



6-1-1933

## The Status of the Superintendent in North Dakota

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THE STATUS OF THE SUPERINTENDENT  
IN NORTH DAKOTA

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A Thesis  
Submitted to the Graduate Faculty  
of the  
University of North Dakota

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by  
Julius J. Elster  
In Partial Fulfillment of the Requirements  
for the  
Degree of  
Master of Science in Education  
June, 1933

UNIVERSITY OF NORTH DAKOTA

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This thesis, offered by Julius J. Elster, as a partial fulfillment of the requirements for the Degree of Master of Science in Education in the University of North Dakota, is hereby approved by the Committee under whom the work has been done.

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#### ACKNOWLEDGMENTS

The writer acknowledges his limitless indebtedness to Dr. A. V. Overn, Professor of Education in the University of North Dakota, for the guidance and encouragement which have made it possible for him to work out the plan of this study.

Acknowledgments are due the many city and village superintendents of schools for the data they submitted, and for the many valuable suggestions and comments they furnished in addition thereto.

The writer gratefully acknowledges the encouragement, and all manner of assistance of his beloved wife Clara.

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CHAPTER 1

INTRODUCTION

The constitution of the state of North Dakota provides for the establishment and maintenance of a system of public schools which shall be open to all children of the state of North Dakota and free from sectarian control.<sup>1</sup> The constitution further provides that the legislative assembly shall be responsible for the provision of such schools in the state, beginning with the primary grades and extending through all grades up to and including the normal and collegiate courses.<sup>2</sup>

By virtue of such constitutional authority the legislative assembly has created school districts and boards to perform this state function as its agent.

"Legislatures have created, or provided for the creation of school districts and boards to perform this state function. The school corporation is thus made an agent of the state."<sup>3</sup>

The legislative assembly after having created and provided for public schools, may exercise a full and complete control over them.

"Being an agent, the legislature of the state may exercise a full and complete control over it."<sup>4</sup>

The legislative assembly has made statutory provision for the general charge, direction and management of these schools,<sup>5</sup> and the school boards may, should they deem it expedient, employ competent and

<sup>1</sup>The General School Laws of the State of North Dakota, Department of Public Instruction, Edition of 1931, p. 6

<sup>2</sup>Ibid.

<sup>3</sup>J. F. Weltzin, The Legal Authority of the American Public School, University of North Dakota, School of Education Bulletin, 1930, No. 7, p. 52.

<sup>4</sup>Ibid., p. 53.

<sup>5</sup>The General School Laws of the State of North Dakota, Department of Public Instruction, Edition of 1931, p. 41.

discreet persons as superintendents.<sup>6</sup> Such superintendents shall, subject to the final authority of the board, supervise the administration of the course of study, visit schools, examine classes and have general supervision of the professional work of the schools.

"The superintendent of schools in all districts employing such officer, shall, subject to the final authority of the board, supervise the administration of the course of study, visit schools examine classes and have general supervision of the professional work of the school, including the holding of teachers' meetings and the classification of teachers and janitors. The superintendent, from time to time, shall make reports to the board of education embodying recommendations relative to the employment of teachers and janitors, adoption of textbooks, changes in the course of study, enforcement of discipline, and general school matters; and shall make such other reports and perform such other duties as the board of education may direct and delegate."<sup>7</sup>

Since every phase of the superintendent's function is subject to the final authority of the board of education, and since he is charged with the duty of carrying into execution any school policy the board of education may legally adopt, he becomes the administrative officer of such board.<sup>8</sup>

#### Purpose of the Study

So far the discussion has concerned itself with the legal provisions for the organization and management of the school, the power of school boards to appoint a superintendent of schools, and the powers, duties, and status of such officers. The primary purpose of the study was, however, to set forth in detail the qualifications, status and functions of the superintendent of schools in North Dakota as they actually are at the present time, and to suggest to what

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<sup>6</sup>Ibid., p. 67.

<sup>7</sup>Ibid., p. 95-96.

<sup>8</sup>J. F. Weltzin, op. cit., p. 133-134.

extent they agree with the best accepted practices. Such comparisons, and comparisons of the status of superintendents in North Dakota with those of other states cannot be made until his present status has been determined.

In many instances the superintendents expressed their interest in the study, by writing statements to that effect upon their questionnaires. Quite generally the desire to compare their own status with that of other superintendents in their own state was inferred. This was a further purpose of the study. It was a source of great pleasure to find that superintendents had expressed favorable sentiments in this regard.

#### Method of Treatment

The problem lends itself very readily to discussion under four major divisions and will be treated as follows:

1. The personal, professional and legal status of the superintendent.
2. The superintendent's relation to his board of education.
3. The superintendent's relation to his school.
4. The superintendent's relation to his community.

#### Limitations

This study will take into consideration only superintendents of North Dakota high schools doing four years of high school work. Model high schools of the various state teachers colleges, the University, and the Agricultural College are not considered in this study, nor are the county agricultural high schools and the private sectarian high schools. Little attempt will be made to treat the

problem historically. Excerpts from magazines and books were used only when deemed necessary to emphasize a particular point. Authorities such as Fred Engelhardt, E. P. Cubberley and L. V. Koss were consulted and quoted to arrive at recommended practices.

#### Source of Data

The greater portion of the data used in this study was derived by means of a questionnaire mailed to the superintendents of the 398 classified, graded, consolidated and unclassified high schools of North Dakota, which, according to the high school directory,<sup>9</sup> were doing four years of high school work. Data were also derived from the Compiled School Laws of North Dakota, the Annual Report of the Director of Secondary Education for 1931-1932, various texts on school administration, and professional magazines.

The study included data from a sampling of all school systems in North Dakota which conducted four years of high school work. The typical high school in North Dakota is very small, less than seven teachers in the whole school system. It was found most convenient to represent the size of schools on the basis of the total number of high school and grade teachers. Other methods of comparing size, such as total number of pupils enrolled or population of the district were not used (Table 1).

One hundred fifty-three superintendents filled out the questionnaires and returned them. This represents a return of 38.7 per cent. Tabulations were made of the size of schools from which the data included in this study were received (Table 2).

<sup>9</sup>North Dakota Educational Directory, Department of Public Instruction, Bismarck, 1932-1933.



Table 1  
Size of School Systems in North Dakota Offering Four Years of  
High School Work

Numbers of Teachers in the System	Number of Schools
Over 120	1
100-119	1
90- 99	0
80- 89	1
70- 79	0
60- 69	1
50- 59	1
40- 49	2
30- 39	3
20- 29	5
10- 19	53
0- 9	330
Total number of schools	398
Median size of school systems	6.45 teachers

The ratio of returns received from schools of all sizes as shown in Table 2 indicated that the 152 replies constituted a fair and representative sampling of the possible data. It should also be stated in this connection that 88.2 per cent of the questionnaires returned were from superintendents of classified high schools and 11.8 per cent of them were from superintendents of graded, consolidated and unclassified high schools. It was an exceedingly difficult matter to induce the superintendents of other than classified schools to fill out the questionnaires sent them.

Since the functions of superintendents in the various classes of schools in North Dakota are identical, although they may be of unequal relative emphasis in larger and smaller schools, the fact that a greater number of replies were received from superintendents of classified schools probably did not decrease the reliability of the

data materially. Attention should also be called to the fact that the median number of teachers of the 398 high schools of this state offering four years of high school work was 6.45, whereas the median number of teachers in the schools from which data were secured was 8.48. The returns were therefore received from more of the larger schools than the smallest ones. Perhaps the importance of the administrative functions of the superintendent of schools is more consciously recognized in the larger schools than in the very smallest ones.

Table 2

Comparison of Number of Questionnaires Returned with the Number Sent

Number of Teachers in the System	Number of Questionnaires Sent	Number of Questionnaires Returned
Over 120	1	0
100-119	1	1
90- 99	0	0
80- 89	1	1
70- 79	0	0
60- 69	1	1
50- 59	1	1
40- 49	2	2
30- 39	3	1
20- 29	5	3
10- 19	53	42
0- 9	330	101
Number of superintendents who filled out the questionnaire		153
Median size of school to which questionnaires were sent		6.45 teachers
Median size of school from which returns came		8.48 teachers

CHAPTER 2

THE PERSONAL, PROFESSIONAL AND LEGAL STATUS OF THE SUPERINTENDENT

In a previous chapter it was shown that the legislative assembly has empowered boards of education to appoint superintendents of schools when they deem it expedient to do so. With the exception of the statutory provision that the superintendent of schools shall be a competent and discreet person, the statutes nowhere mention the specific qualifications such superintendent of schools shall possess. The legislature has vested supervisory powers over secondary schools, and power to establish any necessary regulations relating to the qualifications of superintendents, in a state superintendent of public instruction.

"The state superintendent of public instruction shall have general supervision over secondary education in the state."<sup>10</sup>

"The superintendent of public instruction shall have power to establish any necessary and suitable rules and regulations relating to the qualifications of teachers and superintendents."<sup>11</sup>

By virtue of the power vested in the state superintendent of public instruction to establish regulations relating to the qualifications of superintendents, the department has ruled that such superintendent shall be a graduate of a standard college or university, accredited by one of the regional accrediting agencies; that such superintendent must have had at least sixteen hours of training in education, aside from general psychology. It is further provided that superintendents of first and second class high schools must

<sup>10</sup>The General School Laws of the State of North Dakota, Department of Public Instruction, Edition of 1931, p. 24, 111.

<sup>11</sup>Ibid., p. 114.

have had at least two years of successful experience as administrative officers in schools employing at least seven teachers, and that they must have had at least six semester hours of training in school administration and supervision. Appropriate credit is given for extensive experience as head of a smaller school and for graduate work in education, in lieu of the two years of experience as head of a seven teacher system.<sup>12</sup> Previous experience is not required of superintendents becoming the heads of schools employing less than six teachers, but the professional qualifications demanded are the same as for superintendents of larger schools.<sup>13</sup>

Discretionary powers have been vested in boards of education. Such boards may therefore demand qualifications additional to those specified by the state department. Boards cannot specify lower qualifications than those recognized by the state department. The consequences of violation of such a ruling would be the removal of the school from the state list of accredited high schools and the loss of all pecuniary aid.<sup>14</sup>

The data shown in Table 3 indicate that North Dakota state institutions of higher learning have granted degrees to 42.1 per cent of the superintendents reporting, with 26.87 per cent having received their bachelor's degrees at the University of North Dakota. Private denominational colleges of the state graduated seven and two-tenths per cent. Slightly more than one-half, or 50.7 per cent of the super-

<sup>12</sup>Administrative Manual and Course of Study for North Dakota High Schools, Department of Public Instruction, Edition of 1931, p. 14.

<sup>13</sup>Ibid., p. 18-19.

<sup>14</sup>The General School Laws of the State of North Dakota, Department of Public Instruction, Edition of 1931, p. 111.

intendents, received their undergraduate training at universities and colleges in outside states. Denominational schools granted undergraduate degrees to 40.7 per cent of the superintendents, whereas 59.93 per cent secured such training at state institutions (Table 3).

Table 3

Universities and Colleges at Which the Superintendents Reporting the Data Received Their Undergraduate Training

University or College	Superintendents Who Received Their Training at the Designated Schools	
	Number	Per Cent
University of North Dakota	40	26.87%
North Dakota State College	8	5.38
Valley City State Teachers' College	14	9.41
Ellendale Normal School	2	1.34
Minot State Teachers' College	6	4.02
Mayville State Teachers' College	4	2.68
Jamestown College	10	6.71
Concordia College	11	7.39
Iowa Wesleyan College	1	.67
Luther College	13	8.71
Plattville Normal School	1	.67
Kansas Agricultural College	1	.67
Saint Olaf College	11	7.39
University of Minnesota	1	.67
Beloit College	1	.67
Augsburg College	2	1.34
Tokio College	1	.67
Aberdeen Normal School	1	.67
Sioux Falls College	1	.67
University of Iowa	2	1.34
Ottawa University	1	.67
Hanover College	1	.67
Dickinson College	1	.67
Central Wesleyan College	1	.67
Tri State College	1	.67
Gustavus Adolphus College	1	.67
University of South Dakota	1	.67
Valparaiso University	2	1.34
Oberlin College	1	.67
University of Illinois	1	.67
Yankton College	1	.67
William Jewell College	1	.67
Macalester College	1	.67
Hamline University	2	1.34
Number not reporting	14	
Total number reporting	149	
Total per cent		100

### Graduate Training

The data indicated quite conclusively that the superintendents are seeking advanced training.

