Superintendents in the largest cities (over 100,000) are first of all directors of personnel.

14. Superintendents in the cities under 2,500 are primarily classroom supervisors.

15. Superintendents in the middle-sized cities have a mixture of the personnel and supervisory functions, with the personnel dominating even in cities of as little as 5,000 in population.

Evaluation.—This study, similar to the 1923 study, continues the plea for better-trained and more capable superintendents of schools. These two studies have been of great value in leading to the better administration of the schools of the United States.

The National Education Association reports that because of conditions beyond its control no further study has been made of this problem since 1933. The study was omitted in 1943 and will be continued at a later date.

(4) Study of the 1928-1929 Research Committee of Kentucky Education Association¹²

Problem.—The purpose of the study is to reveal the personal characteristics and present status of the county superintendent of schools in Kentucky.

Findings and Conclusions.—

1. The median age of seventy superintendents is 42.5 years.

¹²

Research Committee of the Kentucky Education Association, op. cit.

2. The median years of total educational experience is 12.8.
3. The range of years in service as county superintendent is from 1 to 24. Over 43 per cent of the group are serving their first terms.
4. Twenty-one superintendents reported college degrees, four of whom had master's degrees.
5. The average number of hours of educational courses taken by the superintendents reporting was 17.5.
6. Between 1925 and 1928 the median salary increased from \$1,806 to \$2,032, and the mean or average advanced from \$1,828 to \$2,147.
7. Of the 62 superintendents reporting their occupation prior to election, 27 or 43.5 per cent were teachers. Seventeen, or 27.4 per cent, were elementary or high school principals. There were 11 not employed in the field of education when elected.

Evaluation.—This study has led, in part, to the advancement made in the superintendency since 1929. Though the study does not set up any criteria or make any recommendations on the basis of its findings, the revelation of the practices and conditions, existing in this office during 1928-1929 caused this correction.

(5) The 1934 study by Stevenson

Problem.—The problem is four-fold:

1. To determine the status of Kentucky city school superintendents with reference to professional training, educational experience, and tenure.
2. To determine the facts regarding the financial compensation and economic status of Kentucky city school superintendents.
3. To determine the social and professional status as shown by the activities in which the superintendents engage.
4. To determine the status of the city superintendents with reference to powers and duties.

Findings and Conclusions.—

1. The superintendent of schools in Kentucky is usually a man between 27 and 72 years of age. The median age is 42.2 years.
2. The city superintendent as a rule is married. The median number of children is 2.5.
3. Eighty-three per cent of the superintendents report that they are high school graduates. The remaining seventeen per cent report that they are not graduates, but since all of the seventeen are college or university graduates, it is safe to assume that they have four years of high school or its equivalent.

4. Sixty superintendents, or 98.3 per cent, have the bachelor's or a higher degree. One reports no degree. Only twelve superintendents, or 19.7 per cent, report the bachelor's as their highest degree. Forty-six superintendents, or 75.4 per cent, report the master's, and two superintendents, or 3.3 per cent, report the doctor's as their highest degree.

5. Ninety-five per cent of the superintendents report graduate study.

6. Ninety-five per cent of those reporting graduate study give education as their major subject on the graduate level.

7. The city superintendent keeps professionally fit by attending summer school. Seventy-one per cent have attended college or university summer school within the last five years.

8. The total educational experience of the superintendents reporting is from six to fifty years. The median number of years in educational work is 22.7.

9. Fifty-four per cent of the superintendents have experience as high school teachers, and 55.7 per cent have experience as elementary teachers. The median number of years as high school teacher is 3.4 and as elementary teacher, 3.8.

10. Seventy-eight per cent have experience as high school principals, and 18 per cent have experience as elementary school principals. The median number of years as high school principal is 4.5 and as elementary principal, 4.

11. The range in years as city superintendent is from 2 to 37. The median number of years as superintendent is 12.25.

12. The superintendents entered the superintendency from the high school principalship in 70.5 per cent of the cases.

13. Forty-one per cent of the superintendents accepted their first superintendency in cities under 2,500 in population.

14. The range in years in service in the present position is from less than one to twenty-nine. The median number of years in the present position is 8.8.

15. The median length of the superintendent's contract is 2.6 years.

16. The median salary of the city superintendent of schools for 1933-1934 is \$2,850. The range in salaries is from \$1,500 to \$5,000.

17. The incomes of the superintendents are supplemented in 27.9 per cent of the cases by small additional amounts earned.

18. The median amount saved by the superintendent is \$650.

19. Fifty per cent of the superintendents own their own homes or are buying homes.

20. All of the superintendents report membership in one or more professional organizations, and 95 per cent belong to one or more civic organizations.

21. The most important characteristic of the superintendent's work is educational leadership.

22. The superintendent's part in the various functions of school administration is much more frequently a power to initiate than it is to execute or approve.

23. The conclusion reached after a study of the superintendent's powers and duties is that all of the educational activities of the city should center in the office of the superintendent of schools.

24. All available information for the two groups points to the conclusion that the Kentucky city superintendents are better-trained, more experienced, and better paid than the Kentucky county superintendents.

25. A comparison of the Kentucky city superintendents with city superintendents from the entire United States shows that the Kentucky superintendents have a longer period of training, a longer total educational experience, and a longer experience in the superintendency than have the average superintendents from the entire United States. In spite of their superiority in these respects, the median salary of the Kentucky superintendents is much lower than the median salary for the entire country.

Evaluation.—This study, as the study of 1928,¹⁴ does not set forth any criteria or make any recommendations on the basis of its findings. This study has, in part, caused the disclosure of the conditions existing in this office. It is only when the true facts are presented that a forward step can be made in the direction of improvement and advancement.

¹⁴
Research Committee of the Kentucky Education Association,
op. cit.

CHAPTER II

THE PROFESSIONAL STATUS OF THE CITY SUPERINTENDENT OF SCHOOLS

The evaluation of any professional group must be concerned with the training of its personnel. One approach to this evaluation is through the amount of academic and professional preparation of the individual members of the group as evidenced by the degrees which they hold. The other important factor to be considered in the professional status is the educational experience which will be taken up in the next chapter.

TABLE I
NUMBER OF TEACHERS IN THE SCHOOL SYSTEM

Teachers in system	Frequency
**	1
300-324	1
275-299	1
250-274	
225-249	
200-224	1
175-199	1
150-174	1
125-149	1
100-124	1
75- 99	2
50- 74	9
25- 49	27
1- 24	7
Total	53
**Louisville, 1,550 teachers, not included	

An indication of the general status of the school superintendent may be secured from the size of the school system in terms of the number of teachers employed and the enrollment. One very good measure of the size of the school system is the number of teachers employed. Table I gives this information

for the city systems in 1945-1946. One cannot help noticing the range of 14 to 1550 teachers with an average number of 88 teachers per city superintendent. One superintendent failed to make a report of the number of teachers and pupils, but, as this was a small city, it will have little or no effect on the final distribution. It is apparent that the great differences in the number of teachers employed within the systems will present problems growing out of these differences.

TABLE II
NUMBER OF PUPILS IN THE SCHOOL SYSTEM

Pupils in system	Frequency
**	1
7000-7499	2
6500-6999	
6000-6499	
5500-5999	1
5000-5499	
4500-4999	1
4000-4499	1
3500-3999	1
3000-3499	
2500-2999	3
2000-2499	2
1500-1999	5
1000-1499	12
500- 999	24
Total	53
**Louisville, 45,000 pupils, not included	

Another measure of the scope of the administrator's task is the number of pupils enrolled in the system. Table II shows the pupil enrollment for the city systems in 1945-1946. Here again, as in Table I, the range is noticeable. From a low of 500 pupils enrolled, we progress to a high of 45,000 pupils enrolled in a city system. The superintendent of a large city

system will be confronted by a greater variety of problems and more frequently occurring problems than will the superintendent of a small school unit.

With few exceptions, in practically every school system today there are teachers and principals holding the master's degree or having one or more years of graduate study.¹ If we are to progress from the covered-wagon days, it seems that the person directing the activities of the school system should have the equivalent of the degrees held by his fellow workers, or better. Education is not static, and for that reason, if none other, the superintendent should hold as a minimum the master's degree. However, little has been done to enforce this desirable requirement in some school systems where the superintendent has been holding office for years. It is the purpose of this chapter to present data which indicate whether Kentucky superintendents measure up to this standard and to present other facts relative to the professional training and growth of the superintendent. The present study will also be compared with the study made twelve years ago. These facts will be treated under the following headings:

1. High school training
2. Undergraduate college training
3. Graduate college training
4. Academic degrees
5. Major studies in undergraduate and graduate work

¹
Superintendent of Public Instruction of Kentucky, Biennial Report for the Biennium Ending June 30, 1946 (State Department of Education, Frankfort, Kentucky, 1946).

6. Recency of summer school attendance

7. Comparison of the training of Kentucky city superintendents in 1946 with that of city superintendents from the entire country in 1934.

High school training.—Attendance at high school is an important characteristic of the early training of the superintendent. Forty-eight superintendents, or 92.3 per cent of the fifty-two returning the check list, reported that they are high school graduates. Four superintendents, or 7.7 per cent, reported that they are not graduates; but, since all of these four superintendents reported that they are college graduates, it is assumed that they have done four years of high school work or its equivalent. It must be remembered that at the age some of these superintendents entered college, an examination could be the basis for entrance into college work, and high school credit was not required.

This would indicate an improvement over twelve years ago, as at that time 14.7 per cent reported that they were not high school graduates.

Seventeen superintendents, or 35.4 per cent of those reporting that they are high school graduates, attended high school in rural communities, that is, communities of less than 2,500 in population. There were thirteen superintendents, or 27.1 per cent, who reported that they attended high schools in communities under 5,000 population. The report showed that high

2

Stevenson, op. cit., p. 14.

schools in cities from 5,000 to 10,000 in population were attended by ten superintendents, or 20.8 per cent of those reporting. Six superintendents, or 12.5 per cent, did their high school work in cities from 10,000 to 50,000 in population. Only two superintendents, or 4.2 per cent, did their high school work in cities over 50,000 in population. The greatest change from the study made twelve years ago is in the attendance in the two lowest classes of communities, namely, the communities under 5,000 in population and the rural communities. At that time, over 55 per cent attended schools in these localities.³ This may, or may not, indicate a better foundation for the superintendent. It is usually accepted that the better schools are in the larger communities, and hence the better student would come from this type of schools.

Undergraduate college training.—High school graduation is a minor requirement in graduation from college. College training is the fundamental step in the preparation of the superintendent of schools. There were in 1933, those already holding office who were not college graduates. This is one of the defects of the requirements in this office. Progress has been made outside the field in that no one today would think of trying to enter the profession without this training—graduation from college. In 1933, 96.7 per cent of the superintendents had completed four years or more of undergraduate college training, while in 1945, 100 per cent of the superintendents had completed four years or more. While this may seem a small increase in percentage, it must be remembered that it is more

³

Ibid., p. 14.

difficult to reach the full percentage than it is to increase a lower per cent the same amount.

The liberal arts college led in the type of school in which the city superintendents took their training, the university came second, and the teachers college ranked third. The complete percentages are as follows: liberal arts college, 42.6 per cent; university, 29.7 per cent; and teachers college, 27.7 per cent. No work was reported as having been taken in the normal school or any other type of school. This is a slight change from the previous study, as then 11.1 per cent of the reporting superintendents had attended normal schools, which were raised to teachers colleges in 1922. The present study shows this 11.1 per cent who attended normal schools is now equally divided among the three types of schools, mentioned above.

Graduate college training.—The graduate training undertaken by the superintendent is primarily of a professional nature. The amount of graduate training increases as we progress from the smaller cities to the larger ones. This tends to show that graduate work is important to professional advancement.

Forty-eight Kentucky city superintendents, or 88.8 per cent of those answering, reported graduate study. However, 94.3 per cent hold the master's or doctor's degree, so it must be assumed that they have done some graduate work of at least one year. The number of semester hours of graduate credit reported ranged from eighteen to over one hundred hours. This would indicate that some have done as much as four years of graduate work; but, because of the confusion between semester and

quarter hours, it is difficult to give the correct percentage of superintendents who have done over two years of work. However, the reports show that more and more work is being done in the graduate field leading to higher degrees and more training.

TABLE III
HIGHEST ACADEMIC DEGREES HELD BY KENTUCKY SUPERINTENDENTS IN THE
VARIOUS CLASSES OF CITIES, 1933-1945

Degree held	1st class		2nd class		3rd class		4th class	
	No.	%	No.	%	No.	%	No.	%
None								
1933							1	2.1
1945								
Bachelor's								
1933					2	25	10	21.3
1945							3	7.5
Master's								
1933	1	100	4	80	6	75	35	74.5
1945	1	100	3	60	6	75	36	90.0
Doctor's								
1933			1	20			1	2.1
1945			2	40	2	25	1	2.5
Total								
1933	1	100	5	100	8	100	47	100
1945	1	100	5	100	8	100	40	100

Academic degrees.—Table III shows the highest academic degrees held by Kentucky superintendents in the various classes of cities. Three superintendents, or 5.7 per cent, reported the bachelor's degree; forty-six superintendents, or 85.1 per cent, reported the master's degree; and five superintendents, or 9.2 per cent, reported the doctor's degree. One superintendent reported holding the degree of LLD. It is to be expected that the superintendents in the larger cities will have the higher degrees, since graduate study is a contributing factor to professional advancement. The percentage of superintendents having the master's or a higher degree is lowest in the fourth-

class cities. However, it will be noted that one superintendent in a fourth-class city reported the doctor's degree. Several superintendents reported over fifty semester hours of graduate work, which would indicate that they are working on their doctor's degree. Three superintendents have a total of over ninety-five semester hours, which would indicate that their work for this highest degree is nearing completion.