"The wise and varied scope of activity of a public-school system, responsibility for which must be assumed by the superintendent, requires a much more varied experience and training than in many professional fields. The aspirant to the executiveship of a public-school system begins his collegiate training by preparing to teach, and during his undergraduate years he may receive an introduction to the problems of administration, supervision and organization. The work of the superintendent differs from that of the teacher, supervisor, or principal; yet his training and experience must qualify him to perform in any of these fields and maintain the respect of his associates, who as experts perform these duties."<sup>15</sup>

"The position of superintendent of schools in a modern city, if properly filled, is a full man's job, and calls for the best that is in a strong, capable, well-trained, and mature man. It is a position for which any young man ought to be willing to spend many years in hard and painstaking preparation. It is a position for which years of careful preparation should be made, and given equal native ability, the more careful has been the preparation the larger is likely to be the ultimate success. In the first place a good college education may be considered to be an absolute essential for future work, and at least a year of graduate study, doing advanced work in the study of educational problems, is practically a necessity now."<sup>16</sup> (Table 4)

In 1922 B. C. Douglas made a study to determine the amount of graduate study superintendents had completed on the basis of time spent in graduate study. He found that the median number of weeks of graduate study for all superintendents studied was eighteen weeks.<sup>17</sup> It was found that the superintendents reporting in this study had completed a median of twenty-two weeks of graduate study (Table 5).

<sup>15</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 111-112.

<sup>16</sup>H. P. Cubberley, *Public School Administration*, Houghton Mifflin Company, 1929, p. 222-223.

<sup>17</sup>B. C. Douglas, *The Professional and Economic Status of the City Superintendent*, National Education Association, 1922.

Table 4

Universities at Which Superintendents Reporting the Data Pursued  
Graduate Study

Universities	Number Attending Designated Schools	
	Number	Per Cent
North Dakota	67	49.14%
North Dakota and Minnesota	9	6.62
North Dakota and Washington	2	1.48
Minnesota	16	11.77
Iowa Wesleyan	1	.74
North Dakota and Wisconsin	5	3.67
Bradley Polytechnic	1	.74
North Dakota and North Dakota State	2	1.48
Iowa State	1	.74
Wisconsin	5	3.67
North Dakota State	5	3.67
Washington	1	.74
Oregon	1	.74
Columbia	2	1.48
Nebraska	1	.74
Colorado	1	.74
Chicago	1	.74
Jamestown College	1	.74
North Dakota and Chicago	4	2.96
Montana and Minnesota	1	.74
Iowa	1	.74
Harvard	1	.74
Indiana	1	.74
South Dakota	1	.74
North Dakota State and Wisconsin	1	.74
Columbia and Minnesota	1	.74
North Dakota and Nebraska	1	.74
Minnesota and Chicago	1	.74
Colorado and Minnesota	1	.74
Number not reporting	1	
Total number reporting	136	
Number reporting no graduate study	16	
Total per cent		100

Forty-six superintendents reported that they had completed their graduate courses and received advanced degrees. Tabulations have been made wherein the kind and number of such degrees held are shown (Table 6).

Table 5

Total Number of Weeks Pursued in Graduate Study by Superintendents  
Reporting

Number of Weeks Attended	Number of Superintendents So Reporting	
Over 66		3
61-66		3
55-60		1
49-54		2
43-48		5
37-42		3
31-36		24
25-30		6
19-24		31
13-18		17
7-12		26
0- 6		5
Median number of weeks attended	22	
Number of superintendents reporting		127
Number of superintendents not reporting	10	
Number of superintendents who have not had advanced training	16	

Graduate Majors and Minors

In the data already shown it was indicated that of the 153 superintendents from whom data were received, sixteen stated that they had no advanced training. Ten superintendents stated that they had done graduate study but did not report either their majors nor minors. Five superintendents reported that they had selected majors but had not yet selected their minors. In most cases superintendents reported two minors each, and a few reported three. In observing the data it must be remembered, then, that the sum of numbers shown under "minor" will be considerably larger than 125, the number of superintendents who reported such minors, because of the multiple-minors (Table 7).



Table 6

## Advanced Degrees Held By Superintendents Reporting Them

Degree	Number of Superintendents Holding Such Degrees
Doctor of Education	1
Master of Science	15
Master of Arts	29
Master of Pedagogy	1
Number of superintendents reporting advanced degrees	46

Table 7

## Distribution of Majors and Minors Pursued in Graduate Study

Courses Pursued	Number and Per Cent of Superintendents Enrolled in Courses Designated as Majors or Minors			
	Major		Minor	
	Number	Per Cent	Number	Per Cent
Education	30	23.61%	18	14.16%
Economics			13	10.23
History	7	5.50	17	13.37
Public school administration	67	52.72		
Educational psychology			13	10.23
Sociology	6	4.72	11	8.65
Political science			6	4.72
Chemistry	1	.78	8	6.29
Mathematics	4	3.14	5	3.93
English	2	1.57	5	3.93
Physics			2	1.57
Supervision	4	3.14	16	12.59
Elementary education			12	9.44
Psychology			24	18.88
Religion			1	.78
Science	5	3.93	2	1.57
Industrial arts			2	1.57
Vocational education	1	.78		
Secondary education			13	10.23
Public speaking			1	.78
Methods			2	1.57
Educational measurements			3	2.36
Number reporting no major	10			
Number reporting no minor			15	
Number of superintendents reporting majors and minors	127		122	

The data showed that public school administration was most widely selected as a major, whereas psychology was the dominating minor.

#### Age and Marital Status of Superintendents Reporting

The greater number of superintendents reporting were in the prime years of their lives. The median age of superintendents from whom data were received was 34.87 years. One hundred forty-seven superintendents reported their age. Of this number only fifteen reported that they were over forty-four years of age. The lowest age reported was twenty-four, the highest age sixty. Distribution of ages as reported is shown in Table 8.

Table 8

#### Distribution of Ages of Superintendents from Whom Data Were Received

<u>Age Groups</u>	<u>Number of Superintendents</u>
Over 53	3
51-53	2
48-50	7
45-47	5
42-44	12
39-41	19
36-38	18
33-35	20
30-32	35
27-29	22
24-26	4
Number of superintendents reporting	147
Number of superintendents not reporting	6
<u>Median age of superintendents reporting</u>	<u>34.87 years</u>

In Table 9 a graphic distribution of the ages of superintendents studied is shown.

**Table 9**  
**Graphic Distribution of Ages of Superintendents Who**  
**Reported Such Data**

Age	Graphic Distribution (Each Star Represents the Age Position of One Superintendent)
Over 54	***
53	*
52	
51	*
50	*
49	**
48	***
47	*
46	***
45	*
44	***
43	****
42	*****
41	**** <span style="float: right;">_____ 75%</span>
40	*****
39	*****
38	****
37	****
36	*****
35	***** <span style="float: right;">_____ 50%</span>
34	****
33	*****
32	*****
31	***** <span style="float: right;">_____ 25%</span>
30	*****
29	*****
28	*****
27	*****
26	**
25	**
24	*
<b>Total number reporting</b>	<b>147</b>
<b>Number not reporting</b>	<b>6</b>

If the curve were constructed for the data of Table 8 it would show considerable positive skewness. It appears that the typical

superintendent, after having reached the age of about forty-four years, probably retires or enters other fields of endeavor. A careful search for some study showing what becomes of the superintendent when he reaches his upper years proved fruitless. Instances were found in larger cities in which the superintendent, after having reached a certain age, was retired on an emeritus plan with part pay. Such plan would be out of the question in North Dakota schools because of their small size.

It was found that the greater number of superintendents were married. One hundred six of the 129 superintendents who stated that they were married, reported that they had children in their families. The median number of children per family reported was two. The data are shown in Table 10.

Table 10

## Number of Children in Families of Married Superintendents

Number of Children in the Family	Number of Superintendents So Reporting
Over 6	
6	1
5	7
4	10
3	13
2	37
1	38
0	23
Number reporting children	106
Number reporting no children	23
Median size of family	2

## Professional Experience and Tenure of Superintendents

An abundance of statements made by well known educational authorities, appraising the value of experience, is available to sub-

stantiate the fact that next to educational qualifications ranks practical experience as a desirable qualification of the school superintendent. Perhaps Fred Engelhardt has stated the value of experience as well as anyone, when he wrote:

"Leadership in education not only involves the technique of administration, but an appreciation and understanding of a large number of professional activities and problems which require both training and experience. At the present time boards of education rarely select a person trained as a superintendent and without experience to a position of any consequence. In fact, there are aspects of the work that the superintendent must perform for which no standard practices have been developed and for which no training can be secured."<sup>18</sup>

The 145 superintendents who reported data relating to the number of years of experience as a superintendent of schools indicated that the extent of such experience ranged from one to twenty-nine years. The median number of years experience as a superintendent for this group was 7.03 years. A glance at Table 11 shows that there is a considerable grouping in the lower range of experience groups and a marked decrease in the number of superintendents reporting experience above the ten to twelve year grouping.

The state department of public instruction has ruled that all superintendents, employed in schools employing more than six teachers, must have had previous experience as a head of a school before becoming superintendent of such school. In North Dakota there are 222 schools employing six or more teachers; and therefore previous experience as a head of a school is a requirement for superintendents employed in these. The remaining 176 high schools doing four years of high school work, and considered in this study, employ less than

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<sup>18</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 107.

six teachers. The state department does not specify any requirements relative to previous experience as a head of a school for such superintendents. It is possible therefore for a graduate of a recognized college, equipped with the prerequisite training in education to step directly into a position as the head of such school without any previous experience of any kind. That a large number of superintendents have probably entered the profession of superintendent of schools in this manner is indicated by the fact that only eighty-eight of the superintendents studied reported any previous experience as a head of a school before becoming a superintendent (Table 12).

Table 11

## Total Number of Years of Experience as a Superintendent of Schools

Years of Experience	Number and Per Cent of Superintendents Reporting the Designated Years of Experience	
	Number	Per Cent
28-30	1	.69 %
25-27	2	1.38
22-24	4	2.75
19-22	5	3.45
16-18	9	6.21
13-15	11	7.53
10-12	11	7.53
7- 9	33	22.75
4- 6	33	22.75
1- 3	36	24.96
Number of superintendents from whom the data were received	145	
Number of superintendents not reporting	8	
Total per cent		100
Median years of experience	7.03 years	

Table 12

Number of Years of Experience as Head of a School Before  
Becoming Superintendent

Years of Experience	Number and Per Cent of Superintendents Reporting the Data in Designated Groups	
	Number	Per Cent
22-24	1	1.14%
19-21		
16-18	2	2.27
13-15	1	1.14
10-12	2	2.27
7- 9	4	4.56
4- 6	15	17.03
1- 3	63	71.59
Number reporting previous experience	88	
Number not reporting	65	
Total per cent		100
Median number of years of experience	2.91 years	

Another phase in the training of the superintendent for his position that was regarded as having much significance by the authorities consulted, was teaching experience. Fred Engelhardt says:

"It is still to be demonstrated that superintendents can be trained to assume important executive positions without preliminary training and experience as teachers."<sup>19</sup>

Another important contribution in this regard is the study made by A. B. Murphy of the School of Education of the University of California, who conducted an investigation to determine what the important phases of the training of a city superintendent were. Thirty-five experts in educational administration, composed of eighteen nationally recognized university professors whose major interest was educational

<sup>19</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 116.

administration, and seventeen city superintendents of schools, also nationally recognized as leaders in the field, were requested to evaluate the phases of training for the superintendent in order of importance. All the city superintendents and fifteen of the professors agreed that teaching experience was definitely desirable. Both groups held that the minimum years of teaching experience should be three. The optimum number of years of teaching experience was given as five by the university professors and as eight by the city superintendents. Both groups agreed that such experience should be acquired in either an elementary or secondary school, and should preferably follow the bachelor's degree.<sup>20</sup>

Fred Engelhardt found that the majority of executives are appointed to a superintendency from a high school principalship. The typical superintendent, he further found, has held this position for about six years before advancing to the superintendency. The period of preparation also includes approximately three years of teaching experience. Engelhardt adds that, considering the fact that sixty per cent of the high schools in the United States have an enrollment of 100 pupils or less, the number of years of teaching experience no doubt has been greater than recorded for many of the superintendents who have advanced from the high school principalship.<sup>21</sup>

Superintendents from whom the data were received reported having had from one to thirty-five years of teaching experience before

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<sup>20</sup>A. B. Murphy, Training the City Superintendent, School Executives Magazine, 51:291-292, Mar., 1932.

<sup>21</sup>Fred Engelhardt, Public School Organization and Administration, Ginn and Company, 1931, p. 106.



becoming superintendents. The median number of years of teaching experience for the 151 superintendents who reported having had such experience was 10.67 years (Table 13).