According to the present study there has been an improvement in the academic degrees held by the superintendents as compared with twelve years ago. At that time there was one superintendent without a degree, a condition which does not exist at this time. Although there were two bachelor degrees in 1933, this degree is not held now in any third-class city, and the number in the fourth-class cities has been lowered from ten in 1933 to three in 1945. Little change has taken place in the percentage of master's degrees held by superintendents, but there has been a pronounced change in the number of doctor's degrees. In the study made twelve years ago, there was only one such degree, whereas there are today five superintendents who hold this degree. Generally speaking, it would be expected that these would be held by superintendents of the first two classes of cities, but this is not the case, as two degrees are held by superintendents of second-class cities, two by superintendents of third-class cities, and one by a superintendent of a fourth-class city. The superintendent of today has realized the need for more professional training and has met this need by study in the specialized field.

TABLE IV
THE RANK OF UNDERGRADUATE AND GRADUATE MAJOR SUBJECTS ACCORDING
TO FREQUENCY OF MENTION BY KENTUCKY CITY SUPERINTENDENTS
IN 1933 AND 1945

Undergraduate major subject	Rank		Graduate major subject	Rank	
	1933	1945		1933	1945
Education	1	1	Education and Administration	1	1
Mathematics	2	5	English	2.5	
English	3	3.5	Languages	2.5	3
Languages	4.5	6.5	Mathematics	5.5	
History and Political Science	4.5	3.5	Political Science	5.5	4.5
Science	6	2	Philosophy	5.5	
Social Science	7		Social Science	5.5	2
Philosophy	8		Physical Education		4.5
Economics	9	6.5			
Commerce		8.5			
Religion		8.5			

Major subjects in undergraduate and graduate work.—A wide variety of subjects is reported by the superintendents as their undergraduate majors. Table IV gives the subjects that the superintendents report as majors in both undergraduate work and graduate work and the rank of these subjects according to frequency of mention, for 1933 and 1945. Fifteen superintendents, or 27.7 per cent, give education as their undergraduate major, followed by English, science, mathematics, and history, all with 10 or 11 per cent as majors. The languages, administration, religion, economics, commerce, finance, and French were reported by only one or two as their majors. When they were undergraduates, the superintendents apparently were not preparing for this office. In graduate work, the number of subjects listed as majors is the complete reversal of undergraduate work, as the major in education and administration was reported by 85 per cent. Only 15 per cent of the superintendents did not specialize in the field of education and administration in graduate work, and it

is assumed that this field was used as a minor.

Recency of summer school attendance.—Attendance at college or university summer school is the chief means by which the city superintendent keeps himself professionally up-to-date. This is by no means the only way this can be achieved, but it is the only means to achieve credit for completion of a degree. This item, as reported, has been neglected by the Kentucky city superintendent, as only one, or 1.8 per cent, reported attending summer school in 1946. Four superintendents, or 7.4 per cent, attended during 1945, and two superintendents, or 3.7 per cent, attended during 1944 and 1943. During 1942, 7.4 per cent attended, and 12.9 per cent attended during the summers of 1941 and 1940. Twenty seven, or 50 per cent, reported attending college or university summer school before 1939. These findings present a question as to what they have been doing to advance themselves professionally if they have neglected attending college or university summer school. This is a backward step from the study made in 1933, as then 32.2 per cent⁴ attended summer school in 1933. This is a problem which should be faced, not by the state board of education, but by the city superintendent himself.

Comparison of the training of Kentucky city superintendents in 1946 with that of city superintendents from the entire country in 1934.—The 1933 survey⁵ for the United States as a whole is the latest survey on which figures are quoted to compare

4

Op. cit., p. 20.

5

Department of Superintendence, Eleventh Yearbook, op. cit.

Kentucky's superintendents with those of the entire country. On the basis of the 1933 survey, we find the Kentucky superintendents are the better-trained of the two groups. Four per cent of the United States superintendents had no degrees; all of the Kentucky superintendents had degrees. Thirty-six per cent of the superintendents from the entire country reported the bachelor's as their highest degree, as compared with 5.5 per cent from Kentucky reporting this to be their highest degree. Fifty-seven per cent of the superintendents from the entire country reported the master's as their highest degree, while 85.1 per cent of the Kentucky superintendents reported this as their highest degree. Three per cent of the United States superintendents reported the doctor's degree, while 9.4 per cent of the Kentucky superintendents had this degree.

Eighty-eight per cent of the United States superintendents in 1933 reported some graduate study. The Kentucky superintendents report 100 per cent as having some graduate work. As no study has been made since 1933, it is difficult to say what the picture might be in regard to the entire United States, although it is a safe assumption that they, too, have improved their standing. However, the rapid strides that the Kentucky superintendents have taken in this direction would possibly equal or better those made in the entire country.

Chapter Summary

1. Forty-eight superintendents, or 92.3 per cent of the total number reporting, are high school graduates. As the remainder of superintendents are college or university

graduates, they must have the equivalent of four years of high school training.

2. Thirty-five per cent of the reporting superintendents attended high schools in communities under 5,000 population.

3. The bachelor's or a higher degree is held by all reporting superintendents. The percentage reporting the bachelor's, master's, and doctor's as their highest degrees, respectively, are 5.5 per cent, 85.1 per cent, and 9.4 per cent.

4. The liberal arts college was attended by more superintendents than any other type of school. The complete percentages are: liberal arts college, 42.6 per cent; university, 29.7 per cent; and teachers college, 27.7 per cent.

5. Graduate study has been participated in by 94.3 per cent of the superintendents.

6. Eighty-five per cent of those reporting graduate study give education and administration as the major field of graduate study.

7. The training of the Kentucky city superintendent in 1946 is superior to that of the city superintendents for the entire United States of 1933. Only 3 per cent of the United States superintendents reported having the doctor's degree, while 9.4 per cent of the superintendents in Kentucky have this degree.

CHAPTER III

EDUCATIONAL EXPERIENCE, CONTRACTUAL STATUS, AND TENURE OF KENTUCKY CITY SUPERINTENDENTS

The purpose of this chapter is to present data on the educational experience, contractual status, and tenure in office of the Kentucky city superintendents of schools. Educational experience is, undoubtedly, the most important of these three vital factors in the superintendency. It is generally considered desirable for the members of a professional group to have a certain amount of previous contact with their work. Experience may be good or bad, but it remains that actual contact with the problems faced in a given type of activity is one means of developing proficiency in the solution of those problems. In the past the educational experience of the superintendent has been the most important factor in his selection and promotion. The preceding chapter shows that professional education should be and is being given more consideration at the present time. The amount of training, regardless of the extent, cannot take the place of experience in facing and solving the problems of the superintendency. The actual first-hand contact with the problems of classroom teaching is another necessary requirement in the preparation of the superintendent of schools. We have now, with the experience as a classroom teacher, plus the training for professional advancement, and experience in the problems of this office, the official who should be better able to guide the destiny of the school to the fulfillment of its place in society. These three factors should be made the requirement for admission to the profession

and for promotion.

The length of contract and the tenure in office of the superintendent are also of paramount importance in the service rendered. The contract existing between the board of education and the superintendent should be for a period of time that will enable both to determine the fitness of the superintendent for the office. The first year in office is usually spent in surveying the school and establishing relationships in the system. By the end of the year, the superintendent is able to place before the board his program by which the school system will operate and improve. Frequent changes of leadership in this office are sure to hold at a standstill or retard the development of the schools and, of course, indirectly, the pupils of these schools. A contract for one year places such a responsibility upon both the superintendent and the board that the best efforts of the superintendent will not, and cannot, be brought forth.

The length of contract and other facts relative to the contractual status, tenure in office, and educational experience of the superintendents will be discussed in this chapter under the following headings:

1. Total experience in educational work
2. Experience as elementary school teacher and principal
3. Experience as secondary school teacher and principal
4. Years of experience in the city superintendency
5. Other educational experience
6. Position held prior to first superintendency
7. Community size of first superintendency

8. Years of service in present position
9. The experience, tenure, and contractual status of Kentucky city superintendents compared with these same factors for city superintendents of twelve years ago.

TABLE V
TOTAL EDUCATIONAL EXPERIENCE OF CITY SUPERINTENDENTS

Years	No.	Per cent 1933	No.	Per cent 1945
48-50	1	1.7	1	1.9
45-47				
42-44	1	1.7		
39-41	4	6.5	3	5.6
36-38	4	6.5	2	3.7
33-35	2	3.3	3	5.6
30-32	3	4.9	7	13.3
27-29	6	9.8	6	11.3
24-26	7	11.5	5	9.5
21-23	6	9.8	8	15.2
18-20	12	19.8	10	18.9
15-17	6	9.8	3	5.6
12-14	3	4.9	1	1.9
9-11	4	6.5	3	5.6
6-8	2	3.3	1	1.9
Total	61	100	53	100
Median		22.7		26.3
Average		23.7		24.8

Total experience in educational work.—The typical Kentucky city superintendent has been connected with educational work of one kind or another for many years. Including the school year 1946-1947, this range is from eight to fifty years. The average number of years in educational work is 24.8, and the median number of years is 26.3. There are only three superintendents, or 5.8 per cent, who have been associated with educational work for less than ten years. Thirty superintendents, or 55.5 per

cent, have more than twenty-five years of educational experience, and 11.3 per cent have more than forty years of educational experience. All this experience does not take into consideration the training experience. Table V shows the total educational experience of the Kentucky city superintendent. While there has been a general exodus from the teaching field during the war years, this has not been the case in the field of the superintendency. The present study finds an increase of approximately five per cent in the total experience of city superintendents over twelve years ago. Several factors may contribute to this unchanged condition in this office, the most important being the realization of the leaders in this field that their work is of equal importance; or greater, as that of any other endeavor.

TABLE VI
EXPERIENCE OF CITY SUPERINTENDENTS AS ELEMENTARY TEACHERS
AND PRINCIPALS

Years	Experience as elementary teacher		Experience as elementary principal	
	No.	%	No.	%
15-16 1933	1	3.0		
1945				
13-14 1933				
1945				
11-12 1933				
1945				
9-10 1933	1	3.0	1	16.1
1945	1	5.2	3	27.3
7-8 1933	1	3.0	1	16.6
1945			1	9.1
5-6 1933	5	14.7	1	16.6
1945	3	15.2	1	9.1
3-4 1933	15	44.0	1	9.1
1945	7	36.8	1	16.6
1-2 1933	11	32.3	5	45.4
1945	8	42.2	2	33.2
Total 1933	34	100	11	100
1945	19	100	6	100

Experience as elementary school teacher and principal.—

Table VI shows the experience of city superintendents as elementary teachers and principals during 1933 and 1945. One of the desirable techniques that the city superintendent should have at his command grows out of his knowledge and experience as an elementary teacher, since he will have a larger number of elementary schools in his system than any other type. Important as this is, it is more desirable that the superintendent have experience as an elementary school principal, as this is where he gets a more direct preparation for supervision of instruction and faces his first administrative problems. The principal, because of the inability of the locality to finance a separate supervisor, is responsible for the supervision of the

teachers in his school. This will give him the necessary insight and experience into the instructional side of the superintendency. The elementary principal very often has the responsibility of making recommendations concerning the employment, retention and promotion, and dismissal of teachers. He also may have the privilege of suggesting necessary repairs and improvements to the building. With this as background, the principal is in a position to meet the problems presented by the office of superintendent.

Nineteen Kentucky superintendents, or 35.1 per cent, report experience as an elementary teacher. The range in years of those reporting elementary teaching is from 1 to 10. This is a decrease of 20.6 per cent from 1933.

Six superintendents, or 11.1 per cent, report experience as an elementary school principal, with a range in years of service from 1 to 12. This is a decrease of 7 per cent from 1933.

TABLE VII
EXPERIENCE OF KENTUCKY CITY SUPERINTENDENTS AS HIGH SCHOOL
TEACHERS AND PRINCIPALS

Years	Experience as high school teacher				Experience as high school principal				
	No.		%		No.		%		
	1933	1945	1933	1945	1933	1945	1933	1945	
25-26					1		2.1		
23-24						1		2.2	
21-22									
19-20						3		6.7	
17-18									
15-16		1		2.5		3		6.7	
13-14					1	1	2.1	2.2	
11-12		1		2.5	3	3	6.2	6.7	
9-10		1		2.5	5	9	10.4	20.0	
7-8	3	4	9.7	9.7	7	2	14.6	4.4	
5-6	5	9	15.2	21.9	7	6	14.6	13.3	
3-4	11	11	33.3	26.8	11	6	23.0	13.3	
1-2	14	14	42.4	34.1	13	11	27.0	24.4	
Total	33	41	100	100	48	45	100	100	
Median number of years as high school teacher...								1933	3.4
								1945	3.5
Average number of years as high school teacher...								1933	3.2
								1945	4.2
Median number of years as high school principal..								1933	4.5
								1945	6.8
Average number of years as high school principal								1933	5.6
								1945	7.9

Experience as secondary school teacher and principal.—

Table VII shows the experience of Kentucky city superintendents as secondary teachers and principals. The superintendent who has had experience as a high school teacher is better able to cope with the needs of this type of school. The high school principal is familiar with the instructional needs and has had experience in meeting many administrative problems, and therefore is a more logical choice for the superintendency than the high school teacher. A combination of the two is still more

desirable. Douglass says, "The high-school principalship has been the most important experience in the preparation of the superintendent, not so much because it has been the best experience that the prospective superintendent can have, but because strong men have been high-school principals, and school boards have naturally looked to them as a source of supply when superintendents have been needed."¹

Forty-one city superintendents, or 75.9 per cent, have experience as high school teachers, and forty-five superintendents, or 83.3 per cent, have experience as high school principals. The range in years of service as high school teacher is from 1 to 15 and as high school principal from 1 to 23. The average number of years as high school teacher is 4.2, and the average number of years as high school principal is 7.6. In this field of the organization of schools, the principal begins his training for the office of superintendent. The problems faced here will better qualify the man for the important position as leader of the entire school system.

Years of experience in the city superintendency.—This office probably has the least turnover of any in the field of education. All of the Kentucky city superintendents have had experience in the office prior to the school year of 1945-1946. The range in years of service, including the school year of 1945-1946, is from 2 to 36. The average number of years as city superintendent is 12.5. Fourteen per cent of the superintendents have been city superintendents for twenty-five years or more, and 18 per cent have been in this office for twenty years or more. Twenty-two per cent have been in office for less than

¹

Douglass, op. cit., p. 67.

five years. As none of the superintendents were without experience during the last school year, this verifies the fact that this office of superintendent is gradually dropping in the percentage of turnover. The percentage of change has decreased from 21 in 1931-1932 to 5 in 1940-1941 with minor fluctuations.²

Other educational experience.—This study shows that there is a great absence of other educational experience held by the city superintendents previous to entering their present work. Only eight served in some other capacity before entering the city superintendency, three had experience as county superintendent, three held positions in the state school administration, and two reported miscellaneous experience. This is a most serious situation when considered in the light of the small percentage of superintendents who have had previous experience as an elementary teacher or principal. When we consider that 88.8 per cent of the present superintendents had experience as high school principals and only 11.1 per cent had experience as elementary principals, we are faced with having superintendents who have a meager amount of elementary school experience. This, coupled with the fact that there are probably more elementary schools in the system than high schools, suggests a lack of essential background in elementary education. This is comparable with the situation that faced us twelve years ago, when one superintendent had been an assistant superintendent and two had experience as county superintendents. This undesirable situation has existed now for too long a period.

²

Educational Bullentin, Vol. XI, September, 1943, op. cit.

TABLE VIII
POSITIONS HELD BY CITY SUPERINTENDENTS PRIOR TO THEIR
FIRST SUPERINTENDENCY

Position	1933		1945	
	No.	Per cent	No.	Per cent
High school principal	43	70.5	44	81.4
College student	6	9.8	2	3.6
Elementary school prin.	3	4.9		
High school teacher	2	3.3	4	7.4
Elem. school teacher	2	3.3	1	1.9
College teacher	2	3.3		
County superintendent	2	3.3	1	1.9
Not reporting	1	1.6	1	1.9
State department of Ed.			1	1.9
Total	61	100	54	100

Position held prior to first superintendency.—It would seem from Table VIII, showing the number and percentages of those entering the superintendency from other positions, that the necessary stepping stone to this office of leadership is by way of the high school principalship. Forty-four superintendents, or 81.4 per cent, entered this office after holding the position as high school principal. Four superintendents, or 7.4 per cent, report that they served as high school teachers before entering the office of superintendent, and two, or 3.6 per cent, were college students just prior to entering this office of educational leadership. One elementary teacher and one county superintendent were promoted to city superintendent, or 1.9 per cent each. One city superintendent reported that he held a position in the state department of education just prior to entering the superintendency. Table VIII also points out the undesirable situation existing in the total experience of the city superintendent prior to entering that office.

TABLE IX
COMMUNITY SIZE OF FIRST SUPERINTENDENCY

Community	Number of superintendents 1933	Per cent	Number of superintendents 1945	Per cent
Under 2,500	25	41.0	13	24.5
2,500-5,000	20	32.8	18	33.9
5,000-10,000	10	16.4	14	26.4
10,000-50,000	5	8.2	7	13.2
Over 50,000	1	1.6	1	1.8
Total	61	100	53	100

Community size of first superintendency.—Table IX gives the size of the community in which the superintendent held his first position. From this table, it would seem that the inexperienced future educator entering this field must do it by way of the small community or in the larger community of the fourth-class size. While some may argue that this is as it should be, a question can be raised as whether or not it would be advisable and better for the superintendent to serve an internship under a superintendent of a larger system. All factors being of equal importance, the superintendent of the smaller system is without question the one who would gain from such an internship, as his problems are less frequent than those of his fellow worker in the larger systems. By comparing the present with twelve years ago, in Table IX, a change is apparent in the number of those entering the community of under 2,500, and in the number entering third-class cities.

TABLE X
CONTINUOUS TENURE OF KENTUCKY CITY SUPERINTENDENT IN
PRESENT POSITIONS

Years	Number Per cent 1933		Number Per cent 1945	
	31-33			1
28-30	1	1.6	1	2.1
25-27	1	1.6	2	4.1
22-24			1	2.1
19-21	2	3.3	3	6.3
16-18	4	6.6	6	12.5
13-15	5	8.2	3	6.3
10-12	14	23.0	4	8.3
7- 9	9	14.7	2	4.1
4- 6	16	26.3	14	29.2
3 or less	9	14.7	11	22.9
Total	61	100	48	100
Median		8.8		10.6
Average		8.9		10.9

Years of service in present position.—Table X shows the number of years the Kentucky city superintendents have held their present positions, for the reporting year of 1945 and compared with the reporting year of 1933. Under the existing tenure laws of Kentucky, the city superintendent seems to be fairly secure in his position. When the probationary period has been served in this position, the superintendent will probably vacate only for advancement in another system or upon retirement. The range in years of service in the present position is from less than one to thirty-one years. Four superintendents, or 8.3 per cent, have held their present position less than one year, which indicates the low turnover in this office. Four superintendents, or 8.3 per cent, have held their present office for over twenty-five years, and fifteen superintendents, or 31.2 per cent, have

held their positions for over fifteen years. The average number of years in the present position is 10.8.

TABLE XI
LENGTH OF CONTRACT IN PRESENT POSITION

Years	No.	Per cent 1933	No.	Per cent 1945
Indefinite	2	3.3	4	7.5
4	22	36.0	32	60.4
3	4	6.6	1	1.9
2	10	16.4	8	15.1
1	23	37.7	8	15.1
Total	61	100	53	100

Contractual status.—The period of appointment of the city superintendent is covered in Table XI. A written contract is the basis for security in 92.5 per cent of all city superintendents in Kentucky. This holding of a written contract gives the superintendents the assurance that he is secure in his position for a definite number of years, unless he himself causes a breach of the contract. Only four superintendents, or 7.5 per cent, do not hold written contracts. This is an improvement over twelve years ago, at which time, 49.2 per cent of the superintendents did not hold written contracts. This improvement may be due to the fact that contracts are more or less continuing contracts, even though stated for a definite number of years.

Four superintendents, or 7.5 per cent, report that they were appointed for indefinite periods. The average number of years for which the superintendents are elected is 3.2. A condition existed which was not for the best, as long as the superintendent was required to stand for reelection each year.

This gave no guarantee of security of tenure to the superintendent and at the same time caused undue worry and strain on the board of education. It is safe to say that the Kentucky city superintendent is now more likely to remain in one position for a longer period of time than he did in former years. With this security assured the superintendent, he should be better able to formulate long-time planning for his school system, thereby giving a guarantee to the public that the product of the schools will be of a higher quality.

The experience, tenure, and contractual status of Kentucky city superintendents compared with these same factors for city superintendents of twelve years ago.—The median number of years in educational work is 22.7 for the study made in 1933 and 26.3 at the present time. The median amount of experience in the superintendency is 12.2 for the Kentucky city superintendent of twelve years ago and 12.7 for the current study.

Seventy per cent of the superintendents entered the office from the high school principalship in 1933, while slightly over 80 per cent entered this office by the same route according to the present study. Twelve years ago, 4.9 per cent of the city superintendents entered from the elementary principalship but the 1945 study shows an increase to 11.1 per cent—an increase, however slight it may be. Another improvement has been made in the number entering the office of superintendent directly from college. Twelve years ago, 9.8 per cent of the superintendents assumed responsibility as superintendents directly after the completion of college preparation, while at the present time,

only two superintendents, or 3.6 per cent, undertook this same responsibility under same conditions. This was prior to today's standards.

The median number of years spent by the superintendent in his present position is 8.8 as of twelve years ago, and 10.5 for the present study.

Written contracts were held by 50.8 per cent of the 1933 city superintendents, while at the present time, 92.5 per cent hold a written contract which guarantees tenure for a definite number of years. Forty-nine per cent of the superintendents in 1933 did not hold a written contract, but there are only 7 per cent of the present superintendents who are without a written contract, an improvement in the right direction

Chapter Summary

1. The educational experience of the Kentucky city superintendent reporting give a total of from eight to fifty-one years. The median number of years in educational work is 26.3.

2. The reporting superintendents give 35.1 per cent as having experience in elementary teaching. The median for this group is 33.4 years.

3. Six superintendents, or 11.1 per cent, report experience as an elementary school principal. The median number of years in holding this position is 7.4.

4. Forty-one superintendents, or 75.9 per cent, have experience as high school teachers, with a median number of years as high school teacher of 3.5.

5. Eighty-three per cent of the superintendents reported experience as high school principals. The median number of years as holder of this position is 6.8.

6. The range in years of service as city superintendent is from 2 to 36. The median number of years as superintendent is 12.7.

7. Eight superintendents, or 14.8 per cent, reported having educational experience of other than elementary or high school experience before entering the field of superintendency.

8. Eighty-one per cent of the superintendents reported they entered the superintendency from the high school principalship.

9. Thirty-one superintendents, or 57.4 per cent, entered their first superintendency in cities under 5,000 in population.

10. The range in years of continuous tenure in their present position is from less than one to thirty-one. The median number of years in the present position is 10.5.

11. Ninety-three per cent, or fifty superintendents, reported as holding written contracts in their present position. Only four superintendents are appointed for an indefinite period and the remaining fifty are elected for a period of from one to four years. The average number of years for which the superintendent is elected is 3.2.

12. The continuous tenure in office is longer for the present city superintendent than that of his fellow worker twelve years ago. The present superintendent shows an average number of years of 10.8 in his present position, while the superintendent of twelve years ago shows an average number of years of

8.9. As shown in the 1933 survey,³ the city superintendents from the entire United States report an average of only six years.

³ Department of Superintendency, Eleventh Yearbook, op. cit., p. 89.

CHAPTER IV

THE ECONOMIC AND SOCIAL STATUS OF THE KENTUCKY CITY SUPERINTENDENT

The economic and social status of any group is determined, partly at least, by the amount of income. This income will determine the standard of living and influence the social status of the group. The qualifications demanded for the superintendent of schools make it imperative that the compensation be maintained on a high level. A low salary will not attract and hold the best qualified and trained men for this important position. The salaries offered in any field of work will control to a great degree the type of men who enter that field, all other factors being equal. However, financial rewards are not the only index of success to the men in this field of education. The low monetary reimbursements received by the superintendent of schools could be substantially increased by leaving this field and answering the call of other professions. If it were not for the fact that other compensations are offered by this position, we would find men and women in this office interested entirely in the salary connected with it and the future well being of the pupil discarded for what personal financial gains could be secured. The satisfaction of feeling that one is a part of a great enterprise in the shaping of human life is an important factor in the work of the superintendent. Insufficient compensation, on the other hand, is undesirable, as this will drive away from the school superintendency those men of high abilities who are devoted to the

cause of public education. A high standard of living must be maintained by the superintendent on an equal with men of other professions; otherwise, these men who are devoted to the cause of education and who have an aptitude for the work, will be forced to secure adequate compensation in other fields of endeavor. Granting that the constitutional limit of \$5,000 is too low for certain large cities, the salary of the Kentucky city superintendents seems to be adequate and high enough to enable them to maintain a standard of living on a level with men who are engaged in other professions in the cities in which they reside. The question of salary is a determining factor in the advancement of superintendents from one locality to another.