Table 13

## Number of Years of Teaching Experience Before Becoming Superintendent

Years of Experience	Number and Per Cent of Superintendents Reporting the Data in Designated Groups	
	Number	Per Cent
34-36	1	.66%
31-33		
28-30	1	.66
25-27	5	3.31
22-24	9	5.96
19-21	9	5.96
16-18	11	7.28
13-15	17	11.26
10-12	29	19.21
7- 9	45	29.81
4- 6	22	14.57
1- 3	2	1.32
Number of superintendents reporting teaching experience	151	
Number of superintendents not reporting	2	
Total per cent		100
Median number of years of teaching experience	10.67 years	

One hundred forty-five superintendents reported data relative to tenure. The median tenure reported was found to be 2.62 years. Tenure ranged from one to twenty-seven years. It was found that the tenure of superintendents of schools employing from one to ten teachers ranked the lowest, with a median of 2.35 years. Sixty-seven superintendents in this group reported tenure as being three or less years. A graphic distribution of the data relative to tenure has been made in Table 14.

Table 14  
Graphic Distribution of Tenure of Superintendents  
Who Reported Such Data

Years of Tenure	Graphic Distribution (Each Star Represents the Designated Tenure of One Superintendent)
27	*
26	
25	
24	
23	
22	
21	
20	
19	
18	*
17	
16	
15	
14	*
13	*
12	
11	
10	****
9	****
8	*****
7	*****
6	*****
5	*****
4	*****
3	*****
2	*****
1	*****
Number of superintendents reporting such data	145
Number not reporting	8
Median tenure	2.62 years

It was found, as is shown in Table 15, that as the size of the school increased the length of tenure increased also. The median tenure of superintendents employed in 1-10 teacher systems was 2.35

years, whereas that of those in the 81-90 teacher systems was 14.5 years.

Table 15

## Median Tenure of Superintendents in Schools of Indicated Size

Median Tenure in Years	Number of Teachers in Schools from Which Data Were Received									
	1-10	11-20	21-30	31-40	41-50	51-60	61-70	71-80	81-90	
14.5									14.5	
14										
13.5										
13										
12.5										
12										
11.5							11.5			
11										
10.5										
10										
9.5										
9										
8.5					8.5	8.5				
8										
7.5										
7				7.00						
6.5										
6										
5.5										
5										
4.5		4.75								
4			4.00							
3.5										
3										
2.5	2.35									

A comparison was made to discover whether the amount of graduate training had any effect upon the length of tenure. The results indicated, as is shown in Table 16, that the tenure of superintendents was increased slightly by graduate study. The difference in the median tenure for those who had taken no graduate work (2.25) and those that had received their advanced degrees (2.87) was sixty-two hundredths of a year.

Table 16

## A Comparison of Tenure With Graduate Training

Median Tenure in Years	Number of Weeks of Advanced Training						Advanced Degree
	0	1-8	9-16	17-24	25-32	Over 32	
2.90							2.87
2.85							
2.80							
2.75							
2.70							
2.65					2.62		
2.60				2.60			
2.55			2.55				
2.50		2.50					
2.45							
2.40						2.40	
2.35							
2.30							
2.25	2.25						
Number of superintendents reporting such data				145			
Number not reporting				8			

The data shown in Table 15 indicate that the tenure of superintendents in the smallest size group is less than half of that of the superintendents employed in the next group of 11-20 teachers. Certain factors contributing to the lessened tenure of the superintendents in the lower group might safely be assumed. The writer recalls his experience in one of the smaller high schools of the state. After having served as superintendent of the school for three years, he was called before the school board and informed that although his services had been highly satisfactory and that he was generally well spoken of by patrons of the district, nevertheless it had been a policy of the school board to make a change every three years; and he was therefore requested to seek another position. It is probable that such practice

still survives in the smaller schools as a policy of the board.

In this group of 1-10 teacher systems fall 85.6 per cent, or 341 of the high schools doing four years of high school work, and the salary of the superintendent in this same group varies from \$1,350 to \$2,700. It is very likely that the superintendent embarked on his career as such an officer in a school in this group. This group size of schools is probably the proving grounds of the superintendent, from which he steps to a larger position, if efficient and alert, and is demoted to a smaller size school if inefficient, or is weeded out of the profession entirely. It is quite possible that one of these factors has contributed much to the low median tenure of 2.35 years for superintendents in this group.

#### Professional Magazines Read by Superintendents

The value of professional reading is forcibly stated by Jesse H. Newlon, of Teachers College, Columbia University, when he says that a definite program of buying professional books and magazines is essential; likewise a definite program of reading. Each week, each month, every vacation should be planned to include a definite amount of reading. This is not an idea unattainable. Some have achieved it. They are the ablest school executives in the country today.<sup>22</sup>

Gubberley says that during the early years of the superintendent's practice of his profession, he should gradually crystallize for himself a working educational philosophy, to guide him in his future work and vitalize his later procedure. During these years he should

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<sup>22</sup>J. H. Newlon, *The Superintendent's Professional Library*, *School Executives Magazine*, 51:364, Apr., 1932.

save as much time as possible for careful reading and study along the lines of his profession. He should keep closely in touch, too, with all advancements and important experiments in his field, and with what other workers elsewhere are doing.<sup>23</sup>

The mean expenditure for professional magazines as reported by 128 superintendents was found to be \$8.16. The amounts spent for this purpose ranged from \$2.50 to fifty dollars. Tabulations showing the distribution of expenditures for professional magazines have been made in Table 29. Superintendents listed twenty-six different magazines. The School Executives Magazine led the field of magazines subscribed to by the superintendents reporting such data. The American School Board Journal was a close second. The names of magazines and the number of superintendents subscribing are shown in Table 17.

#### Salaries of Superintendents

The mean salary paid 151 superintendents reporting such data, for the year 1932-1933, was \$2,167.22. The distribution of salaries paid is shown in Table 18.

The present depression has caused a reduction of salaries paid superintendents. The North Dakota Educational Directory for the year 1922-1923 was consulted to determine salaries paid ten years ago.<sup>24</sup> Only salaries of superintendents in the towns and cities from which superintendents in the present study reported such data were tabulated in order to secure a fair comparison. It was found that the same positions paid a mean salary of \$2,293.91 for the year 1922-1923.

<sup>23</sup>E. P. Cubberley, *Public School Administration*, Houghton Mifflin Company, 1929, p. 224-225.

<sup>24</sup>North Dakota Educational Directory, Department of Public Instruction, Edition of 1922-1923.

Table 17

## Professional Magazines Subscribed to By Superintendents

Name of Magazine	Number and Per Cent of Superintendents Subscribing to Designated Magazines	
	Number	Per Cent
American School Board Journal	53	18.41%
School Executives Magazine	57	17.79
North Dakota Teacher	30	10.45
School Activities Magazine	2	.69
N. E. A. Journal	33	11.47
School Life	9	3.14
Nations Schools	44	15.27
School Review	13	4.52
Phi Delta Kappan	5	1.73
Vocational Education	2	.69
Agricultural Education	2	.69
Journal of Educational Research	2	.69
Elementary School Journal	12	4.18
Normal Instructor	1	.35
Historical Outlook	1	.35
Educational Digest	4	1.39
Educational Administration and Research	5	1.73
High School Teacher	1	.35
Educational Abstracts	1	.35
Progressive Teacher	1	.35
Educators Monthly	1	.35
Journal of Education	3	1.05
School Musician	1	.35
School and Society	2	.69
Progressive Education	1	.35
Buyers Guide	1	.35
Number of superintendents reporting	128	
Number reporting nothing	25	
Total per cent		100

The mean salary for 1932-1933 is \$126.69 or 5.51 per cent less than that paid ten years ago.

Tabulations have been made showing the distribution of salaries paid superintendents in 1922-1923 as compared with the salaries that the same positions paid the superintendents in 1932-1933 (Table 19).

Table 18

Distribution of Salaries Paid 151 Superintendents Who Reported Such  
Data for the School Year 1932-1933

Salary Groups	Number of Superintendents Who Reported Salaries in Designated Groups	
\$5,500-5,999	1	
5,000-5,499		
4,500-4,999	2	
4,000-4,499	2	
3,500-3,999	2	
3,000-3,499	2	
2,500-2,999	20	
2,000-2,499	48	
1,500-1,999	62	
1,000-1,499	12	
Number of superintendents reporting	151	
Number not reporting	2	
Mean yearly salary		\$2,167.22

The data indicate that salaries in the lower salary groups have borne the brunt of reductions. In 1932-1933, five superintendents were removed from the salary group of \$3,000-3,499, eleven from the \$2,500-2,999 group, twenty from the \$2,000-2,499 group, and twenty-eight were added to the \$1,500-1,999 group. Six were added to the \$1,000-1,499 group. The data further show that salaries of only three superintendents have advanced to higher salary groups.

A comparison was made to determine whether graduate training had in any way affected the salaries of superintendents. The superintendents were divided into four groups; those reporting 0-8 weeks of graduate study were put in the first group. The second group contained those who had reported from 13-24 weeks of graduate study; the third group contained those who reported having completed over twenty-



four weeks of graduate training but not having received their advanced degree; and the fourth group contained superintendents who reported having received their advanced degrees. Salaries for each group were tabulated, and the mean salary for each group determined. The results of this comparison are shown in Table 20 and indicate that graduate training has had a favorable influence upon salary.

Table 19

Salaries Paid Superintendents in 1922-1923 as Compared With Salaries  
Paid in 1932-1933

Salary Groups	Number of Superintendents Reporting Salaries in Designated Groups for 1932-1933 and Number of Superintendents Receiving Designated Sal- ary in Same Position for the Year 1922-1923	
	Salary 1922-1923	Salary 1932-1933
\$5,500-5,999		1
5,000-5,499		
4,500-4,999	1	2
4,000-4,499	1	2
3,500-3,999	2	2
3,000-3,499	7	2
2,500-2,999	31	20
2,000-2,499	68	48
1,500-1,999	34	62
1,000-1,499	6	12
Number of superintendents' salaries compared	151	151
Mean salary	\$2,293.91	\$2,167.22

Tabulations showed a wide range of salaries in each of the four groups. For superintendents in the 0-8 group salaries ranged from \$1,350-\$4,600; in the 13-24 group from \$1,350-\$3,750; in the third group from \$1,575-\$4,000; and for the group reporting advanced degrees, from \$1,440-\$5,500. The mean salary for the first group was \$1,946.07;

for the second group, \$2,032.05; for the third group, \$2,281.25; and \$2,438.88 for the fourth group.

Table 20

Mean Salaries of Superintendents Grouped According to Amount of  
Graduate Study Completed

Mean Salary Range	Mean Salaries for the Following Graduate Training Groups			
	One <sup>a</sup>	Two	Three	Four
\$2,500				
2,450				
2,400				\$2,438.88
2,350				
2,300				
2,250			\$2,281.25	
2,200				
2,150				
2,100				
2,050		\$2,032.05		
2,000				
1,950	\$1,946.07			
1,900				
Number of superin- tendents report- ing in each group	51	38	16	46
Total number of super- intendents report- ing			151	
Number not reporting			2	

<sup>a</sup>Group 1 contains superintendents who reported from 0-8 weeks of graduate training; those reporting from 13-24 weeks of graduate training are tabulated in Group 2; those reporting over twenty-four weeks of graduate study but not having received their advanced degrees are tabulated in Group 3; superintendents having received their advanced degrees are tabulated in Group 4.

#### Living Expenses of Superintendents

Living expenses of superintendents will be discussed under four headings:

1. The amount spent yearly for housing and fuel;
2. The amount spent yearly for food and clothing;

3. The amount spent yearly for insurance;
4. The amount spent yearly for incidentals. Under this heading are included such expenses as car, telephone, trips, shows, donations, and contributions.

The data which were received relative to living expenses, are for the year 1931-1932. A search for an earlier survey of the living expenses of superintendents, for the purpose of comparing living expenses then and now proved fruitless. Living costs are lower at the present time and it is probable that an earlier survey would have revealed considerably larger expenditures for this purpose than is indicated in the data included in the present study.

A wide range of expenditures for housing and fuel was reported, the data for which are shown in the tabulations (Table 21). The amounts vary from \$180 to \$1,875 yearly. The mean expenditure for this purpose was found to be \$361.42. The data indicated that the larger living expenses were reported by superintendents receiving the larger salaries. It is probable that superintendents receiving the smaller salaries have rented cheaper houses. Many of the superintendents from whom the data were received live in smaller towns; and it is an accepted fact that house rent is lower in smaller towns than in the larger cities. A considerable number of the superintendents reporting live near the lignite coal fields of the state; and their coal is delivered to them by farmers living in this area at a very low cost.

Food and clothing appeared from the data shown in Table 22 to be the largest item of expenditure of living expenses. The mean amount spent for this item was \$591.54. A wide range of expenditures was indicated for these items also. Expenditures ranged from \$192.50

to \$1,540 yearly. The data indicated that such expenditures varied in ratio to the salaries received.