The factors to be considered in the social status of the city superintendent are dependent to a large degree on his economic status. For this reason, the two topics will be treated together in this chapter under the following headings:

1. The salary of the superintendent of schools
2. Income in addition to regular salary
3. Amount saved in 1945-1946
4. Provision for home
5. The family of the superintendent of schools
6. The age of the superintendent
7. Newspapers in the home
8. Popular magazines read
9. Professional magazines read
10. Membership in civic organizations
11. Membership in educational organizations

12. Attendance at educational conventions
13. Expenses at conventions paid by school board
14. The economic and social status of Kentucky city superintendents compared with the same factors in 1933.

TABLE XII
SALARIES OF KENTUCKY CITY SUPERINTENDENTS, 1933 AND 1945

Salary Group	1932-1933		1933-1934		1945-1946		1946-1947	
	No.	%	No.	%	No.	%	No.	%
\$5000	4	6.8	2	3.3	7	13.8	9	17.8
4900-4999								
4800-4899	1	1.7			1	1.9		
4700-4799			1	1.6				
4600-4699							1	1.9
4500-4599	3	5.1	1	1.6	5	10.0	6	11.8
4400-4499					1	1.9	1	1.9
4300-4399			1	1.6				
4200-4299					3	5.9	3	5.9
4100-4199			1	1.6				
4000-4099	4	6.8	2	3.3	3	5.9	6	11.8
3900-3999					2	3.9	1	1.9
3800-3899	3	5.1	2	3.3	2	3.9	4	7.9
3700-3799			1	1.6	1	1.9	1	1.9
3600-3699	4	6.8	6	9.9	6	11.8	5	10.0
3500-3599	1	1.7	1	1.6	1	1.9	2	3.9
3400-3499					1	1.9		
3300-3399	1	1.7			5	10.0	3	5.9
3200-3299	5	8.4	1	1.6	1	1.9	3	5.9
3100-3199	3	5.1	1	1.6	2	3.9	1	1.9
3000-3099	9	15.2	7	11.5	3	5.9	1	1.9
2900-2999	1	1.7	1	1.6				
2800-2899	7	11.8	5	8.2	3	5.9		
2700-2799	2	3.4	6	9.9				
2600-2699			4	6.6				
2500-2599			2	3.3	2	3.9	2	3.9
2400-2499	3	5.1	4	6.6	1	1.9	1	1.9
2300-2399								
2200-2299	1	1.7	2	3.3				
2100-2199	2	3.4	1	1.6				
2000-2099	2	3.4	2	3.3	1	1.9	1	1.9
1900-1999								
1800-1899	2	3.4	6	9.9				
1700-1799								
1600-1699								
1500-1599	1	1.7	1	1.6				
Total	59	100	61	100	51	100	51	100
Median salary	\$3005		\$2850		\$3838		\$4018	

The salary of the superintendent of schools.—Table XII contains a distribution of the salaries of the Kentucky city superintendent for the school year 1945-1946 and the school year 1946-1947. The median salary for 1946-1947 of \$4,018 is \$1,168 above the median salary of the school year 1933-1934. The average salary for 1946-1947 of \$3,838 is \$871 higher than the average salary for 1933-1934 of \$2,967. The salaries of the city superintendents range from \$2,000 to the legal maximum of \$5,000. The legal minimum of \$1,500 is not received by a single superintendent, as was the condition in the study made twelve years ago—one step in the right direction. The fact that Kentucky salaries were definitely low twelve years ago is attributed to the fact that this was during the worst financial depression the country has known. It must be remembered that at that time other professional men were receiving reduced incomes which in many cases were uncertain, while the city superintendent knew exactly what he would receive. In times of depression, this class of income is higher and more secure. In times of inflation, as is the case at the time of this study, the superintendent's income does not compare favorably with that of other professional men. A median salary of city superintendents for the entire United States is not available, as of a recent date, and a comparison of the present with five or ten years ago would be of little value.

Improvement has been recorded in all classes of cities since the 1933 study and probably will continue until the Kentucky city superintendent is receiving, at least, the median

of the entire nation. The larger salaries are paid in the larger cities, as they should be, with their added responsibilities of more teachers, more pupils, and more parents. Nine superintendents, or 17.2 per cent, are now receiving the legal maximum of \$5,000, while only two superintendents received this amount in 1933. Four superintendents, or 7.9 per cent, are receiving less than \$3,000, which certainly shows an improvement of the standing, economically, over that received twelve years ago when thirty-four superintendents received less than \$3,000.

Twenty superintendents, or 37.1 per cent, report receiving increments and services connected with their present position. These increments consist of free rent, use of automobile, etc. Two more superintendents report the use of a house, in addition to their salary, but these are not included in the above mentioned twenty. The range in value of these additions and services, in an approximate annual value, is from \$20 to \$1,000, with a median of \$401, which is \$152 more than twelve years ago.

Income in addition to regular salary.—The salary received from the community in which the superintendent is located is reported by the majority as the total income for the year. Twenty superintendents, or 37 per cent, indicate that they received on the average \$408 in addition to the regular salary, with a range of those reporting from \$20 to \$4,500. Except for three, which report over \$4,000 each as being received in addition to the regular salary, the amount received is not large enough to be of material assistance. This would indicate that the superintendent is almost entirely dependent upon his

salary for his livelihood and savings for the future. The average amount of income in addition to regular salary of the superintendent in 1933 was \$346.

Amount saved in 1945-1946.—The factor of saving is closely allied with the income received by the superintendent, but the amounts do not tend to coincide with the amounts reported, as will be seen. Two superintendents, who did not report as having income in addition to regular salary, reported saving more than the amount received from salary. The amounts saved are \$9,000 and \$12,000. In addition to these, one reported savings of \$2,500, one of \$3,000, and one of \$4,500. Within the feasible range are ten superintendents who report saving from \$1,000 to \$1,500. The remaining twenty-five superintendents, or 62.5 per cent of the entire reporting group, reported the range in amounts saved as from \$120 to \$1,000. The median amount saved for the entire group reporting is \$1,076, and the average amount saved is \$1,347. The two unusually large amounts are responsible for the differences in the present study and the one made twelve years ago, when the median amount saved was \$650, and the average amount saved was \$714. These factors of amounts, in addition to income and amount saved, would seem to indicate that the city superintendent is receiving adequate salary for his services and is placed on a level with other professional groups, both economically and socially.

Provision for home.—The superintendent seems to establish his community status by his ownership of property in the form of real estate. Thirty-one superintendents, or 57.4 per

cent, own their homes, and two superintendents, or 3.7 per cent, reported buying homes. Nineteen superintendents, or 35.7 per cent, are renting their homes. The remaining two superintendents are furnished homes by their contracts. This 60 per cent who own or are buying their homes would indicate that the tenure of the city superintendent is secure as long as he gives evidence of satisfactory service. A home would not be planned by the insecure superintendent who knows he must vacate within a short time or is in danger of being forced from office politically. This percentage is an improvement over twelve years ago, at which time 50 per cent were renting their homes. This one step places the city superintendent in a social position of great importance.

The family of the superintendent of schools.—The city superintendent is a family man, as a general rule, with adults and children ranging from one to six dependent upon him for support. The number of children ranges from one to four, with a median of 1.9. Six superintendents, or 10.9 per cent of the forty-six answering this question, have no living children. Only two superintendents have as many as four children. This bears out the general rule that professional people have a smaller number of children than do people in other walks of life. The median number of children in 1933 was 2.5.

Twelve per cent of all superintendents have one other person partly dependent upon them for support, and 7 per cent have two persons partly dependent for support. None report having more than two partly dependent for support. The lack of added responsibility is a factor in improving their economic

status, and the fact that they have a complete family relationship increases their social stature. In the 1933 study, thirty-one superintendents, or 51.6 per cent, reported from 1 to 5 other persons partly dependent.

The number of adults and children dependent and the number of other persons partly dependent upon the superintendent for support have shown a decrease of 32.6 per cent from twelve years ago. Other factors being equal, this would tend to make the superintendent better able to establish a higher standard of living.

TABLE XIII
AGES OF SUPERINTENDENTS OF SCHOOLS

Years	Number Per cent 1933		Number Per cent 1945	
	72-74	1	1.8	1
69-71				
66-68				
63-65	2	3.5	2	3.9
60-62	3	5.4	2	3.9
57-59	2	3.5	5	9.7
54-56	4	7.1	7	13.4
51-53	5	8.9	1	1.9
48-50	7	12.5	8	15.4
45-47	3	5.4	9	17.2
42-44	13	23.2	5	9.7
39-41	7	12.5	8	15.4
36-38	3	5.4	3	5.7
33-35	3	5.4	1	1.9
30-32				
27-29	3	5.4		
Total	56	100	52	100
Median		42.2		50.2
Average		44.5		48.2

The age of the superintendent.—Table XIII gives the information for the study made twelve years ago and also for

the present. Age is one factor usually considered when an attempt is made to determine the status of any professional group. Age may not have an effect upon the efficiency of administration, but certain tendencies in types of administration may be attributed to the age of the superintendent.

There has been a general grouping in the middle range over the past twelve years. The average age has increased four years, and the median age has increased six years. At the lower end of the range we find six years added to the age of the city superintendent, with a decrease of three years in his age at the top of the range.

Tenure, higher standards, and general conditions of employment are contributing factors which tend to eliminate the very old and the very young men from the position of city superintendent. With longer tenure than twelve years ago, the city superintendent has stayed in his present position for a greater length of time. The higher standards which went into effect in 1935 may be partly responsible. The fact that incumbent superintendents may be more concerned with remaining in school work might also contribute to this general improvement in age.

Only one superintendent is over seventy years of age, and one under thirty-five years of age as compared to one over seventy years of age, and six under thirty-five years of age in 1933. This would indicate that the more advanced are being retired upon reaching the legal maximum under the retirement law. At the same time, we find that the new superintendents are coming into this office at a higher age than twelve years

ago and after they have completed their training and have had experience. The higher age for entrance into this office may also be attributed to the fact that there are more qualified trained personnel eligible for the position than formerly, and there are fewer positions available. Consequently, the individual seeking the superintendency must remain longer in service as a teacher or principal before entering the office of superintendent of schools. School administration should benefit from this condition, however, because the future superintendent is obtaining experience and maturity, both important factors in selecting an administrator. The average of 48.2 years finds the superintendent in the prime of life. The average age of the superintendents in 1933 was 44.5 years of age.

Newspapers read regularly.—The superintendents were asked to indicate the number of daily and weekly newspapers read regularly. The range is found to be from one to four or more. Five superintendents, or 9.4 per cent, read one newspaper; sixteen superintendents, or 30.2 per cent, read two newspapers; twenty-one superintendents, or 39.6 per cent, read three newspapers; and the remaining eleven superintendents, or 20.8 per cent, read four or more newspapers. The median number of newspapers read regularly by the city superintendent is 2.8. This is a decrease from the median of 3.5 as reported in the 1933 survey. One factor which may contribute to this is the increased use of the radio, with its frequent news broadcasts and analyses. It could also be attributed to the decrease in the number of weekly newspapers issued.

TABLE XIV
POPULAR MAGAZINES READ AND THE RANK OF THESE MAGAZINES
ACCORDING TO THE FREQUENCY OF MENTION
1933 AND 1945

Title	Rank Per cent 1933		Rank Per cent 1945	
American	1	47.5	6	21.4
Literary Digest	2	42.6		
Collier's	3	36.0	5	21.4
Reader's Digest	4	34.4	1	92.9
Saturday Evening Post	5	29.5	4	50.0
Time	6	27.8	3	52.1
Harper's	7	16.4		
Atlantic Monthly	8	16.4	7	21.4
National Geographic	9	16.4		
Scribner's	10	14.7		
Forum	11	13.1		
Current History	12	11.4		
Life			2	66.6
News Week			8	19.0
Rotarian			9	16.6
Coronet			10	14.3
Good Housekeeping			11	14.3

Popular magazines read.—Many varied magazines are read by the superintendents according to the reports received. Table XIV gives the rank according to frequency of mention of the popular magazines. Only those having a frequency of 10 per cent or more of the superintendents reporting are given in this table. An examination will show a discontinuance, from the 1933 survey, of six popular magazines and the addition of five new ones. Two of the newly added magazines are ones which have been added to the list of publications in the past twelve years. More interest is being accorded the magazines of short stories, present everyday topics, and those of news interest. There is a range of from one to eleven

popular magazines read by the superintendent, with a median of 3.4.

TABLE XV
PROFESSIONAL MAGAZINES AND THE RANK OF THESE MAGAZINES
ACCORDING TO THE FREQUENCY OF MENTION
1933 AND 1945

Title	Rank Per cent 1933		Rank Per cent 1945	
	American Sch. Bd. Journal	1	73.7	3
Kentucky School Journal	2	49.1	1	93.1
The Journal of the National Education Association	3	47.5	2	90.6
Nation's Schools	4	42.6	5	61.3
School Executive	5	31.1	4	84.0
School Management	6	24.6	6	22.7
School Review	7	18.0		
Elementary Sch. Journal	8	14.7		
School Life	9	11.4		
Clearing House			7	15.9

Professional magazines read.—The superintendents reported a few magazines more than those listed in Table XV, but only those which are read by 10 per cent or more of the superintendents are ranked on this table. There has been a marked improvement in the professional reading of the superintendents as indicated by the increased 32.9 per cent of those reading the top five magazines as compared with twelve years ago. The largest increase is in the Kentucky School Journal, which shows an increase of 50 per cent. All the professional magazines, with their increases, shows deeper interest in the profession as a whole.