Table 21

## Distribution of Amounts Spent Yearly for Housing and Fuel

Yearly Expenditure	Number of Superintendents Reporting the Designated Expenditures	
\$1,800-1,999	1	
1,600-1,799		
1,400-1,599		
1,200-1,399		
1,000-1,199		
800- 999	2	
600- 799	6	
400- 599	41	
200- 399	66	
0- 199	24	
Number of superintendents reporting such data	140	
Number not reporting	13	
Mean living expense		\$361.43

The large amount of money which superintendents reported they were spending for insurance probably indicates that many of the superintendents have adopted insurance as a field for investment. One hundred forty-three superintendents reported expenditures for insurance ranging from fifty-two dollars to \$842.70 annually. The mean amount for the group was \$225.53. The data relative to insurance indicated that the amount of insurance varied in proportion to the salary paid. The superintendents receiving smaller salaries were expending less for insurance, whereas superintendents receiving larger salaries reported larger expenditures for insurance. Tabulations showing the distribution of amounts spent for insurance are shown in Table 23.

Table 22

Distribution of Amounts Spent Yearly by Superintendents for Food and  
Clothing

Yearly Expenditure	Number of Superintendents Reporting the Designated Expenditures
\$1,400-1,599	2
1,200-1,399	4
1,000-1,199	2
800- 999	19
600- 799	33
400- 599	50
200- 399	26
0- 199	6
Number of superintendents reporting such data	142
Number not reporting	11
Mean expenditure for food and clothing	\$591.54

Thus far the three larger items of living expenses have been presented. There are many other smaller items which are a part of living expense. It would require many pages to present the distribution of such expenses in detail, if such data could have been secured. The questionnaire showed, however, that many of the superintendents did not keep an accurate record of their smaller expenses. Superintendents were able to state the total amount spent for the smaller items. Therefore those totals were considered under the heading of expenditures for incidentals. Data relative to expenditures were reported by 140 superintendents. The mean amount spent for this purpose was \$398.58 (Table 24).

Table 23

## Distribution of Amounts Spent Yearly for Insurance

Yearly Expenditure	Number of Superintendents Reporting the Designated Expenditures	
\$800-899	1	
700-799		
600-699	2	
500-599	4	
400-499	3	
300-399	24	
200-299	41	
100-199	45	
0- 99	23	
Number of superintendents reporting such data	143	
Number not reporting	10	
Mean annual expenditure		\$225.53

Table 24

## Distribution of Amounts Spent Yearly for Incidentals

Yearly Expenditure	Number of Superintendents Reporting the Designated Expenditures	
\$1,400-1,599	2	
1,200-1,399	1	
1,000-1,199	1	
800- 999	2	
600- 799	8	
400- 599	42	
200- 399	68	
0- 199	16	
Number of superintendents reporting such data	140	
Number not reporting	13	
Mean yearly expenditure for incidentals		\$398.58

The total living expense was determined by adding the four items of living expense for each of the 139 superintendents who had reported their expenditures for each of the items. The total living

expenses thus determined showed a tremendous spread ranging from \$585 to \$4,220 annually. The mean annual total living expense for the 139 superintendents was \$1,451.08. With further reductions in the salaries of superintendents almost certain to be made for the coming school year, living expenses will have to absorb the greater part of such reductions. The fact that the expenditures for the items, previously listed and discussed under living expenses, in most instances varied in direct ratio to the salary paid, probably substantiates this conclusion (Table 25).

Table 25

## Distribution of Total Amounts Spent for Living Expenses

Total Yearly Expenditure	Number and Per Cent of Superintendents Reporting the Designated Expenditures	
	Number	Per Cent
\$4,000-4,199	1	.7%
3,800-3,999		
3,600-3,799		
3,400-3,599		
3,200-3,399	2	1.4
3,000-3,199		
2,800-2,999	2	1.4
2,600-2,799	1	.7
2,400-2,599	1	.7
2,200-2,399	3	2.0
2,000-2,199	3	2.0
1,800-1,999	12	8.4
1,600-1,799	21	15.7
1,400-1,599	24	17.3
1,200-1,399	17	12.2
1,000-1,199	28	19.8
800- 999	15	10.5
600- 799	7	5.0
400- 599	2	2.0
Number of superintendents reporting complete data on total living expense	139	
Number not reporting	14	
Total per cent		100
Mean annual living expense		\$1,451.08

Under the discussions of each of the four items of living expenses it was stated that the data under consideration indicated that expenditures varied with salaries received. Superintendents receiving the larger salaries in nearly every instance reported larger expenditures for each of the four items, whereas those receiving lower salaries reported correspondingly smaller expenditures.

In order to determine how living expenses compared with salaries paid, the 139 superintendents reporting data for each item of such expense were divided into five groups. The total living expenses for superintendents receiving from \$1,000-\$1,999 yearly salary were tabulated in Group 1. Those whose salaries ranged from \$2,000-\$2,999 were correspondingly studied under Group 2. Group 3 consisted of those whose salaries ranged from \$3,000-\$3,999; Group 4, from \$4,000-\$4,999; and Group 5, from \$5,000-\$5,999. The mean total living expense was then determined for each salary group. Tabulations showing the comparison of such mean expense for each salary group have been made in Table 26.

#### Professional Expenses of Superintendents

Professional expenses of superintendents will be treated under four major divisions as follows:

1. Yearly expense for graduate study. Under this heading are considered such expenses as summer school, Saturday school, or any other graduate training service rendered the superintendent involving expense.
2. Amount spent yearly for professional books.
3. Amount spent yearly for professional magazines.
4. Amount spent yearly for membership dues in professional organizations.



Table 26  
 Mean Living Expenses of Superintendents as Compared With  
 Salaries Received

Mean Expense Range	Mean Living Expenses of Superintendents in Designated Salary Groups				
	One <sup>a</sup>	Two	Three	Four	Five
\$3,400				\$3,416.66	
3,200					\$3,280.00
3,000					
2,800					
2,600					
2,400			\$2,375.00		
2,200					
2,000					
1,800					
1,600		\$1,577.87			
1,400					
1,200					
1,000	\$1,142.86				
Number of super- intendents re- porting data in each group	70	61	4	3	1
Total number of superintendents reporting data			139		
Number not report- ing			14		

<sup>a</sup>Group 1 designates superintendents receiving an annual salary of \$1,000-1,999; Group 2, \$2,000-2,999; Group 3, \$3,000-3,999; Group 4, \$4,000-4,999; and Group 5, \$5,000-5,999.

The time has arrived when there is no longer a lack of college trained men, professionally prepared for the superintendency. In recent years colleges and universities the country over have graduated an abundance of men from a splendidly improved educational curriculum.

"Rapid strides have been made in the development of administrative techniques and in the organization of specialized training programs. At the present time vigorous and intensive preparation for this field is available to those seeking it. The colleges of education in the universities are in a position today to offer as significant a training for the profession of educational

administration as the other colleges are to offer preparation for business administration, engineering, law, or medicine."<sup>25</sup>

"One notes an increased tendency among school boards to seek out the competent successful executive whenever a vacancy is to be filled."<sup>26</sup>

Only the past year, schools which were members of the North Central Association of Secondary Schools were requested to vote on the question of whether a master's degree as a minimum educational qualification of the superintendent should be added as a standard regulation. Indications are that the superintendent who has not already secured his advanced degree is definitely faced with the necessity of securing it if he wishes to advance in the profession or even remain in it.

It has been previously stated and shown that of the 153 superintendents from whom the data were received, 127 reported having done graduate work, and of this number forty-six reported that they had already received their advanced degrees. Sixteen superintendents reported that they had not done any graduate work.

One hundred six superintendents reported various expenditures for graduate training the past year. Expenditures reported for this purpose ranged from twenty-six dollars to \$450. The mean amount spent for graduate study by the 106 superintendents was \$242.08. Of the forty-six superintendents who reported that they had already received their advanced degrees, thirty-three reported expenditures for further graduate training. Distribution of the amounts spent for graduate training are shown in Table 27.

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<sup>25</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 110.

<sup>26</sup>*Ibid.*, p. 111.

Table 27

## Distribution of Amounts Spent by Superintendents for Graduate Study

Amounts Spent	Number of Superintendents Reporting the Designated Expenditures	
\$450-499	2	
400-449	5	
350-399	3	
300-349	12	
250-299	10	
200-249	18	
150-199	25	
100-149	20	
50- 99	9	
0- 49	2	
Number of superintendents reporting expenditures for graduate training last year	106	
Number not reporting	47	
Mean expense for graduate study		\$242.08

It is significant to note that thirty-three, or 71.7 per cent, of the superintendents who reported that they already had their advanced degree reported further expenditures for advanced training. The mean amount spent by this group for such training was \$212.88. Of the superintendents who reported having completed from six to sixteen weeks of graduate training, 72.9 per cent reported a mean expenditure of \$172.15 for graduate study purposes for the past year. Eighty-four per cent of the superintendents having completed from seventeen to twenty-four weeks of advanced training reported a mean expenditure of \$227.38 for graduate study, and eighty-five per cent of the group who had completed twenty-four weeks or more of graduate study reported a mean expenditure of \$227.94 for the past year for this purpose.

One hundred thirty superintendents reported a mean expenditure of \$18.30 for professional books the past year. The amounts spent for this purpose ranged from \$8.50 to \$100. Distribution of the amounts spent for professional books is shown in Table 28.

Table 28

## Distribution of Amounts Spent for Professional Books

Amounts Spent	Number of Superintendents Reporting the Designated Expenditures	
\$90-99	1	
80-89		
70-79		
60-69	1	
50-59	5	
40-49	2	
30-39	5	
20-29	26	
10-19	58	
0-9	32	
Number of superintendents reporting such data	130	
Number not reporting	23	
Mean expenditure		\$18.30

One hundred twenty-eight superintendents reported expenditures for subscriptions to professional magazines. The amounts so spent ranged from two dollars to \$43.50. The mean amount spent for this purpose was \$8.16. The distribution of amounts spent for such magazines is shown in Table 29.

The amounts which were expended for membership dues in professional organizations by the superintendents reporting ranged from two dollars to \$22.50. The mean amount spent for this purpose was \$4.61. The distribution of amounts are shown in Table 30.

Table 29

## Distribution of Amounts Spent for Professional Magazines

Amounts Spent	Number of Superintendents Reporting the Designated Expenditures	
\$45-49	1	
40-44		
35-39	1	
30-34	1	
25-29		
20-24	2	
15-19	4	
10-14	25	
5- 9	53	
0- 4	41	
Number of superintendents reporting such data	128	
Number not reporting	25	
Mean expenditure		\$8.16

Table 30

## Distribution of Amounts Spent for Membership Dues in Professional Organizations

Amounts Spent	Number of Superintendents Reporting the Designated Expenditures	
\$21-23	1	
18-20	1	
15-17	3	
12-14	3	
9-11	8	
6- 8	13	
3- 5	50	
0- 2	55	
Number of superintendents reporting such data	136	
Number not reporting	17	
Mean expenditure		\$4.61

The distribution of the total expenditures for all items listed under professional expense is shown in Table 31. The data

therein shown was derived by adding the expense figures given for each item by each superintendent.

Table 31

## Distribution of Total Expenditures for Professional Purposes

Total Expense Groups	Number of Superintendents Reporting the Designated Expenditures	
\$450-499	2	
400-449	4	
350-399	2	
300-349	15	
250-299	12	
200-249	19	
150-199	24	
100-149	21	
50- 99	10	
0- 49	35	
Number of superintendents reporting some or all items of expense	144	
Number reporting nothing	9	
Mean total expenditure		\$168.75

Remembering that the mean expenditure for graduate study shown in Table 27 was \$242.08, there is a possibility of concluding that a statistical error has been made when glancing at the mean total professional expense of \$168.75 shown in Table 31. This difference is readily understood upon consideration of the variation in amounts expended for the various items. Naturally the cost of attending a session of summer school will be many times larger than the amount spent for membership dues in professional organizations. It must be remembered, too, that only 106 superintendents reported any expenditures for graduate study, whereas 144 superintendents reported data relative to expense for one or more items of professional expense shown in the totals. The inclusion of these many small

amounts of total expenditures has tended to materially reduce the mean for the data shown in Table 31.

By totaling the means for each item shown under living and professional expense, it was found that the sum of these means was \$1,850.22. The mean salary previously shown was \$2,167.22. The difference in the two amounts just stated is \$317, the mean annual surplus or savings of the superintendents.