TABLE XVI
CIVIC ORGANIZATIONS TO WHICH CITY SUPERINTENDENTS BELONG

Civic Association	No.	Per cent 1933	No.	Per cent 1945
Service club (i.e., Lions, Rotary, Kiwanis, etc.)	54	88.5	47	87.1
Chamber of Commerce	29	47.5	10	18.5
City Club	6	9.8	8	14.2
Board of Trade			3	5.5
Red Cross	1	1.6	1	1.8
Y.M.C.A.	1	1.6	1	1.8
None	3	4.9	1	1.8

Membership in civic organizations.—Professional men on the whole, not excluding the city superintendent, give of their time, energy, and money to civic welfare. Table XVI shows the civic organizations to which city superintendents belong. Forty-seven superintendents, or 87.1 per cent, report membership in a service club of one type or other. Ten superintendents, or 18.5 per cent, are enrolled in the Chamber of Commerce, and 14.5 per cent belong to a City Club. Only one superintendent, or 1.8 per cent, does not belong to any civic organization. One civic association, the Chamber of Commerce, decreased in superintendent membership 30 per cent during the twelve-year period. The rest of the associations remain approximately the same.

TABLE XVII
PROFESSIONAL ORGANIZATIONS IN EDUCATION OF WHICH THE CITY
SUPERINTENDENTS ARE MEMBERS
1933 AND 1945

Professional organization	No.	Per cent 1933	No.	Per cent 1945
Kentucky Education Ass'n	58	95.0	54	100
Dept. Supts. K.E.A.	51	83.6	44	81.4
National Education Ass'n	36	59.0	46	85.1
Dept. Supts. N.E.A.	35	57.3	26	48.1
Local Associations	30	49.1	11	20.3
Phi Delta Kappa	4	6.5	6	11.1

Membership in professional organizations.—With one exception, all of the city superintendents report membership in one or more state or national professional organizations in education. Table XVII shows the different professional organizations and the number and percentage of superintendents belonging for 1933 and 1945. The state association claims as members 100 per cent of the city superintendents, an increase of 5 per cent over twelve years ago. Forty-six superintendents, or 85.1 per cent, reported membership in the national association, an increase of 16 per cent over the 1933 survey. Both of these increases show increased loyalty to the state and national associations.

Attendance at educational conventions.—Attendance at educational conventions, both inside and outside the state, could easily be considered as improving the perspective of the city superintendents.

Forty-nine superintendents, or 92.5 per cent, attended the Kentucky Education Association meeting in 1946. Three superintendents, or 5.4 per cent, reported that they attended the 1945

meeting, and one superintendent, or 1.8 per cent, reported as having attended the 1942 or earlier convention. Fifty-nine superintendents, or 96.7 per cent, attended the Kentucky Education Association meetings in 1933. One superintendent reported that he had attended his last state meeting in 1932, and one superintendent did not report on this question.

Thirty-eight superintendents, or 70.3 per cent, reported as having attended conventions outside the state. Thirteen superintendents, or 24.1 per cent, have not attended conventions outside the state. The numbers and percentage of superintendents reporting their latest attendance at educational conventions outside the state are as follows: 1946, sixteen superintendents, or 15.6 per cent; 1945, four superintendents, or 7.8 per cent; 1944, two superintendents, or 3.9 per cent; 1943, six superintendents, or 11.7 per cent, and 1942 or before, ten superintendents, or 19.6 per cent. Thirteen superintendents, or 25.5 per cent, reported as having attended no convention outside the state.

Expenses at conventions paid by school board.—The superintendents were asked to report the amount of the expenses incurred by attending educational conventions and business trips taken in the line of duty which were paid by the city school boards.

Six superintendents, or 12.7 per cent, reported that none of their expenses are paid on business trips for the school, and nine superintendents, or 18.8 per cent, reported that part of their expenses are paid by the board for this kind of trip. Sixty-eight per cent, or thirty-three superin-

tendents, state that all of their expenses on business trips for the school are paid. This is an improvement of 24 per cent over twelve years ago, at which time 44 per cent of the superintendents reported that they were paid all of their expenses by the board.

Seventeen superintendents, or 32.7 per cent, state they receive nothing from the school board to pay for their expenses to attend state association meetings, while twelve superintendents, or 23.1 per cent, reported that part of their expenses are paid. Twenty-three superintendents, or 44.2 per cent of the fifty-two answering this question, reported that all of their expenses are paid by the school board to attend state education association meetings. This is an increase of 14 per cent over the 1933 study. This factor, with other similar factors involving payment of personnel by the board, seems to indicate that more is being spent to further the cause of education.

The economic and social status of Kentucky city superintendents compared with the same factors in 1933.—The purpose of this section is to show how the economic and social status of the Kentucky city superintendents compares with the same factors as found in the 1933 survey. In order to show this in a concise form, without getting involved in a long narrative, the most important facts for the two studies are given, with the median used as representative of a whole group.

The median salary in 1933-1934 for the superintendents is given as \$2,850. The median salary in 1946-1947 is \$4,018.

Twenty-seven per cent of the superintendents in 1933 had incomes in addition to their regular salaries. This increased to 37 per cent, as shown by the present study.

Twelve years ago, 43.3 per cent of the city superintendents owned their own homes, 6.6 per cent were buying homes, and 50 per cent were renting, while 57.4 per cent of the city superintendents of 1946 own their own homes, 3.7 per cent are buying a home, and 35.7 per cent are renting.

Eleven per cent of the superintendents of twelve years ago, as compared with 10.9 per cent of the superintendents of today, have no living children. Three per cent of the city superintendents of twelve years ago had five or more children, while the present superintendent has no more than four children in the family. The median number of children in 1933 is 2.5, for 1945 it is 1.9. The median number of persons totally dependent upon the superintendent for support in 1933 is three, and in 1945 the median is 2.1. The median number of partly dependent persons is 1.5 for twelve years ago, and for the present study the median is .8.

The median age of city superintendents has increased from 42.8 in 1933 to 50.2 in 1945.

The percentage of Kentucky superintendents belonging to the state education association in 1933 is 95. This percentage has been increased in the present study to include every superintendent. Eighty-three per cent of the city superintendents twelve years ago reported membership in the superintendent's section of the state association, as compared with 81.4

per cent in 1945. Fifty-nine per cent of the city superintendents in 1933 and 85.1 per cent in 1945 belong to the National Education Association. Fifty-seven per cent of the superintendents in office in 1933 belonged to the Department of Superintendence of the National Education Association, as compared with 48.1 per cent in 1945.

Ninety-six per cent of the city superintendents in 1933 attended the previous year's meeting of the Kentucky Education Association. Thirty and three-tenths per cent were reimbursed by the board for their total expenses. This is compared with 92.5 per cent of the 1946 superintendents who attended the state meeting and 44.2 per cent who received total reimbursement for their expenses.

Nine professional magazines were read by 10 per cent or more of the 1933 city superintendents, while only seven professional magazines were read by 10 per cent or more of the 1945 superintendents. One popular magazine was read by more than 45 per cent or more of the superintendents twelve years ago, as compared with five popular magazines read by 45 per cent or more of the present superintendents.

Chapter Summary

1. The median salary of the city superintendent of schools in Kentucky for 1946-1947 is \$4,018. The range in salaries is from \$2,000 to \$5,000, the legal maximum. The median salary in 1933 was \$2,850.

2. The median amount of income in addition to salary of those reporting is \$408, as compared to \$346 twelve years ago.

3. The median amount saved by the city superintendent in 1945-1946 is \$1,076, while this amount was \$650 in the previous study of 1933.

4. Fifty-seven per cent of the superintendents own their homes, and an additional 3.7 per cent are buying their homes. Twelve years ago 50 per cent of the superintendents were renting their homes.

5. The median number of children is 1.9, a decrease from 2.5 in 1933.

6. The median age of the city superintendent is 50.2, with a range in ages of from 33 to 71 as compared to the median age of 42.2 twelve years ago.

7. The median number of newspapers read regularly is 2.8. This is a decrease from the median of 3.5 as reported in the 1933 survey.

8. The median number of popular magazines read by the city superintendent is 3.4. A median is not given in the 1933 survey for the number of popular magazines read by the city superintendents.

9. Ninety-three per cent of the superintendents belong to one or more civic organizations of one type or other. There has been little or no change in the membership of civic organizations over twelve years ago.

10. All of the city superintendents report membership in one or more professional organizations in education as compared to 95 per cent of the city superintendents who were members in 1933.

11. Ninety-eight per cent of the superintendents attended state conventions during the past two years. This is the same percentage that was reported in the 1933 survey.

12. Twenty-two per cent of the city superintendents attended a convention outside the state during the past two years as compared to 30.8 per cent of the city superintendents who attended a convention outside the state during 1933-1934.

CHAPTER V
POWERS AND DUTIES

The city superintendent is given certain powers and assumes certain duties upon entering office. The degree to which these powers are vested in him will influence the administration of the school system. The fulfilling of the duties, at the same time, will determine, to a large extent, the success or failure of his tenure. The aim of this section of the study is to present the functions of school administration performed most frequently by the city superintendent.

The information is taken from the last page of the check list, which appears in Appendix I. The superintendents were asked to indicate whether they initiated, executed, or approved certain administrative functions, the definition of said terms being as follows:¹

1. "Initiate" includes: (1) to nominate; (2) to recommend; (3) to take the first step or make the first official move.

2. "Execute" means the actual doing of the thing, such as making the contract with the teacher, acting as agent for the city in the purchase of land, etc.

3. "Approve" means: (1) the responsibility of deciding beforehand whether or not the particular thing shall be done; (2) passing on routine matters such as bills; (3) the right of review; (4) settlement of questions on appeal.

¹
Douglass, op. cit., p. 123.

workers.....	24.0	51.0	19	51.9	31	14.9	21	11.6	25.0	11.1			
c. All other employees	17	65.0	9.5	72.2	28.5	10.0	14	24.1	33.5	8.3	22.5	12.9	
4. Preparation of budget.	6.5	83.3	12.5	66.5	9	30.0	1	48.1	24	13.3	22.5	12.9	
5. Attendance	13.5	70.0	20	50.0	13	25.0	25	16.6	14.5	18.3	6	40.7	
a. Taking census.....													
b. Enforcing compulsory attendance laws....	19	61.6	29.5	36.9	12	26.6	21	18.4	21	15.0	3.5	48.1	
6. Buildings and grounds													
a. Purchase and sale..	27	41.6	16.5	61.1	26.5	11.6	29	12.9	5.5	28.3	14.5	24.1	
b. Preparation of plans for construction.....	22	58.3	12.5	68.5	23.5	15.0	32	7.4	7	26.6	13	27.7	
c. Supervision of construction.....	30.5	31.6	31	37.0	16.5	18.3	25	16.6	11	23.3	9	35.2	
d. Rent.....	30.5	31.6	27.5	40.7	26.5	11.6	21	18.4	17.5	16.6	16	20.3	
e. Maintenance-Repairs	18	63.3	11	70.4	10.5	28.3	8.5	31.5	11	23.3	9	35.2	
7. Curricula, Determination of													
a. Subjects to be included.....	4.5	85.0	7.5	74.3	4	40.0	4	35.2	5.5	28.3	12	31.5	
b. Content of subjects	11	71.6	18	55.5	8	33.3	14	24.1	2	33.3	5	44.4	
8. Making rules and regulations governing routine matters.....	8	76.6	27.5	40.7	1	46.6	21	18.4	11	23.3	19.5	14.8	
9. Determination of new policies.....	3	90.0	5.5	79.6	10.5	28.3	6.5	33.3	3	27	11.6	14.5	24.1
10. Selection of													
a. Textbooks.....	6.5	83.3	14.5	62.9	3	41.6	4	35.2	8.5	25.0	7	37.0	
b. Instructional supplies.....	13.5	70.0	22	48.1	2	43.3	6.5	33.3	4	30.0	3.5	48.1	
c. Other supplies.....	15.5	66.6	22	48.1	7	36.6	10	25.6	8.5	25.0	9	35.2	
11. Direction and supervision													
a. Medical inspection.	20.5	60.0	24	46.3	16.5	18.3	27	14.8	3	31.6	1.5	50.0	
b. Classroom instruction.....	20.5	60.0	25.5	42.6	5.5	38.3	11	25.9	1	41.6	1.5	50.0	
c. Civic center activities.....	26	45.0	29.5	38.9	23.5	15.5	25	16.6	13	21.6	11	33.3	
d. Continuation schools.....	29	35.0	32	35.2	23.5	15.5	29	12.9	21	15.0	19.5	14.8	
e. Evening schools....	32	28.3	33	31.5	30	8.3	32	7.4	30.5	10.0	17	18.4	

The list of functions used consists of a check list of thirty-five items covering the major responsibilities of the city superintendent of schools, prepared by Dr. J. C. Morrison for use in his 1922 study². These various functions of school administration are considered separately according to the rank and percentage accorded each with reference to the superintendent's power to initiate, execute, or approve. Table XVIII gives the ranks of these functions with the percentage of each Kentucky superintendent exercising the power of each function. Only the power to initiate will be compared in the following because the percentage is low in regard to the powers to execute or approve.