Table 32

Salaries, Living Expenses, Professional Expenses, Total Expenses and Savings of Twenty Superintendents Selected from Schools Close to the Median Size

Size of School	Salary	Living Expenses	Professional Expenses	Total Expenses	Savings
8	\$1,800	\$1,286	\$390	\$1,676	\$124
8	1,800	1,495	192	1,687	113
8	1,950	1,770	22	1,792	158
8	2,400	1,749	477	2,226	174
8	2,100	1,175	97	1,272	818
8	1,750	1,573	102	1,675	75
8	1,900	1,075	312	1,387	513
8	2,050	1,575	60	1,635	415
8	2,400	1,980	208	2,188	212
8	1,800	1,640	132	1,672	128
9	1,950	1,630	342	1,972	
9	1,800	1,230	92	1,322	478
9	2,000	1,556	24	1,580	420
9	2,000	1,103	129	1,232	768
9	2,600	1,945	219	2,164	436
9	2,300	1,750	328	2,078	122
9	2,000	1,410	230	1,640	360
9	2,100	1,730	120	1,850	250
9	1,800	840	326	1,166	634
9	2,100	1,610	281	1,891	209
Mean	2,080	1,500	207.50	1,700	330
Median	2,028.57	1,560	200	1,728.57	316.72

To determine the approximate accuracy of the figures just shown, a sampling of data was taken of superintendents employed in schools close to the median size. It was previously shown that the median size of the schools from which the data were received was 8.48 teachers. Accordingly, the data relative to living and professional expenses of ten superintendents employed in nine-teacher systems, and ten superintendents employed in eight-teacher systems, were studied in this comparison. The expenditures for all items compared for each individual superintendent considered in the sampling of twenty is shown in Table 32.

Table 33

Comparison of Means of Salary and Expense Items of All Superintendents With the Same Means of the Twenty Selected Superintendents

Items	All Superintendents	Twenty Selected Superintendents
Salary	\$2,167.22	\$2,080.00
Living expenses	1,451.05	1,500.00
Professional expenses	168.75	207.50
Total expenses	1,619.80	1,700.00
Savings	317.00	330.00

The data shown in Table 33 and Table 34 were not subjected to statistical treatment to determine just how closely it substantiated the data shown in previous pages relative to items of expense of the superintendent. The close approximations indicate a positive verification of all data shown under the heading of expenses.



Table 34

Comparison of Medians of Salary and Expense Items of All Superintendents with the Same Medians of Twenty Selected Superintendents

Items	All Superintendents	Twenty Selected Superintendents
Salary	\$2,015.63	\$2,028.57
Living expenses	1,404.05	1,560.00
Professional expenses	162.50	200.00
Total expenses	1,567.17	1,728.57
Savings	448.46	316.72

#### Summary

The statutes of North Dakota authorize boards of education to employ a superintendent of schools, and specify his duties, but do not vest him with any powers. The qualifications of the superintendent are not defined by statute, these are specified by the state superintendent of public instruction in whom control over secondary education in the state has been vested.

The superintendents were rarely over middle age, the greater per cent being from twenty-four to thirty-four years of age. The median tenure was rather low, only 2.62 years. Before becoming a superintendent of a school, all of the superintendents had had previous teaching experience ranging from one to thirty-five years, and slightly more than half had been a head of a school. The larger number of superintendents were pursuing graduate study in their chosen field, and the extent of such advanced training increased tenure slightly and tended to increase salaries paid considerably.

Salaries ranged widely as did also living and professional expenditures. Salaries ranged from \$1,215 to \$5,500. Yearly expenses

for housing and fuel ranged from \$180 to \$1,950; food and clothing, \$150 to \$1,425; insurance, forty dollars to \$870; incidentals, ninety dollars to \$1,550. Yearly expenditures for graduate study purposes ranged from twenty-five dollars to \$450; for professional books, four dollars to ninety dollars; for professional magazines, \$2.50 to forty-five dollars; and two dollars to twenty-two dollars for memberships in professional organizations.

CHIEFTAIN BOND



## CHAPTER 3

## THE SUPERINTENDENT'S RELATION TO HIS BOARD OF EDUCATION

It has been previously stated that the state legislature has created school districts and school boards, who as educational agents of the state are charged with the responsibility of carrying out the educational policy of the state in their respective communities in accordance with statutory provisions made by the state legislature. The legislature has further provided that where boards deem it expedient they may elect a superintendent who shall serve as the ministerial agent of that body. It has already been shown that the state legislature has defined certain duties of the superintendent, and has further provided that the board of education may delegate additional duties. It is significant to note that the North Dakota statutes make no mention of the powers of the superintendent, and although the statutes state that the board of education may delegate duties, no legal authority is given such boards to delegate any responsibilities to the superintendent.

Compared with present practices among superintendents in the state, the statutes appear to be rather antiquated. The data to be shown later in the chapter suggest a convincing substantiation of this conclusion. School boards are becoming more and more inclined to delegate the execution of the administrative policies of the school to the superintendent and to hold for themselves the legislative functions. The extent to which boards of education are willing to delegate such executive responsibilities depends largely on the demonstrated ability of the superintendent.

"Boards of education are more and more inclined to hold themselves to questions of policy and problems of finance. They are more than ever before inclined to delegate matters of a professional nature to the experts employed to administer them."<sup>27</sup>

"A body of principles, not always expressed in the statutes nor in rules and regulations of all school systems, has emerged from general practice during the past years. This finds acceptance, on the basis of common consent, in those school systems which are directed by competent superintendents deserving of confidence and trust. It is now generally agreed that these principles are fundamental to the successful administration of any public-school system, small or large."<sup>28</sup>

"The professional and personal fitness of the superintendent of schools for his work has much to do with the responsibilities that the board is willing to permit him to assume. Whenever work is well executed, the duties that come legitimately within the province of the board will keep that body sufficiently occupied and will discourage excursions into the professional fields."<sup>29</sup>

The superintendent, in return for the confidence the board has placed in him, should make regular reports to his board of education relative to his stewardship, presenting facts relative to the import and accomplishments of every department under his control.

"Through these reports school-board members should be able to keep abreast with the schools. They may then be relieved of the annoyances that come from performing many of the detailed administrative duties which are performed often for the ostensible purpose of keeping in touch with the school affairs and which in reality have just the opposite effect. The less a school board meddles with such details as have to do with the operation and management of the schools, the more effective the schools will be."<sup>30</sup>

In order to assure harmony in the operation and control of the school system, the board of education assisted by the superintendent should draw up a code of by-laws defining the duties and responsibil-

<sup>27</sup>Editorial, American School Board Journal, 82:37, Feb., 1931.

<sup>28</sup>Fred Engelhardt, Public School Organization and Administration, Ginn and Company, 1931, p. 84.

<sup>29</sup>Ibid., p. 93.

<sup>30</sup>Ibid., p. 95.

ities of every person or group engaged in carrying out the functions of the school.

"The rules and regulations of the school board play a large part in creating that atmosphere in which all members of the staff and other employees may work happily, enthusiastically, and cooperatively. Prepared regulations and instructions should be conceived and formulated for the express purpose of providing a guide and reducing misunderstandings. The administrative machinery should run more smoothly and produce the best results when everyone associated in the enterprise observes certain routine practices agreed upon as essential."<sup>31</sup>

Because of the clear-cut distinction between the duties of the superintendent and the duties of the board of education there has been possible a high order of accomplishments for the schools of Detroit, Michigan. The same by-laws could be adopted by the smaller schools of North Dakota without any appreciable modifications. It will be noted that the by-laws are few in number, stated in clearly understandable language, and clearly define the duties of the superintendent.

"By-laws of the Board of Education of Detroit, Michigan.

The superintendent of schools shall be the executive officer of the board of education and under its direction shall attend all meetings of the board and be granted the privilege of taking part in its deliberations.

1. He shall establish and change the boundaries of the school districts.
2. He shall alone be responsible to the board of education for the efficient operation of the school functions for the board of education.
3. He shall have sole power to nominate and assign, to transfer, promote or demote or suspend all assistant superintendents, supervisors, principals, teachers and other employees of the board of education as hereinafter provided. All nominations, promotions, demotions, suspensions, assignments and transfer of employees of the board of education, which shall be made by the superintendent shall be reported in writing to the board at its

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<sup>31</sup>Ibid.

next regular meeting and shall stand as confirmed unless disapproved by the board. He shall have immediate control of all assistant superintendents, supervisors, principals and teachers. All directions and suggestions to them, with reference to the performance of their duties shall come through him.

4. He shall prepare and submit to the board for approval the several courses of study to be followed and shall select and recommend to the board for adoption, all textbooks used in the schools. In the preparation of such courses and the selection of such textbooks he shall have the cooperation of other officers of instruction, and such special committees of teachers, principals and supervisors as he may from time to time appoint for such specific purpose.

5. He shall on or before the first meeting of January submit to the board an estimate of expenditures for all purposes of the board of education for the ensuing year."<sup>32</sup>

It is significant to note that the board has reserved two major functions to itself. The function of policy making and the function of appraisal. The third major function, that of education, was delegated to the superintendent.

#### Administrative Procedure

In Table 35 data which were received from the 153 superintendents relative to the adoption of policies for administrative procedure by such boards of education, and the function of the superintendents in such procedures, are shown.

The data indicated that slightly more than half of the school boards put all adopted policies in writing and included them in the minute book. Only twenty-eight superintendents reported that their school boards had by-laws, whereas 118 reported that their boards had no by-laws. Of the twenty-eight superintendents who reported that their boards had by-laws, twenty-six stated such by-laws specified the

<sup>32</sup>Frank Cody, American School Board Journal, 82:57, Feb., 1931.

procedure at board meetings, and only seventeen by-laws of boards of education specified or defined the duties of the superintendent. It might be suggested in this connection that the negligence on the part of so many boards of education to define the duties of the superintendent sharply conflicts with best accepted practices shown earlier in this chapter.

Table 35

Policies and Functions of the Boards of Education and Functions of  
the Superintendent in Administrative Procedures

Items	Yes	No	Number Not Reporting
Are all adopted policies of the board put in writing and included in the minute book?	83	62	8
Does the school board have by-laws?	28	118	7
Do the by-laws specify the procedure at board meetings?	26	55	72
Do the by-laws define the duties of the superintendent?	17	66	70
Do you prepare in advance a roster of all matters to be considered at the board meeting?	112	34	7
Do you hand copies of same to the board members?	46	85	22
Is the School Board Journal available to board members?	51	98	4
Do you attend all board meetings?	134	19	

Superintendents generally indicated that they attended all school board meetings; 135 superintendents stated that they attended all board meetings and eighteen reported that they did not. The eighteen superintendents reporting that they did not attend such meetings were employed in the smallest schools from which the data were received. One hundred twelve superintendents reported that they

prepared a roster of all matters to be considered at board meetings, and forty-six superintendents reported that they prepared and handed copies of matters to be considered to all board members. Thirty-four superintendents reported that they did not prepare in advance a roster of matters to be discussed and acted upon at regular board meetings. The American School Board Journal was available to considerably less than half of the school boards. It is probable that if this recognized journal of school administration were made available to more of the school boards a better understanding of the function of the superintendent would result, and the board thus familiarized with the best accepted school policies would be more apt to consider favorably worthy school policies proposed by the superintendent for adoption. One superintendent stated that his board had accepted his proposal that the board subscribe to the American School Board Journal as an insult. It is not probable, however, that where a mutual trust and confidence exists between the board and the superintendent as it should, that any ill feeling would result if the proposal were diplomatically presented.

#### Functions of Administrative Agencies in Initiating School Policies

Administrative experts agree unanimously that the superintendent as executive officer of the board should initiate all school policies.

"The superintendent should initiate all new policies and should conduct the affairs of the schools on the basis of policies approved by the board."<sup>33</sup>

<sup>33</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 97.



"It is primarily the business of the superintendent to think and to propose, and primarily the business of the board to sit in judgment on his proposals. These men see the proposal much as the community will see it, and often from quite a different angle from that at which the superintendent views it. A board can be of real service here in pointing out errors in policies and mistakes in judgment, and if the superintendent can answer their objections and thoroughly convince them of the desirability and feasibility of what he proposes, he has secured able advocates when it comes to dealing with the public later on."<sup>34</sup>

R. R. Roudebush, assistant superintendent of schools of the state of Indiana, and John Dale Russel, director of statistics and educational reference of the same department, have formulated a set of accepted relations between the superintendent and the board in initiating and carrying out school policies to serve as a guide to administrative agencies in properly adjusting such relations.<sup>35</sup> Because of the clear-cut definitions of the functions of the board and superintendent in initiating and carrying out the policies, the data presented in this table is so significant that the table in full is given here (Table 36).

Although only seventeen superintendents reported that their school boards had by-laws which stated the duties and responsibilities of their superintendent, nevertheless the data relative to the function of administrative agencies in initiating school policies indicated that a majority of the school policies were initiated by superintendents. A few of the superintendents stated that neither the superintendent nor board functioned alone in initiating policies and indicated that both agencies cooperated in initiating the policies. Very few of the

<sup>34</sup>E. P. Cubberely, *Public School Organization and Administration*, Ginn and Company, 1931, p. 97.

<sup>35</sup>R. R. Roudebush and J. D. Russel, "Function of School Boards and Superintendents in Initiating School Policies," *Elementary School Journal*, 27:722-724, Jan., 1927.

superintendents reported that there was no definite policy regarding the initiation of school policies. Tabulations have been made of the functions of the various agencies in initiating school policies and are shown in Table 37.

Table 36

Function of the Superintendent and the Board of Education in Initiating School Policies

Policy	What the Board Does	What the Superintendent Does
Employment of the superintendent	Selects and employs	Signs the contract
Employment of teachers, principals, janitors, etc.	Approves or disapproves the recommendations of the superintendent	Recommends in writing to the board
Dismissal of personnel	"	"
Fixing of salaries of personnel	"	"
Fixing length of school term	"	Recommends
Setting up type of organization	"	"
Establishing curricula and courses of study	"	"
Setting up salary schedule	"	"
Attendance	"	"
Establishing rules and regulations	"	"
Expending funds for current operation	"	Recommends after investigation of suitability, also recommends quantity of supplies needed
Voting budget for schools	Studies, modifies and passes budget	Prepares and provides supporting data
Setting tax levy for schools	Makes levy	Provides supporting data
Development of building program	Controls	Advises
Selection of sites for buildings	Selects	Advises

Table 36 (continued)

Policy	What the Board Does	What the Superintendent Does
Planning of school buildings	Considers schedule of needs, investigates qualifications of architects and employ him, consider final plans in the light of competent educational advice	Prepares schedule of needed facilities, advises with regard to adequacy of plans
Erecting new building	Receives bids, lets contracts, supervises construction and accepts completed structure	Advises in all stages
Supervising all employees	Delegate responsibility to superintendent	Assumes full responsibility
Assigning employees to their respective positions	"	"
Preparation of school programs	"	"
Preparation of reports and school publicity	"	"
Attention to the business details of the school	"	"
Supervision of instruction	"	"
Keeping school records, both pupil and financial	"	"

Rankings of the school policies initiated by the superintendent and the percentage of superintendents who initiated the designated policies were made and are shown in Table 38.

A similar ranking was made of the policies initiated by the boards of education and the percentage of school boards initiating the designated policies, and are shown in Table 39. Rankings were not made of policies initiated by the board and superintendent co-

operating, nor was any attempt made to rank the number of superintendents who reported no definite policies relative to the initiation of designated policies. A glance at Table 37 will quickly reveal the approximate rankings of such.

Table 37

Functions of the Various Administrative Agencies in Initiating School Policies

Policy	Administrative Agencies Responsible for the Initiation of Designated School Policies			
	S <sup>a</sup>	B	SB	N
✓ The annual budget	42	78	17	16
✓ Purchase of instructional supplies	143	1	2	7
✓ Purchase of janitor supplies	120	14	7	12
✓ Selection of teachers for employment	98	23	28	4
✓ Rehiring of teachers	74	36	36	7
✓ Policy of determining salaries	9	105	23	16
Policy of handing out checks	53	82	4	12
✓ Employment of janitors	15	121	16	1
Selection of commencement speaker	134	5	8	6
✓ Adoption of new textbooks	147	1	2	3
✓ Program of studies	145		2	6
Loaning of school property	68	50	18	15
Use of school building	28	83	23	16
Rentals and fees	36	74	13	21
Maintaining standards of state department	133	6	10	4
✓ Policies of attendance	140	5	2	6
Vacation periods	75	48	20	9
Transportation of pupils	4	101	13	16
Business management	68	47	18	10
Disciplinary problems	141	1	5	6
Expulsion and suspension of pupils	107	13	21	12
Attending educational meetings	118	12	12	11
Building repairs and alterations	36	80	27	10
Number of superintendents reporting the data			153	
Number not reporting			0	

<sup>a</sup>The key letter shown at the head of each of the four columns designates the agency responsible for the initiation of designated policies and are to be interpreted as follows: S represents superintendent; B, board of education; SB, superintendent and school board; and N, no definite policy.

Table 38

Ranking of Policies Initiated by Superintendents and Per Cent of Superintendents Who Initiated Such Policies

Policy	Ranking of School Policies Initiated by the Superintendents and Per Cent of Superintendents Initiating Such Policies	
	Ranking	Per Cent
Adoption of textbooks	1	96%
Program of studies	2	94
Purchase of instructional supplies	3	93
Disciplinary problems	4	92
Policies of attendance	5	91
Selection of commencement speaker	6	87
Maintaining standards of state department	7	86
Purchase of janitor supplies	8	78
Attending educational meetings	9	77
Expulsion and suspension of pupils	10	70
Selection of teachers for employment	11	64
Vacation periods	12	49
Rehiring teachers	13	48
Loaning of school property	14	44
Business management	14	44
Handing out checks	15	34
Annual budget	16	27
Rentals and fees	17	23
Building repairs and alterations	17	23
Use of school building	18	18
Selecting janitors for employment	19	9
Determining salaries	20	5
Transportation of pupils	21	2
Number of superintendents reporting the data		153
Number not reporting		0

The data shown in Table 39 indicate that boards have reserved the initiation of non-instructional school policies to themselves, but have generously delegated the initiation of instructional policies to their superintendents. Such procedure on the part of the boards of education conforms very favorably with the recognized best

practices. The data further indicated that, with the exception of the four and some of the five teacher schools from which data were received, there was no appreciable difference in the number of policies the superintendents or school boards initiated as compared with the size of the school.

Table 39

Ranking of Policies Initiated by Boards of Education and Per Cent of Boards Who Initiate Such Policies

Policy	Ranking of School Policies Initiated by the School Boards and Per Cent of Boards Initiating Such Policies	
	Ranking	Per Cent
Employment of janitors	1	79 %
Determining salaries	2	68
Transportation of pupils	3	66
Use of school building	4	54
Handing out checks	5	53
Building Repairs and alterations	6	52
The annual budget	7	50
Rentals and fees	8	48
Loaning school property	9	32
Vacation periods	10	31
Business management	11	30
Rehiring teachers	12	23
Selection of teachers for employment	13	15
Purchase of janitor supplies	14	9
Suspension and expulsion of pupils	15	8
Attending educational meetings	16	7
Maintaining standards of state department	17	4
Selecting commencement speaker	18	3
Policies of attendance	18	3
Disciplinary problems	19	.6
Purchase of instructional supplies	19	.6
Adoption of textbooks	19	.6
Program of studies	20	0
Number of superintendents reporting such data		153
Number not reporting		0

### Rules and Regulations

To present in detail all of the various rules and regulations which have been adopted as policies for governing the school would constitute a mass so complex as to require many volumes for proper presentation. A sampling of six rules and regulations for which the data were requested is presented in detail for the purpose of indicating the type and variations of such regulations as they are formulated for the 153 schools from which the data were received. It has been previously shown that the boards of education were delegating the privilege of initiating instructional policies to the superintendents and it is therefore probable that superintendents have initiated the various policies of the rules and regulations which were reported.

In a few instances superintendents reported that such regulations were written into the teachers' contracts, and relatively few superintendents reported that written copies of the rules and regulations were handed to members of the staff. The data led to the assumption that such rules were probably presented orally by the superintendent at the first teachers' meeting. The data further indicated that there was no appreciable difference in the rules and regulations formulated for the smaller schools as compared with the larger schools.

The data which were received relative to the types of policies regulating the calling of solicitors on teachers in the school building are shown in Table 40. A glance at the data therein presented indicates that the regulations generally prohibit calling on teachers

while on duty, with nearly fifty per cent forbidding such agents from calling at the schoolhouse. The data generally indicated that exceptions were made to these rules for local committees calling in the interest of charity or local functions.

Table 40

Types, Number and Per Cent of Regulations Governing the Calling of Agents and Solicitors on Teachers in the School Building

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
May call after 4:30	52	34.0%
Superintendent's approval required	18	44.6
Not permitted	68	11.7
Prohibited absolutely	5	3.2
Liberal with insurance agents but other agents must get permission	1	.7
No fixed rules	5	3.2
May call after 5:00	1	.7
Must call during recess	3	1.9
Number of superintendents reporting the data	153	
Number not reporting	0	
Total per cent		100

Regulations formulated by the superintendents reporting the data and shown in Table 42 regarding the supervision of high school parties indicate that such functions are definitely regulated with the plan of having the principal, class supervisor and teachers present. Dancing at school parties was permitted in about half of the schools and definitely prohibited in the other half, seventy-one of the superintendents reporting the permission of dancing and seventy-seven stating that it was not allowed. In one instance dancing is



permitted at the junior and senior prom. Another superintendent stated that dancing was limited to one hour at each high school party. One superintendent stated that school dances were encouraged; whereas another reported that he felt that school dances did not take the place of public dances and meant only another dance.

Table 41

Types, Number and Per Cent of Regulations Governing the Visiting of School by Children Below School Age

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
No regulations	68	45.1%
Rarely permit children below school age to visit except on special days	11	7.3
May visit once in awhile	4	2.6
No rule, but the practice is discouraged	6	3.9
May visit on invitation of teacher	20	13.6
May visit primary room only on Friday afternoons	30	19.8
Positively prohibited	4	2.6
Can visit on Wednesday afternoons only	1	.6
Can visit on special occasions if accompanied by parent	6	3.9
Children below school age can visit only three times during the school year	1	.6
Number of superintendents reporting such data	151	
Number not reporting	2	
Total per cent		100

The data shown in Table 43 relative to regulations governing dancing by teachers indicate that approximately sixty-six per cent of the superintendents had formulated rules against teachers dancing. About thirty per cent of the superintendents reported that there were no definite regulations but in many instances reported that the

teachers had recognized the attitude of the patrons and were not attending. In five instances dancing was prohibited by written provisions in the contract. The size of the school from which the data were received appeared to have no influence on regulations governing dancing either by pupils or teachers. With the exception of a few cases, superintendents indicated that dancing had not become such a problem as to require drastic regulations. The data in this regard indicated that in most instances the question of dancing on the part of the teachers was handled in the nature of friendly advice from the superintendent against such practices.

Table 43

Types, Number and Per Cent of Regulations Governing the Supervision  
of School Parties

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
Under control of high school principal who makes rules to fit the case	3	2.0%
Always supervised in school building	1	.6
Must be supervised jointly by teachers and parents. One social function per month only	6	3.9
Supervised by teachers, no parties on nights preceding a school day and the number of parties is limited	2	1.3
All are under faculty supervision. Parties close promptly at 11:00. Pupils are not permitted to leave building during party	6	3.9
Principal, class supervisor and teachers must be present	66	44.3
Principal and class supervisor must attend	6	3.9
Class advisor must be present	12	8.1
At least one teacher must be present	24	16.1
Must be supervised by at least two teachers	4	2.6

Table 42 (continued)

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
Is supervised by superintendent	1	.6%
One teacher and one board member must be present	1	.6
No fixed rules	18	12.1
Number of superintendents reporting such data	150	
Number not reporting	3	
Total per cent		100

Table 43

Types, Number and Per Cent of Regulations Governing the Dancing of School Teachers

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
No regulations	55	39.2%
Dancing by teachers is forbidden	31	21.9
They are advised that if dancing interferes with their school work they are due to move soon	5	3.5
Certain dances may be attended, but not later than 11:00 on school nights	1	.7
It is left to the discretion of the teacher	12	8.5
Teachers are advised not to do so	22	15.7
It is a mild form of insanity to pass any such rule. Fire teachers at the end of the year who make a practice of doing so	1	.7
Prohibited in contracts	5	3.5
No out of town dances permitted (board regulation)	1	.7
Advised not to do so at first teachers' meeting; is no problem	1	.7
Do not hire teachers who need supervision	1	.7
No regulations; they know it is best for them not to attend	4	2.8
Teachers are expected to set good examples for pupils and are requested to act accordingly	2	1.4
Number of superintendents reporting data	141	
Number not reporting	12	
Total per cent		100

Regulations which superintendents have formulated for the time of arrival and departure of teachers on school days are shown in Table 44. Although many kinds of regulations were again indicated, two regulations seem to be most generally favored: (1) teachers arrive at 8:30, one hour for lunch, and may leave at 4:30; (2) teachers arrive at 8:15 in the morning, at 12:45 noon, and may leave when the work permits.