1. Appointment of principals.—This authority ranks first among those functions which the superintendent initiates. This should be the first power of the superintendent, as a high degree of cooperation between superintendents and principals centers in the responsibility for the improvement of instruction. The appointment of principals has a ranking of 16.5 in power to execute and 29 in power to approve.

There is no change in this function from the study made twelve years ago.

2. Appointment of teachers.—Following close to the appointment of the principal comes the second most important function of the superintendent—the appointment of teachers. This, as well as the appointment of the principal, will lead to closer harmony between superintendents and teachers, because

²Morrison, op. cit.

the teacher knows the superintendent was responsible for his position. This function ranks second with the appointment of the attendance officer, or 2.5 in rank of authority. It has a ranking of 13.5 among powers to execute and 29 among those to approve.

This is the same ranking as reported in the 1933 survey.

3. Appointment of attendance officer.—As stated above, this power, with an absolute rank of 2.5, ranks second with the appointment of teachers among those functions which the superintendent initiates. Twelve years ago this power ranked in ninth place, which shows for the present study more authority invested in the superintendent for the enforcement of attendance laws. The appointment of attendance officers has a ranking of 16.5 in power to execute and 32 in power to approve.

4. Appointment of janitors.—This authority has a ranking of 4 among powers to initiate, 8.5 among those to execute, and 29 among those to approve. This is in accord with sound administrative policy for the superintendent to be entrusted with the appointment of the janitors.

It is interesting to note that this power to appoint janitors has increased from a rank of 11 twelve years ago to the present level of 4. This will eliminate the entering of politics into a position that is of utmost import to the superintendent, the principal, and the student in school.

5. Dismissal of teachers, principals, and assistant superintendents.—This function has a ranking of 5.5 among the powers to initiate, 21 among the powers to execute, and 18

among the powers to approve. If the superintendent has the power and duty to appoint teachers, he, of course, should have the power to dismiss. In all cases, it is the board of education that stamps final approval on the actions of the superintendent.

This power is in the same relative position now as it held twelve years ago, with a ranking of 4.5.

6. Determining new policies.—The superintendent's power to initiate new policies has a ranking of 5.5. This has a ranking of 6.5 in powers to execute and 14.5 in powers to approve. Twelve years ago this function had a ranking of 3 in powers to initiate. The success of the superintendent and his position as leader depend upon his own personal and professional ability. The determining of new policies will be the deciding factor in the future of the school system.

7. Appointment of clerks.—This duty has a ranking of 7.5 in powers to initiate. Authority to execute has a ranking of 4, and a ranking of 33 in powers to approve. This duty has increased from a ranking of 15 twelve years ago to its present ranking. This function should be high in the powers of the superintendent to initiate, as well as all other appointments, in order that the superintendent may have close relationships with all members of the organization.

8. Determination of subjects in curricula.—This authority also has a ranking of 7.5 among powers to initiate, 4 among those to execute, and 12 among those to approve.

This is a slight decrease from the 1933 study, at which

time this authority had a ranking of 4.5.

9. Dismissal of other employees.—The dismissal of employees, other than instructional employees and special workers, has a ranking of 9.5 among powers to initiate, 14 among powers to execute, and 22.5 among powers to approve.

This is an increase of seven places in rank from the study made twelve years ago.

10. Transfer of teachers, principals, and assistant superintendents.—The superintendent with the authority to appoint and dismiss should also have the authority to transfer, within the system, those with whom he works. This authority has a ranking of 9.5 among the powers to initiate. Its rank in power to execute is 2 and in power to approve is 22.5

The previous study of 1933 ranked this function in the same relative standing as the present study.

11. Maintenance and repairs of buildings and grounds.—Authority to initiate the maintenance and repairs of buildings and grounds has a ranking of 11. Among powers to execute its rank is 8.5, while among powers to approve its rank is 9.

Twelve years ago the superintendent has this power to initiate ranked as 18.

12. Preparation of budget.—This function had a rank of 6.5 twelve years ago among powers to initiate, while for the present study it has a ranking of 12.5. Its rank in power to execute is 1 and in power to approve is 22.5. It would seem that the board has assumed more power to prepare the budget and

has given the superintendent the power to execute the budget after it has been prepared by those other than the superintendent, thereby violating one of the sound principles of administration.

13. Preparation of plans for construction.—This authority also has a ranking of 12.5 among powers to initiate, 32 among powers to execute, and 13 among those to approve.

Twelve years ago this had a rank of 22 among powers to initiate.

14. Transfer of other employees.—This duty has a ranking of 14.5 among powers to initiate. Among powers to execute it has a ranking of 14, and among powers to approve it has a ranking of 29.

This function also has increased from its rank of 24.5 in the 1933 study.

15. Selection of textbooks.—This authority has a ranking of 14.5 among powers to initiate. Among powers to execute it has a ranking of 4, and among powers to approve it has a ranking of 7.

The professionally trained superintendent can best perform this highly technical function, but it would seem that others are assuming this responsibility, as it had a ranking of 6.5 twelve years ago.

16. Appointment of health, recreational, and social workers.—This power of appointment has a ranking of 16.5 among powers to initiate, 18 among powers to execute, and 29 among powers to approve.

The power of appointment in almost all divisions has increased from twelve years ago. At that time this power had a ranking of 23 among powers to initiate.

17. Purchase and sale of buildings and grounds.—Power to initiate the purchase and sale of buildings and grounds has a ranking of 16.5. It has a ranking of 29 among powers to execute and a ranking of 14.5 among powers to approve.

Twelve years ago this authority carried with it a ranking of 27.

18. Determination of content of subjects.—Content of subjects in the curricula is of major importance and carries with it a ranking of 18 in powers to initiate, 14 among powers to execute, and 5 among powers to approve. This would seem to indicate that the superintendent is approving what others in the field of education are initiating.

The 1933 study gave the power to initiate the determination of content of subjects a ranking of 11.

19. Dismissal of health, recreational, and social workers.—This authority ranks 19 among powers to initiate. It has a ranking of 29 among powers to execute and 25.5 among powers to approve.

This duty had a ranking of 24.5 among powers to initiate in the 1933 study.

20. Taking census.—The responsibility for the school census rests entirely with some administrator of education, and, in this case, the superintendent has a ranking of 20 among power to initiate the taking of the school census. Authority to execute this function has a ranking of 25, and among powers

to approve it has a ranking of 6. As this is a definite established procedure, it seems unnecessary for the superintendent to do little except supervise the taking of the census.

21. Transfer of health, recreational, and social workers.—This duty has a ranking of 22 among powers to initiate. It has a ranking of 21 among powers to execute and 25.5 among powers to approve.

Twelve years ago this authority had a ranking of 28, which again indicates that the power to appoint, dismiss, and transfer is being more and more entrusted to the superintendent.

22. Selection of instructional supplies.—This authority has a ranking of 22 among powers to initiate. Its rank is 6.5 among powers to execute and 3.5 among powers to approve. Twelve years ago this power had a ranking of 13.5 to initiate.

Necessary and adequate instructional supplies are required if instruction is to produce the best results. The superintendent is chiefly responsible for instruction, and yet he does not have sufficient power to initiate the selection of instructional supplies; therefore, it seems that others, the principal and teachers, are making the selection and recommendation to the superintendent.

23. Selection of other supplies.—Initiating the selection of other supplies has a rank of 22. Among powers to execute it has a ranking of 10, while among powers to approve it has a ranking of 9. In the 1933 study this authority carried with it a ranking of 15.5.

This is one of those duties of the superintendent which could be assigned others in the staff to accomplish rather than using the time of the superintendent. This time saved by the delegation of authority to others could be used for supervision or other functions more important to the superintendent.

24. Direction and supervision of medical inspection.— This authority has a ranking of 24 among powers to initiate, 27 among powers to execute, and 1.5 among powers to approve. There is little or no change from the previous study.

25. Appointment of secretary of board.—The authority to initiate the appointment of the secretary of board ranks 25.5, to execute, 32, and to approve, 22.5.

Twelve years ago this authority ranked as 33.

26. Direction and supervision of classroom instruction.— Authority to initiate this function ranks 25.5. This duty has a ranking of 11 among powers to execute and 1.5 among powers to approve. This important function seems to be entirely in the hands of assistants or principals according to the powers to execute and approve.

Twelve years ago this authority had a ranking of 20.5 among powers to initiate.

27. Rent of buildings and grounds.—The authority to initiate the renting of buildings and grounds ranks 27.5, to execute, 21, and to approve, 16.

In the 1933 study, the power to initiate had a rank of 30.5.

28. Making rules and regulations governing routine matters.—This authority has a ranking of 27.5 among powers to initiate, 21 among powers to execute, and 19.5 among powers to approve.

From the previous study, this would indicate that the power to make rules and regulations governing routine matters rests with the board of education, as at that time this power had a ranking of 8 among powers to initiate.

29. Direction and supervision of civic center activities.—The direction and supervision of civic center activities ranks 29.5 among the superintendent's power to initiate, 25 among his powers to execute, and 11 among his powers to approve.

This is only a slight drop of two ranks from the study made twelve years ago in the power to initiate.

30. Enforcing compulsory attendance laws.—This authority has a ranking of 29.5 among powers to initiate, 21 among powers to execute, and 3.5 among powers to approve. It would seem that the superintendent approves the action of the attendance officer.

Twelve years ago this authority had a rank of 19 among the superintendent's power to initiate.

31. Supervision of construction.—Authority to supervise the construction of buildings and grounds ranks 31 among powers to initiate. Its power to execute is 25, while power to approve is 9.

There is no change in this power of authority from the study made twelve years ago.

32. Direction and supervision of continuation schools.—

Power to initiate the direction of continuation schools has a ranking of 32. This authority has a ranking of 29 among powers to execute and 19.5 among powers to approve.

There is little change in this function over the twelve-year period.

33. Direction and supervision of evening schools.—This authority has a ranking of 33 among powers to initiate, 32 among powers to execute, and 17 among powers to approve.

This has the same relative standing as twelve years ago among powers to initiate.

34. Appointment of assistant superintendent.—Authority to initiate this function ranks 34.5. This duty has a ranking of 35 among powers to execute and 34 among powers to approve. From this ranking one assumes that in the few cases where the superintendent has an assistant, he has little, if anything, to do with the appointment of the assistant.

There is little or no change in any powers during the past twelve years, at which time this authority rested as it does now, at the bottom of the powers to initiate, execute, or approve.

35. Appointment of business manager.—This authority also has a ranking of 34.5 with reference to the superintendent's power to initiate. Its rank is 34 among powers to execute and 35 among powers to approve. This authority, with the appointment of assistant superintendent, rests with the board and not with the superintendent.

Twelve years ago this authority had a ranking of 35 among powers to initiate.

TABLE XIX
THE TWELVE INITIATORY FUNCTIONS WHICH CITY SUPERINTENDENTS
RANKED FIRST IN 1933, AND THE RANKS ASSIGNED THESE
SAME FUNCTIONS IN 1945

Function	Rank given in 1933	Rank given in 1945
Appointment of teachers	1.5	2.5
Appointment of principals	1.5	1
Determination of new policies	3	5.5
Determination of subjects in curriculum	4.5	7.5
Dismissal of teachers, principals, and assistant superintendents	4.5	5.5
Preparation of budget	6.5	12.5
Selection of textbooks	6.5	
Making routine rules and regulations	8	
Appointment of attendance officers	9	2.5
Transfer of teachers, princi- pals, and assistant super- intendents	11	9.5
Determination of content of subject	11	
Appointment of janitors	11	4
Appointment of clerks		7.5
Dismissal of all other employees		9.5
Maintenance and repairs of buildings and grounds		11
Preparation of plans for construction		12.5

Initiate.—Table XIX gives the twelve initiatory functions which the city superintendents ranked first and the ranks given these same functions by city superintendents of twelve years ago. It will be noticed that four new functions have been added to replace the four dropped as being performed in the first twelve. More power is being accorded the superintendent in appointing the employees of the system than was formerly the case.

TABLE XX
THE TWELVE FUNCTIONS TO EXECUTE WHICH CITY SUPERINTENDENTS
RANKED FIRST IN 1933, AND THE RANKS ASSIGNED THESE
SAME FUNCTIONS IN 1945

Functions	Rank given in 1933	Rank given in 1945
Making routine rules and regulations	1	
Selection of instructional supplies	2	6.5
Selection of textbooks	3	4
Determination of subjects in curriculum	4	4
Direction and supervision of classroom instruction	5.5	11
Transfer of teachers, principals, and assistant superintendents	5.5	2
Selection of other supplies	7	10
Determination of content of subject	8	
Preparation of budget	9	1
Determination of new policies	10.5	6.5
Maintenance and repairs	10.5	8.5
Enforcing compulsory attendance laws	12	
Appointment of clerks		4
Appointment of janitors		8.5

Execute.—Table XX gives the twelve functions to execute which the city superintendents ranked first and the ranks given these same functions by city superintendents of twelve years ago. There are no functions for the twelfth rank, as there are five functions with equal ranking.