Table 44

Types, Number and Per Cent of Regulations Governing the Time  
Teachers May Arrive and Depart From School

Regulations	Number and Per Cent of Superintendents Reporting the Designated Regulations	
	Number	Per Cent
Principal makes rule to fit case	2	1.3%
Arrive at 8:30, one hour for lunch, and may leave at 4:30	61	40.1
They exercise their own judgment and results have been satisfactory	6	3.9
Arrive at 8:20, one hour for lunch, and may leave at 5:00	18	11.8
Arrive at 8:30, one hour for lunch, and leave at 4:30, excepting Friday when they may leave at 4:00	2	1.3
Arrive at 8:15 and 12:45 noon and may leave when work permits	52	34.1
Arrive at 8:30, forty-five minutes for lunch and may leave at 4:20	3	1.9
Arrival and departure is governed by board regulations	1	.6
No definite rule	5	3.2
Are now old enough to know when to come and go	1	.6
Must put in forty-four hours of work at school each week (board regulation)	1	.6
Must be at school from nine to twelve and from one to four	1	.6
Number of superintendents reporting the data	153	
Number not reporting	0	
Total per cent		100

### Summary

All adopted policies of the school board were put in writing and included in the minute book in fifty-four per cent of the schools; eighteen per cent of the school boards had by-laws; in seventeen per cent of the schools the by-laws specified the procedure at board meetings; eleven per cent of the schools had by-laws which defined the procedure at board meetings. All meetings of the board of education were attended by eighty-seven per cent of the superintendents; seventy-three per cent of the superintendents prepared a roster of all matters to be discussed at the meeting; thirty per cent handed typewritten copies of matters to be discussed to all members of the board. In thirty-three per cent of the schools the American School Board Journal was available to board members.

Boards of education were delegating the responsibility of initiating instructional policies to the superintendents, and were reserving the privilege of initiating non-instructional policies for themselves. Ninety-six per cent of the superintendents were adopting the textbooks, ninety-four per cent were making up the program of studies, ninety-three per cent purchased all instructional supplies, ninety-two per cent handled all disciplinary problems. Very few of the superintendents were initiating policies in such matters as employment of janitors, determining salaries, transportation of pupils, use of the school building for other than instructional purposes; these matters were decided by board members.

Boards of education were delegating the responsibility of

formulating rules and regulations to the superintendents, and the data rarely indicated that boards were performing this function. In but few instances were such rules or regulations, or any part of them, included or written into contracts. Rules and regulations generally embodied most acceptable practices for the particular school or community, and the extent to which they were to be observed was left to the judgment of the teachers. Most generally in the matters of social conduct of teachers the rules constituted nothing more than good advice.

## CHAPTER 4

## THE SUPERINTENDENT'S RELATION TO HIS SCHOOL

As has been previously shown the statutes of North Dakota in defining the duties of the superintendent state that he shall, subject to the final authority of the board, supervise the administration of the course of study, visit schools, examine classes, and have general supervision of the professional work of the school, including the classification of teachers and janitors. Because of the smallness of the North Dakota schools this is probably the major function of the superintendent.

"The smaller the school system the more the duties of a supervisor and leader of teachers are prominent. In the larger school systems the supervisory aspects of his work and the details of administration pass largely to subordinates, while the larger problems of organization, administration, educational policy, and community service come to absorb most of the superintendent's time and effort."<sup>36</sup>

It therefore becomes a matter of paramount importance that the superintendent carefully budget his time so that he may carry this important function into full execution. However, because of the smallness of the schools and therefore the heavy teaching load the superintendent must carry, this becomes a rather difficult matter to arrange.

"Until the time when a superintendent is directing a school system of twenty teachers or more, studies show that he devotes on the average approximately fifty per cent of his time to teaching. All school boards have not been convinced that the community will profit most when the superintendent devotes the major part of his time to the administrative and supervisory duties. It should be the endeavor of school systems which employ a full-time superintendent of schools to relieve him of

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<sup>36</sup>E. P. Gubberley, *Public School Administration*, Houghton Mifflin Company, 1929, p. 234-235.

all teaching and of routinized clerical service."<sup>37</sup>

The department of public instruction recommends that the superintendent of schools should not teach more than three-fourths of the classes of a full-time teacher. This recommendation, however, is not strictly adhered to, especially in the smaller schools, and is indicated in Table 45, showing the teaching load of North Dakota superintendents.

Table 45

The Teaching Load of North Dakota School Superintendents

Number of Classes Taught Daily	Number of Superintendents Teaching the Designated Number of Classes in Schools of the Following Numbers of Teachers				
	0-10	11-20	21-30	31-40	Over 41
7	2				
6	8				
5	25	1			
4	39	7			
3	31	17	1		
2	2	6	1		1
1	3				
Number of superintendents reporting		144			
Number teaching no classes		9			
Medians for indicated groups		4.48	3.56	2.5	2

Superintendents of schools employing from 0-10 teachers were teaching a median average of 4.48 classes daily. The range of classes taught daily was from three to seven classes. These figures become more significant upon considering that the median size of school doing four years of high school work falls in this group. In schools

<sup>37</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 115.



employing from 11-20 teachers the superintendent was teaching from two to five classes daily and the median number of classes taught daily was 3.56. The median number of classes taught daily by superintendents in schools employing up to twenty teachers was 4.01. In other words the superintendent in North Dakota is teaching classes half of the school day. In addition to the teaching load most superintendents indicated that they also spent several periods daily in charge of the high school assembly. Because of the fact that the superintendents did not definitely state how many periods were so occupied, no exact data in this regard can be given

#### Time Spent in Supervision

The fact that many of the superintendents were unable to state how much time was used daily for each of the four major phases of supervision, and that many of the superintendents who submitted data in this regard added that such were approximations, probably indicates that superintendents are not budgeting their time. Nor would such data indicate that superintendents have definitely scheduled their daily non-teaching activities. The necessity for superintendents to set up a definite program of daily activities is clearly stated by Fred Engelhardt when he says:

"One of the most difficult tasks of the superintendent of schools is to allocate his time so as to meet the demands made by the community and by the schools. To direct and organize work of the educational system, to keep professionally abreast of the developments in education, and to render the public service essential to keeping the people in touch with the schools require careful allocation of time and effort. The superintendent is always in demand, and the day is consumed in petty details unless a careful daily schedule is made and work is done accordingly."<sup>38</sup>

<sup>38</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 113.

For the purpose of this study the supervisory functions of the superintendent have been divided into five headings, as follows:

1. Improving curriculum materials.
2. Teacher interview.
3. Educational guidance.
4. Visiting classes.
5. Planning teachers' meetings.

Because of the smallness of the North Dakota schools and because of the fact that more than half of his time is consumed in teaching, it is probable that the superintendent finds it difficult to find enough time to adequately administer these important supervisory functions. The fact that half of the superintendent's time is spent in teaching at once indicates that being so occupied there are many classes conducted which he cannot possibly visit. In view of the accepted belief that visiting classes is one of the major functions of the superintendent, the need of the superintendent to be relieved of more of his teaching duties becomes all the more pertinent.

Because of the fact that so few of the superintendents in schools employing more than twenty teachers submitted any data relative to the time they spent in each of the supervisory functions, and because there was no noticeable difference in the time, superintendents employed in up to twenty teacher systems stated that they were devoting daily to each of the stated functions, the superintendents from whom the data were received have been divided into two groups. The first group includes superintendents employed in 1-20 teacher systems and the second group includes those employed

in school systems of more than twenty teachers. The amount of time superintendents spend daily in improving curriculum materials is shown in Table 46.

Table 46  
Amount of Time Superintendents Spend Daily in Improving Curriculum Materials

Minutes	Number and Per Cent of Superintendents Spending the Designated Number of Minutes Daily Improving Curriculum Materials			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
91-100	1	1.2%	1	20 %
81- 90				
71- 80				
61- 70				
51- 60	7	8.4	1	20
41- 50	3	3.6		
31- 40	7	8.4		
21- 30	18	21.8	2	40
11- 20	30	36.2	1	20
0- 10	17	20.4		
Median		18.5		28.5
Number of superintendents reporting data	83		5	
Number not reporting			65	
Total per cent		100		100

<sup>a</sup>Group 1, superintendents are employed in 0-20 teacher systems; and Group 2 represents such officers in schools employing more than twenty teachers.

Superintendents in the 0-20 teacher schools reported that they were spending from three to ninety minutes daily, or a median of 18.5 minutes, improving curriculum materials, whereas the superintendents in the larger group reported a median of 28.5 minutes daily spent in this activity. Superintendents in the smaller group reported spending from five to 100 minutes daily interviewing teachers. The median amount of time so consumed daily for this group was 23.85 minutes.

Superintendents in the larger group reported spending from twenty to sixty minutes daily in this phase of supervision. The median for the group was 51.2 minutes daily. Data showing the amount of time spent daily by superintendents in the two groups in interviewing teachers is shown in Table 47.

Table 47

Amount of Time Superintendents Spend Daily Interviewing Teachers

Minutes	Number and Per Cent of Superintendents Spending the Designated Number of Minutes Daily Interviewing Teachers			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
81-90	1	.8%		%
71-80	3	2.5		
61-70				
51-60	15	12.9	4	57.1
41-50	3	2.5		
31-40	11	9.5	1	14.3
21-30	35	30.3	1	14.3
11-20	33	28.6	1	14.3
0-10	15	12.9		
Number of superintendents reporting such data	116		7	
Number not reporting			36	
Median number of minutes daily		23.85		51.2
Total per cent		100		100

<sup>a</sup>Group 1, superintendents are employed in 0-20 teacher systems; Group 2 represents such officers in schools employing more than twenty teachers.

Formerly educational guidance concerned itself only with guiding the student into that vocation for which he appeared to be best qualified, or in determining whether the high school courses being pursued by the respective high school students would meet the necessary college or university entrance requirements. In recent

years guidance has assumed important new aspects. Health, recreational, social and moral phases of guidance are now considered highly important phases of this supervisory function.<sup>39</sup> Because of the smallness of North Dakota schools this important function becomes that of the superintendent. The data shown in Table 48 relative to the amount of time superintendents spend daily in educational guidance indicate that the median number of minutes spent daily performing this function is 17.66 for superintendents in schools employing up to twenty teachers, whereas superintendents of larger than twenty teacher systems spend a median of 35.05 minutes daily in educational guidance.

Table 48

## Amount of Time Superintendents Spend Daily for Educational Guidance

Minutes	Number and Per Cent of Superintendents Using the Designated Number of Minutes Daily for Educational Guidance			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
51-60	3	3.5%	2	33.4%
41-50	2	2.3	1	16.6
31-40	8	9.3	1	16.6
21-30	23	26.7	2	33.4
11-20	21	24.4		
0-10	29	33.8		
Number of superintendents reporting such data	86		6	
Total per cent		100		100
Number of superintendents not reporting			61	
Median number of minutes used daily		17.66		35.05

<sup>a</sup>Data received from superintendents employed in 0-20 teacher systems are tabulated under Group 1; in Group 2, data from superintendents employed in systems of more than twenty teachers.

<sup>39</sup>L. V. Koos, *The American Secondary School*, Ginn and Company, 1927, p. 559-564.

The data which were received relative to the time superintendents spend daily visiting classes indicate rather conclusively that superintendents spend considerably more time daily performing this supervisory function than any of the other functions shown in this study. The fact that superintendents are using more time daily for this phase of supervision is due probably to the definite specification of such function in the statutes, and also to the great emphasis placed upon class visitation by the state department of public instruction. Very few of the schools in the state are large enough to warrant the employment of supervisors, consequently the superintendent is the sole supervisor.

Table 49

## Amount of Time Superintendents Spend Daily Visiting Classes

Minutes	Number and Per Cent of Superintendents Spending the Designated Number of Minutes Daily Visiting Classes			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
91-100	3	2.6%		
81- 90	1	.9	1	16.7%
71- 80	2	1.7		
61- 70				
51- 60	15	13.2	3	49.9
41- 50	4	3.5	1	16.7
31- 40	17	15.0	1	16.7
21- 30	26	23.1		
11- 20	35	31.2		
0- 10	10	8.8		
Number of superintendents reporting the data	113		6	
Number not reporting			44	
Total per cents		100		100
Medians for each group		25.42		52.66

<sup>a</sup>Group 1 includes superintendents employed in schools of 0-20 teacher size; Group 2, superintendents employed in larger than twenty teacher systems.

A wide range in the amount of time spent daily by the superintendent visiting classes was indicated for schools of 0-20 teacher size. The officers in this group reported spending from eight to ninety-five minutes daily, the median being 25.42 minutes. Superintendents of schools employing more than twenty teachers indicated that they spent from forty to ninety minutes daily, the median for this group being 52.66 minutes. Data showing the amount of time superintendents spend daily visiting classes are included in Table 49.

The fact that more than fifty per cent of the superintendents from whom the data were received did not indicate the amount of time spent daily planning teachers' meetings probably indicates that the majority of them spend little or no time performing this phase of supervision. The data to be presented later indicates that in several schools the principal and teachers have been charged with the responsibility of planning teachers' meetings. A study conducted by Koos indicated that the 400 teachers from whom the data were secured placed much importance on the help that such meetings were to them and suggested five subjects to be considered at such meetings.