TABLE XXI
THE TWELVE FUNCTIONS TO APPROVE WHICH CITY SUPERINTENDENTS
RANKED FIRST IN 1933, AND THE RANKS ASSIGNED THESE
SAME FUNCTIONS IN 1945

Function	Rank given in 1933	Rank given in 1945
Supervision of classroom instruction	1	1.5
Determining content of subjects	2	5
Direction and supervision of medical inspection	3	1.5
Selection of instructional supplies	4	3.5
Subjects to be included	5.5	12
Purchase and sale of buildings and grounds	5.5	
Preparation of plans for construction	7	
Selection of textbooks	8.5	7
Selection of other supplies	8.5	9
Supervision of construction	11	
Maintenance and repairs	11	
Making routine rules and regulations	11	
Taking census		6
Enforcing compulsory attendance laws		3.5
Direction and supervision of civic center activities		11

Approve.—Table XXI gives the twelve functions to approve which the city superintendents ranked first and the ranks given these same functions by city superintendents of twelve years ago.

Chapter Summary

This chapter, containing facts relative to the powers and duties of the city superintendent, is mostly in summary form, and many of these facts cannot be further summarized. Nevertheless, it is possible to draw some conclusions that may lead to recommendations concerning the powers and duties of the

city superintendents.

1. The city superintendent is a man whose work is mainly in educational leadership.

2. The power to initiate is more frequently expressed than the powers to execute or approve. While each function is ranked according to frequency, less expression is made in the powers to execute and approve than in the power to initiate. This same condition existed twelve years ago.

3. The superintendent is held responsible for the development of the educational program and, as such, should have the responsibility for appointing, transferring, and dismissing subordinates; for determining new policies; and for supervision of instruction. At the present time, the superintendent does not initiate the supervision of instruction, but this important function is ranked as first in the power to approve. This would indicate that the superintendent is not fulfilling this function or that he is not being held responsible for this duty. There is little or no change in this important function of the superintendent from twelve years ago.

4. In order to avoid waste and to provide for adequate instruction, the preparation of the budget should be made by the person most likely to know the needs of the system. This person should be the superintendent, who is entirely familiar with the work of the whole system. Fifteen per cent more of the superintendents in 1933 initiated this function than in 1945.

5. The superintendent has been given more power to initiate the appointment of janitors, clerks, and other workers than he had in 1933. This should lead to the improvement of the system, because then the superintendent is responsible for the program outside of the realm of instruction.

6. Duties concerned with the buildings and grounds, the purchase thereof, renting, maintenance and repairs, plans for construction, and supervision of construction are initiated and approved by the superintendent. More emphasis is placed on approval than on initiation. The superintendent of twelve years ago had less responsibility in regard to the buildings and grounds.

7. The superintendent is given the power to approve the direction and supervision of medical inspection and classroom instruction. Since increased attention is being given in the public schools to the health of the child, the superintendent is in a position to carry out a program which will lead to the general improvement of the public health. Twelve years ago this was a limited function among the powers to initiate, execute or approve.

8. The selection of textbooks and instructional supplies is executed and approved by the superintendent. The superintendent of twelve years ago also initiated this function.

9. Determination of subjects to be included in the curriculum and content of subjects is evenly distributed among powers to initiate, execute, and approve. The

responsibility is entrusted to the principals, in a great many cases, with final approval to be made by the superintendent before being submitted to the board of education. Twelve years ago the superintendent assumed more responsibility for this function.

10. Superintendents, as a general rule, do not have a responsibility in the appointment of either an assistant or a business manager. This may be explained, in part, by the absence of these officers in many of our schools. This function ranks at the bottom in both studies.

11. The problem of checking attendance, embracing the taking of a census, and enforcing the compulsory attendance laws is given the superintendent in the powers to initiate and approve. The superintendent of twelve years ago had more power to initiate and execute and less to approve.

12. The Kentucky city superintendent reports relatively few, if any, participations in civic center activities, evening schools, and continuation schools. These should be under the direction of the superintendent. There is no improvement over this condition as existed twelve years ago.

13. The selection of non-educational supplies ranks low in the power to initiate but high in the power to approve. This non-essential duty takes too much time from the superintendent's day, when he could be using this time to a better advantage. The superintendent has been given more duties in this function than he formerly held.

14. Consideration of the functions most frequently participated in by the superintendent indicates that he is a man of high leadership and has received more power to perform his duties than he had twelve years ago.

15. The office of the superintendent of schools should be the focal point of all educational activities of the school system.

CHAPTER VI
FINDINGS AND CONCLUSIONS

The findings in this study and the conclusions to be drawn may be given better in the form of the following description of the present city school superintendent.

1. The superintendent of schools in Kentucky is usually a man from 33 to 71 years of age, with a median age of 50.2. This is an increase of eight years as reported by the 1933 superintendent, as then the median age was 42.2 years.
2. The city superintendent is a married man, as a rule. The median number of children is 1.9, a decrease from 2.5 in 1933.
3. Forty-eight superintendents, or 92.3 per cent of the total number reporting, are high school graduates. As the remainder of superintendents are college graduates, they must have the equivalent of four years of high school training. Eighty-three per cent of the superintendents reporting in 1933 were high school graduates.
4. The bachelor's or a higher degree is held by all reporting superintendents. The percentage reporting the bachelor's, master's, and doctor's as their highest degrees, respectively, are 5.5 per cent, 85.1 per cent, and 9.4 per cent. This is an improvement from twelve years ago at which time the bachelor's degree was held by 19.7 per cent, the master's degree by 75.4 per cent, and the doctor's degree was held by 3.3 per cent.

5. Graduate study has been participated in by 94.3 per cent of the superintendents. This is a decrease of 4 per cent from the 1933 study.

6. The median number of years in educational work of the Kentucky city superintendent is 26.3 as compared to 22.7 years twelve years ago.

7. The reporting superintendents give 35.1 per cent as having experience in elementary teaching and 11.1 per cent as an elementary school principal. Twelve years ago the superintendents reported 55.7 per cent as having experience in elementary teaching and 18 per cent as an elementary principal.

8. Forty-one superintendents, or 75.9 per cent, have experience as high school teachers, and eighty-three per cent reported experience as high school principals. This is an increase of 20 per cent having experience as high school teachers and 5 per cent having experience as high school principals in the 1933 survey.

9. The range in years of service as city superintendent is from 2 to 36, with a range in years of continuous tenure in their present position from less than one to thirty-one. There is no change in this item from twelve years ago.

10. Ninety-three per cent, or fifty superintendents, reported as holding written contracts in their present position. The average number of years for which the superintendent is elected is 3.2. Only 50.8 per cent of the superintendents in 1933 held written contracts and were elected for an average of 2.6 years.

11. The median salary of the city superintendent of schools in Kentucky for 1946-1947 is \$4,018. The range in salaries is from \$2,000 to \$5,000, the legal maximum. The median salary in 1933 was \$2,850, ranging from the legal minimum of \$1,500 to the legal maximum of \$5,000.

12. The median amount of income in addition to salary is \$408, with a median amount saved by the city superintendent of \$1,076, while this amount was \$650 in the previous study of 1933.

13. The median number of newspapers read regularly is 2.8. This is a decrease from the median of 3.5 as reported in the 1933 survey.

14. Ninety-eight per cent of the superintendents attended the Kentucky state convention during 1945-1946, and twenty-two per cent of the city superintendents attended a convention outside the state during the past two years. This is the same percentage that was reported in the 1933 study.

15. All of the superintendents reported membership in one or more professional organizations in education, and 93 per cent belong to one or more civic organizations of one type or other. Ninety-five per cent of the 1933 superintendents were members in one or more professional organizations in education, and 88.5 per cent were members of one or more civic organizations.

16. The superintendent's work is mainly one of educational leadership.

17. The extent of educational leadership and the technical character of his work can be judged by the twelve functions of

school administration reported as most frequently expressed in power to initiate, execute, or approve. These twelve functions which the superintendents reported most frequently are listed below:

Twelve Functions Which Superintendents Most Frequently Initiate

1. Appointment of principals
2. Appointment of teachers
3. Appointment of attendance officers
4. Appointment of janitors
5. Determination of new policies
6. Dismissal of teachers, principals, and assistants
7. Determination of subjects in curriculum
8. Appointment of clerks
9. Dismissal of all other employees
10. Transfer of teachers, principals, and assistants
11. Maintenance and repairs of buildings and grounds
12. Preparation of budget

Twelve Functions Which Superintendents Most Frequently Execute

1. Preparation of budget
2. Transfer of teachers, principals, and assistants
3. Appointment of clerks
4. Determination of subjects in curriculum
5. Selection of textbooks
6. Determination of new policies
7. Selection of instructional supplies
8. Appointment of janitors
9. Maintenance and repairs of buildings and grounds

10. Selection of other supplies
 11. Direction and supervision of classroom instruction
- The next five functions are all of equal weight.

Twelve Functions Which Superintendents Most Frequently Approve

1. Direction and supervision of medical inspection
2. Supervision of classroom instruction
3. Enforcing compulsory attendance laws
4. Selection of instructional supplies
5. Determining content of subjects
6. Taking census
7. Selection of textbooks
8. Selection of other supplies
9. Supervision of construction
10. Maintenance and repairs of buildings and grounds
11. Direction and supervision of civic center activities
12. Subjects to be included in curriculum

Consideration of the functions most frequently participated in by the superintendent indicates that he is a man of high leadership and has received more power to perform his duties than he had twelve years ago.

18. All factors point to the conclusion that all activities of the school should revolve around the office of the superintendent of schools.

19. The superintendent of today is better-trained, more experienced, better paid, shows more interest, and is a man of higher calibre than the superintendent of twelve years ago.

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APPENDIX I

THE STATUS OF THE CITY SUPERINTENDENT OF SCHOOLS IN KENTUCKY

Please fill out this blank at your earliest convenience and return it in the enclosed envelope. This material is being gathered for a Western Kentucky State Teachers College Master's Thesis. The study is under the immediate direction of Dr. Bert R. Smith and has the backing and approval of the State Department of Education. Full and careful replies will help to make this survey a valuable contribution to education in Kentucky. The information given by you will be held in strict confidence.

(Any city superintendent wishing a summary of this study may have it by writing to Dr. Bert R. Smith, Western Kentucky State Teachers College, Bowling Green, Kentucky after June 1, 1947.)

General Directions: This inquiry blank has been constructed so that many of your answers can be indicated by a check mark. Written answers have been called for as infrequently as possible. These attempts to reduce your task make the blank appear long and complicated. This is not the case, however. Thirty minutes is a liberal maximum time allowance in filling in the data called for.

Read each question carefully and critically. All items are important.

1. The number of pupils enrolled in your school system: (_____)
2. The number of teachers under your direction: (_____)

PART I. PREPARATION

1. Indicate with a check mark whether or not you are a high school graduate: (a) _____ No: (b) _____ Yes
2. If a high school graduate, check the item which best describes the community in which your high school was located:
(a) _____ Rural (Under 2,500) (b) _____ City (2,500 to 5,000)
(c) _____ City (5,000 to 10,000) (d) _____ City (10,000 to 50,000)
(e) _____ City (Over 50,000)
3. Check below the item which best describes the highest level of your undergraduate college work:
(a) _____ No college work (b) _____ Less than 1 year
(c) _____ 1 year, but less than 2 years
(d) _____ 2 years, but less than 3 years
(e) _____ 3 years, but less than 4 years
(f) _____ 4 years or more.

(c) _____ Held another educational position as follows:

Position _____

City _____

State _____

2. Indicate the total number of your years in school work exclusive of present year (1946-1947): (_____)
3. Distribute the total given in Question 2 under the following types of positions. (Be sure your total checks with Question 2).
- (a) Years as an elementary school (graded or rural) teacher: (_____)
 - (b) Years as a secondary school teacher: (_____)
 - (c) Years as elementary school principal: (_____)
 - (d) Years as secondary school principal: (_____)
 - (e) Years as city or town superintendent: (_____)
 - (f) Years as city district deputy or assistant superintendent: (_____)
 - (g) Years as a county superintendent: (_____)
 - (h) Years in state school administration: (_____)
 - (i) Miscellaneous experience not listed above: (_____)
- Total number of years (_____) (See Question 2)
4. Indicate the school position or work in which you were engaged just prior to your first city superintendency:
- (a) _____ High school principal (b) _____ High School teacher
 - (c) _____ Elementary school principal
 - (d) _____ Elementary school teacher (e) _____ College student
 - (f) _____ Not listed above, the following employment: _____
-
5. Indicate with a check mark the population of the community in which you first entered the superintendency:
- (a) _____ Under 2,500 - (b) _____ 2,500 to 5,000 -
 - (c) _____ 5,000 to 10,000 - (d) _____ 10,000 to 50,000 -
 - (e) _____ Over 50,000

PART III. CONTRACTUAL STATUS

1. Indicate below whether or not you hold a written contract in your present position:
- (a) _____ No - (b) _____ Yes
2. Indicate below the period for which you were appointed or elected to your present position:
- (a) _____ Indefinite period - (b) _____ Years (Write in number)
3. Indicate below the number of years you have held your present

4. The number of other persons partly dependent on you for support
(_____)
5. Check below the item which indicates whether you own or rent your home:
(a) _____ Own my home (b) _____ Buying a home (c) _____ Renting
6. What sum did you save in 1945-46? (Include bank deposits, insurance, bonds, and investments): (\$_____) (Write sum here)
7. Indicate below the number of daily and weekly newspapers which you take or read regularly:
(a) _____ None (b) _____ One (c) _____ Two (d) _____ Three
(e) _____ Four or more
8. Write below the names of the professional magazines in education which you take or read regularly:
(a) _____ (b) _____
(c) _____ (d) _____
(e) _____ (f) _____
9. Write below the name of the popular or other magazines which you take or read regularly:
(a) _____ (b) _____
(c) _____ (d) _____
(e) _____ (f) _____
10. Indicate the civic associations of which you are a member:
(a) _____ Not a member of any (b) _____ Chamber of Commerce
(c) _____ Board of Trade (d) _____ Grange
(e) _____ City Club
(f) _____ Service Club (i.e. Rotary, Lions, Kiwanis, etc.)
(g) _____ Not listed above, the following: _____
11. Check below the professional organizations in education of which you are a member:
(a) _____ None (b) _____ Local administrative club
(c) _____ State education association
(d) _____ Superintendents' section of state education association
(e) _____ N. E. A. (f) _____ Department of Superintendence of N. E. A. (g) _____ Not listed above with the following names: _____
12. Indicate below the item which best represents the _____

What Authorities do you Exercise Personally in the Functions of School Administration Listed Below?

(Check X under the proper head or heads.)

Function of School Administration	Initiate	Execute	Approve
1. <u>Appointment</u>			
a. Assistant Superintendent			
b. Business Manager			
c. Principals			
d. Teachers			
e. Sec. of Board			
f. Janitors			
g. Clerks			
h. Attendance Officer			
i. Health, recreational, and social workers			
2. <u>Transfer of</u>			
a. Teachers, Principals, and assistant superintendents			
b. Health, recreational, and social workers			
c. All other employees			
3. <u>Dismissal of</u>			
a. Teachers, principals, and assistant superintendent			
b. Health, recreational, and social workers			
c. All other employees			
4. <u>Preparation of budget</u>			
5. <u>Attendance</u>			
a. Taking census			
b. Enforcing compulsory attendance laws			
6. <u>Buildings and grounds</u>			
a. Purchase and sale			
b. Preparation of plans for construction			

THE STATUS OF THE CITY SUPERINTENDENT OF SCHOOLS IN KENTUCKY

Please fill out this blank at your earliest convenience and return it in the enclosed envelope. This material is being gathered for a Western Kentucky State Teachers College Master's Thesis. The study is under the immediate direction of Dr. Bert R. Smith and has the backing and approval of the State Department of Education. Full and careful replies will help to make this survey a valuable contribution to education in Kentucky. The information given by you will be held in strict confidence.

(Any city superintendent wishing a summary of this study may have it by writing to Dr. Bert R. Smith, Western Kentucky State Teachers College, Bowling Green, Kentucky after June 1, 1947.)

General Directions: This inquiry blank has been constructed so that many of your answers can be indicated by a check mark. Written answers have been called for as infrequently as possible. These attempts to reduce your task make the blank appear long and complicated. This is not the case, however. Thirty minutes is a liberal maximum time allowance in filling in the data called for.

Read each question carefully and critically. All items are important.

1. The number of pupils enrolled in your school system: (_____)
2. The number of teachers under your direction: (_____)

PART I. PREPARATION

1. Indicate with a check mark whether or not you are a high school graduate: (a) _____ No: (b) _____ Yes
2. If a high school graduate, check the item which best describes the community in which your high school was located:
(a) _____ Rural (Under 2,500) (b) _____ City (2,500 to 5,000)
(c) _____ City (5,000 to 10,000) (d) _____ City (10,000 to 50,000)
(e) _____ City (Over 50,000)
3. Check below the item which best describes the highest level of your undergraduate college work:
(a) _____ No college work (b) _____ Less than 1 year
(c) _____ 1 year, but less than 2 years
(d) _____ 2 years, but less than 3 years
(e) _____ 3 years, but less than 4 years
(f) _____ 4 years or more.
4. Indicate below with a check the highest academic degree which you hold:
(a) _____ None (b) _____ Bachelor's
(c) _____ Master's (d) _____ Doctor's
(e) _____ Not listed above, the following degrees: _____

5. Check below the type of college in which you took the major portion of your undergraduate training:
(a) _____ No college training (b) _____ Junior college
(c) _____ Normal School (d) _____ Teachers college
(e) _____ University (f) _____ Liberal Arts College
(g) _____ Agricultural College (h) _____ Special school with
following name: _____
My major study in undergraduate work was: _____
6. My major study on graduate level was: _____
8. Indicate the number of semester hours of graduate credit which you have earned, including summer school work in 1946. (_____)
9. Indicate by a check mark the latest year that you attended college or university summer school:
(a) _____ Before 1939 - (b) _____ 1940 - (c) _____ 1941 -
(d) _____ 1942 - (e) _____ 1943 - (f) _____ 1944 - (g) _____ 1945 -
(h) _____ 1946

PART II. EXPERIENCE

1. Check below the item which best describes your work last year (1945-1946):
(a) _____ Same position and same system as at present.
(b) _____ Not employed in school work.

(c) Held another educational position as follows:

Position _____

City _____

State _____

2. Indicate the total number of your years in school work exclusive of present year (1946-1947): (_____)
3. Distribute the total given in Question 2 under the following types of positions. (Be sure your total checks with Question 2).
 - (a) Years as an elementary school (graded or rural) teacher: (_____)
 - (b) Years as a secondary school teacher: (_____)
 - (c) Years as elementary school principal: (_____)
 - (d) Years as secondary school principal: (_____)
 - (e) Years as city or town superintendent: (_____)
 - (f) Years as city district deputy or assistant superintendent: (_____)
 - (g) Years as a county superintendent: (_____)
 - (h) Years in state school administration: (_____)
 - (i) Miscellaneous experience not listed above: (_____)Total number of years (_____) (See Question 2)
4. Indicate the school position or work in which you were engaged just prior to your first city superintendency:
 - (a) _____ High school principal (b) _____ High School teacher
 - (c) _____ Elementary school principal
 - (d) _____ Elementary school teacher (e) _____ College student
 - (f) _____ Not listed above, the following employment: _____
5. Indicate with a check mark the population of the community in which you first entered the superintendency:
 - (a) _____ Under 2,500 - (b) _____ 2,500 to 5,000 -
 - (c) _____ 5,000 to 10,000 - (d) _____ 10,000 to 50,000 -
 - (e) _____ Over 50,000

PART III. CONTRACTUAL STATUS

1. Indicate below whether or not you hold a written contract in your present position:
 - (a) _____ No - (b) _____ Yes
2. Indicate below the period for which you were appointed or elected to your present position:
 - (a) _____ Indefinite period - (b) _____ Years (Write in number)
3. Indicate below the number of years you have held your present position, include the present school year 1946-47:
 - (a) _____ Less than 1 year - (b) _____ Years (Write in number)
4. Give your annual salary for 1946-47: (\$_____)
5. Give the approximate annual value of the appurtenances and services connected with your present position. (Include use of automobile, free rent, etc.): (\$_____)
6. Give your 1945-46 salary: (\$_____)
7. What amount of income did you receive in 1945-46 in addition to your regular salary?
 - (a) _____ No additional income (b) (\$_____) (Write in amount)
8. If you made the following trips in 1945-46 indicate under each type of trip the item which best describes the expenses paid by your Board:
 - (1) Business trips for your school system:
 - (a) _____ Nothing paid by Board (b) _____ Part paid by Board
 - (c) _____ All expenses paid
 - (2) State education association meetings:
 - (a) _____ Nothing paid by Board (b) _____ Part paid by Board
 - (c) _____ All expenses paid by Board

PART IV. PERSONAL DATA

1. Your age to your nearest birthday: (_____)
2. The number of your children who are living: (_____)
3. The number of adults and children totally dependent on you for support: (_____)

4. The number of other persons partly dependent on you for support
(_____)
5. Check below the item which indicates whether you own or rent your home:
(a) _____ Own my home (b) _____ Buying a home (c) _____ Renting
6. What sum did you save in 1945-46? (Include bank deposits, insurance, bonds, and investments): (\$_____) (Write sum here)
7. Indicate below the number of daily and weekly newspapers which you take or read regularly:
(a) _____ None (b) _____ One (c) _____ Two (d) _____ Three
(e) _____ Four or more
8. Write below the names of the professional magazines in education which you take or read regularly:
(a) _____ (b) _____
(c) _____ (d) _____
(e) _____ (f) _____
9. Write below the name of the popular or other magazines which you take or read regularly:
(a) _____ (b) _____
(c) _____ (d) _____
(e) _____ (f) _____
10. Indicate the civic associations of which you are a member:
(a) _____ Not a member of any (b) _____ Chamber of Commerce
(c) _____ Board of Trade (d) _____ Grange
(e) _____ City Club
(f) _____ Service Club (i.e. Rotary, Lions, Kiwanis, etc.)
(g) _____ Not listed above, the following: _____
11. Check below the professional organizations in education of which you are a member:
(a) _____ None (b) _____ Local administrative club
(c) _____ State education association
(d) _____ Superintendents' section of state education association
(e) _____ N. E. A. (f) _____ Department of Superintendence of N. E. A. (g) _____ Not listed above with the following names: _____
12. Indicate below the item which best represents the year when you attended the latest educational convention outside of your state:
(a) _____ Have attended no educational convention
(b) _____ 1942 or before - (c) _____ 1943 - (d) _____ 1944 -
(e) _____ 1945 - (f) _____ 1946
13. Indicate below the item which best represents the year when you attended the latest educational convention inside of your state:
(a) _____ Have attended no educational convention inside of my state
(b) _____ 1942 or before - (c) _____ 1943 - (d) _____ 1944 -
(e) _____ 1945 - (f) _____ 1946

PART V.

AUTHORITIES EXERCISED BY THE SUPERINTENDENT OF SCHOOLS

Read each function listed below and check the column or columns which represent the responsibilities which you actually have in these activities.

DEFINITIONS -- The following definitions explain the meaning of the terms used:

Initiate includes: (1) to nominate; (2) to recommend; (3) to take the first step or make the first official move.

Execute means the actual doing of the thing, such as making the contract with the teacher, acting as agent for the city in the purchase of land, etc.

Approve means: (1) the responsibility of deciding beforehand whether or not the particular thing shall be done;

(2) passing on routine matters such as bills;

(3) the right of review;

(4) settlement of questions on appeal.

What Authorities Do You Exercise Personally in the Functions of School Administration Listed Below?

(Check X under the proper head or heads.)

Function of School Administration	Initiate	Execute	Approve
1. <u>Appointment of:</u>			
a. Asst. Superintendent			
b. Business Manager			
c. Principals			
d. Teachers			
e. Sec. of Board			
f. Janitors			
g. Clerks			
h. Attendance Officer			
i. Health, recreational, and social workers			
2. <u>Transfer of</u>			
a. Teachers, Principals, and assistant superintendents			
b. Health, recreational, and social workers			
c. All other employees			
3. <u>Dismissal of</u>			
a. Teachers, principals, and assistant superintendent			
b. Health, recreational, and social workers			
c. All other employees			
4. <u>Preparation of budget</u>			
5. <u>Attendance</u>			
a. Taking census			
b. Enforcing compulsory attendance laws			
6. <u>Buildings and grounds</u>			
a. Purchase and sale			
b. Preparation of plans for construction			
c. Supervision of construction			
d. Rent			
e. Maintenance - repairs			
7. <u>Curricula, Determination of</u>			
a. Subjects to be included			
b. Content of subjects			
8. <u>Making rules and regulations governing routine matters</u>			
9. <u>Determining new policies</u>			
10. <u>Selection of</u>			
a. Textbooks			
b. Instructional supplies			
c. Other supplies			
11. <u>Direction and supervision</u>			
a. Medical inspection			
b. Classroom instruction			
c. Civic center activities			
d. Continuation schools			
e. Evening schools			

To insure that the answers will have no personal identity during the tabulations, this stub will be detached upon receipt of the questionnaire.

Name of person replying _____ City _____

APPENDIX II

The following is a list of the cities included in this study:

Ashland	Hazard	Newport
Barbourville	Henderson	Nicholasville
Bellevue	Hickman	Owensboro
Bowling Green	Hopkinsville	Paducah
Carrollton	Irvine	Paintsville
Cattlettsburg	Jackson	Paris
Central City	Lawrenceburg	Pikeville
Corbin	Lebanon	Pineville
Covington	Lexington	Prestonsburg
Cynthiana	Louisville	Princeton
Danville	Ludlow	Providence
Dayton	Madisonville	Richmond
Elizabethtown	Marion	Russell
Fort Knox	Mayfield	Russellville
Frankfort	Maysville	Scottsville
Georgetown	Middlesboro	Shelbyville
Greenville	Mt. Sterling	Versailles
Harlan	Murray	Winchester

No data were available for these four cities:

Earlington	Harrodsburg
Fulton	Somerset