1. Familiarizing the teachers with the routine of the school.
2. Discussing the educational policy of the school.
3. Considering improvement of classroom teaching.
4. Considering individual pupils in the school.
5. Keeping abreast of the best educational thought.<sup>40</sup>

Upon considering the expressed significance relative to the value of teachers' meetings by teachers themselves, and upon further

<sup>40</sup>L. V. Koos, The American Secondary School, Ginn and Company, 1927, p. 667-679.

consideration of the time superintendents spend in planning such meetings shown in Table 50, it might be suggested that probably superintendents are neglecting to place proper emphasis on this phase of supervision.

Table 50

## Amount of Time Superintendents Spend Daily Planning Teachers' Meetings

Minutes	Number and Per Cent of Superintendents Spending the Designated Number of Minutes Daily Planning Teachers' Meetings			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
21-30	1	1.3%		%
11-20	11	15.1	3	75
0-10	61	83.6	1	25
Number of superintendents reporting the data	73		4	
Number not reporting			76	
Total per cent		100		100
Median minutes used daily		5.98		14.33

<sup>a</sup>Group 1 includes superintendents employed in 0-20 teacher systems; Group 2, superintendents employed in larger than twenty teacher systems.

A summation was made of the amounts of time that superintendents reported being used daily for each of the supervisory functions and is shown in Table 51. The total time for supervisory activities was derived by totaling the median time for each activity, and indicated that superintendents employed in schools of 0-20 teacher size were spending one hour and thirty-one minutes daily performing the various phases of supervision, whereas superintendents of larger than twenty teacher schools were spending three hours daily performing the same functions. It is interesting to note on comparing the percentages shown in Table 51 that superintendents of both groups have placed



nearly the same emphasis on each phase of the supervisory functions. Superintendents of the larger group were spending about twice as much time as superintendents of the smaller group in performance of the supervisory functions. This is probably due to the fact that superintendents of the smaller group were teaching 4.48 classes per day, whereas the superintendents of the larger schools were teaching only two and five-tenths classes daily, as was shown in Table 45.

Table 51

A Summation of Time Spent Daily By Superintendents Performing the Supervisory Functions

Supervisory Activity	Number of Minutes and Per Cent of Such Used by Superintendents Daily Performing the Designated Phases of Supervision			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Minutes	Per Cent	Minutes	Per Cent
Improving curriculum materials	18.5	20.2%	28.5	15.7%
Interviewing teachers	23.85	26.1	51.2	28.2
Educational guidance	17.66	19.3	35.05	19.3
Class visitation	25.42	27.9	52.66	23.9
Planning teachers' meetings	5.98	6.51	14.33	7.9
Total number of minutes daily	91.41		181.74	
Total per cent		100		100

<sup>a</sup>Group 1 includes superintendents employed in 0-20 teacher systems; Group 2, superintendents of larger than twenty teacher systems.

Agencies Cooperating in the Performance of the Routine Phases of Administration

The data thus far shown indicate that the time of the superintendents is largely devoted each day to teaching and supervision. In addition to these activities there are the routine or clerical phases

of administration that would make large demands on the time of the superintendent if he attempted to give personal attention to them. Many of these activities can readily be delegated to others so as to make more time available to the superintendent for the performance of his more important duty of supervising and educational planning.

"The time of the superintendents and principals is too important to be spent in routine matters which can as well be taken care of by some one else."<sup>41</sup>

"In a general way it may be said that a superintendent is worth most to a city when he keeps himself most free from detail work or routine service of any kind, and saves his time and energy for thinking and advising on the larger problems of the organization and administration of the schools."<sup>42</sup>

W. C. Reavis and Robert Woellner investigated practices in general office administration in 522 representative schools. They found that 441 of the 522 secondary schools employed clerks. Schools of four to 700 pupil enrollment did not as a rule employ clerks, but delegated office duties to teachers and pupils. Some schools assigned teachers to office duty during their free periods; other schools placed pupils from the commercial department in charge of the office. They concluded that in any event the routine duties should be delegated to others.

"If the superintendent assumes a large share in the general office work, he will probably not have much time to devote to the important professional duties which belong exclusively to the head of the school. On the other hand if the general office duties are delegated largely to clerks and assistants the head of the school's time is released for the performance of duties which are of greater importance to the school than are the routine tasks usually classified under general office work."<sup>43</sup>

<sup>41</sup>Administrative Manual and Course of Study for North Dakota High Schools, Department of Public Instruction, Edition of 1931, p. 13.

<sup>42</sup>E. P. Cubberley, Public School Administration, Houghton Mifflin Company, 1929, p. 235.

<sup>43</sup>W. C. Reavis and Robert Woellner, Practices in General Office Administration of Secondary Schools, School Review, 37:687-696, 1929.

The data which were received relative to the performance of the routine duties of the superintendent's office indicate that a very large per cent of the superintendents employed in 0-20 teacher systems do not delegate routine matters to others, whereas in the larger systems this duty was mostly delegated to clerks. Data relative to agencies performing the office duties are shown in Table 52.

Table 52

## Agencies Performing the Routine Duties of the Superintendent's Office

Agencies	Number and Per Cent of Designated Agencies Performing the Routine Office Duties			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Principal	3	2.1%		%
Superintendent	84	60.7	1	11.1
Superintendent-principal	6	4.3		
Librarian	1	.7		
Clerk	20	14.4	5	55.6
Superintendent-pupils	4	2.8		
Superintendent-clerk	14	10.1	3	33.3
Superintendent-principal-pupils	1	.7		
Superintendent-clerks-janitor	1	.7		
Superintendent-teachers	1	.7		
Superintendent-librarian	1	.7		
Teachers-pupils	1	.7		
Pupils	2	1.4		
Number of superintendents reporting	139		9	
Number not reporting	5			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data which were received relative to agencies which functioned in the making of grade class schedules conformed well with best accepted practices. In the smaller group of schools, 0-20 teachers, this responsibility was mostly delegated to teachers and

secondly to superintendent and teachers cooperating. In the larger schools having over twenty teachers, there was a more widespread co-operation of agencies. However, in most instances the principal made the schedules. Tabulations of this data are shown in Table 53.

Table 53

## Agencies Functioning in the Making of Grade Class Schedules

Agencies	Number and Per Cent of Designated Agencies Functioning in the Making of Grade Class Schedules			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Teachers	73	52.1%	3	33.4%
Superintendent	14	9.9		
Superintendent-teachers	40	28.2	1	11.0
Superintendent-principal-teachers	5	3.5		
Superintendent-principal	2	1.4		
Principal-teachers	5	3.5	2	22.2
Principal	2	1.4	3	33.4
Number of superintendents reporting the data	141		9	
Number not reporting	3			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data which were received relative to agencies cooperating in the making of high school class schedules indicated that in most instances the superintendent performed this function. Authorities in the field of school administration have declared this to be the function of the high school principal. The fact that seventy of the superintendents of the 0-20 teacher schools indicated that they made out the high school class schedules is probably due to the fact that the greater number of schools in this group are four, five, six and seven teacher systems in which the office of the principal and super-

intendent are combined. In the larger schools, over twenty teachers, the principal most generally made out the class schedules for the high school. Data relative to the agencies cooperating in the performance of this function are shown in Table 54.

Table 54

## Agencies Functioning in the Making of High School Class Schedules

Agencies	Number and Per Cent of Designated Agencies Functioning in the Making of High School Class Schedules			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Principal	11	7.7%	5	55.6%
Superintendent	70	49.4		
Superintendent-principal	44	31.0	3	33.3
Superintendent-principal-teachers	9	6.3		
Superintendent-teachers	5	3.5		
Teachers	1	.7		
Principal-teachers	1	.7	1	11.1
Superintendent-clerk-principal	1	.7		
Number of superintendents reporting the data	141		9	
Number not reporting	3			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In the smaller group of schools the data indicated that superintendents most generally assumed the responsibility of adjusting conflicts in the class schedules. In the schools of more than twenty teachers this responsibility was most frequently left to the principals. In Table 55 tabulations have been made of the data showing how the agencies function in ironing out subject conflicts.

Superintendents of both the larger and smaller groups of schools assumed the responsibility of school publicity. However, in schools of 0-20 teacher size this function was generally performed

with other agencies cooperating with the superintendent. Tabulations have been made in Table 56 showing how this phase of office routine was delegated.

Table 55

Agencies Functioning in the Adjustment of Subject Conflicts  
of Individual Pupils

Agencies	Number and Per Cent of Designated Agencies Functioning in the Adjustment of Subject Conflicts			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Principal	10	7.1%	6	66.7%
Superintendent	64	45.5		
Superintendent-principal	32	22.7	2	22.2
Superintendent-teacher	12	8.5		
Superintendent-principal-teacher	18	12.7	1	11.1
Superintendent-principal-clerk-teacher	1	.7		
Superintendent-principal-pupils-teacher	2	1.4		
Principal-teacher	2	1.4		
Number of superintendents who reported the data	141		9	
Number not reporting	3			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data indicated that 39.5 per cent of the superintendents of the smaller group of schools personally kept the school records. In approximately thirty-four per cent of the schools the superintendent was cooperating with agencies other than office help in the performance of this duty. Only eleven per cent of the replies stated that this duty had been delegated to help in the office. In the larger group of schools over fifty per cent of this routine duty was being performed by clerks. The data relative to agencies functioning

in the keeping of school records is shown in Table 57.

Table 56

## Agencies Functioning in the Matter of School Publicity

Agencies	Number and Per Cent of Designated Agencies Functioning in School Publicity			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Principal	9	6.2%		
Superintendent	66	46.5	4	44.5
Superintendent-principal	11	7.6	1	11.1
Superintendent-teachers	13	9.2		
Superintendent-pupils	7	4.9		
Superintendent-principal-teachers-pupils	9	6.2	2	22.2
Superintendent-principal-teachers	9	6.2	1	11.1
Superintendent-principal-pupils	7	4.9		
Teachers-pupils	2	1.4		
Teachers	5	3.5		
Superintendent-clerk-pupils	2	1.4		
Superintendent-clerk-principal-teacher	3	2.0		
Superintendent-clerk			1	11.1
Number of superintendents reporting the data	143		9	
Number not reporting	1			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data reported relative to making inventories showed that twenty-three agencies or groups of agencies were performing this function. In the smaller group of schools 28.5 of the superintendents were tending to this matter personally, while in the larger group no superintendent indicated that he was taking charge of this function. In the smaller group of schools, next to the superintendent the data indicated that this duty was being assigned to teachers. Tabulations of these data are shown in Table 58.

Table 57

## Agencies Functioning in the Keeping of School Records

Agencies	Number and Per Cent of Designated Agencies Functioning in the Keeping of School Records			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	57	39.5%		
Principal	13	9.1	2	22.2
Superintendent-teachers	4	2.8		
Superintendent-principal	22	15.2		
Superintendent-principal-teachers	14	9.7		
Teachers	2	1.4		
Superintendent-clerk	6	4.2		
Principal-teachers	6	4.2		
Principal-pupils	1	.7		
Superintendent-principal-clerks-teachers	4	2.8	2	22.2
Principal-clerk	4	2.8	1	11.1
Clerk	5	3.4	3	33.4
Superintendent-principal-clerk	3	2.1		
Principal-clerk-teacher	1	.7	1	11.1
Clerk-teacher	1	.7		
Superintendent-principal-teacher-librarian	1	.7		
Number of superintendents reporting the data	144		9	
Number not reporting	0			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data which were received relative to agencies responsible for the checking of stores indicated that nearly fifty per cent of the superintendents of the smaller group of schools were doing this personally. In 14.4 of the cases the superintendents and janitor were performing this duty. In the larger group of schools 44.5 per cent of the superintendents stated that this duty was being performed by the clerks. A large number of agencies and groups of agencies were reported as being responsible for the performance of this



function and are shown in Table 59.

Table 58

## Agencies Functioning in the Taking of Inventories of School Properties

Agencies	Number and Per Cent of Designated Agencies Functioning in the Taking of Inventories			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	41	28.5%		%
Principal	8	5.6		
Teachers	24	16.7	1	11.1
Superintendent-teacher-janitor	2	1.4		
Superintendent-teacher	13	9.1		
Superintendent-principal-teacher	10	7.1		
Superintendent-principal	3	2.1		
Principal-teacher	11	8.0	1	11.1
Superintendent-pupils	1	.7		
Superintendent-clerk-teachers	3	2.1		
Principal-teachers-janitor	2	1.4		
Superintendent-principal-janitor	1	.7		
Superintendent-principal-teacher-librarian	7	4.9		
Superintendent-janitor	2	1.4		
Superintendent-principal-clerk-teacher	2	1.4	1	11.1
Superintendent-clerk	2	1.4	2	22.2
Principal-clerk-teachers	1	.7		
Clerk	3	2.1	2	22.2
Superintendent-principal-teacher-janitor	3	2.1		
Teacher-clerk	1	.7		
Teacher-janitor	3	2.1		
Principal-teachers-clerk-janitor	1	.7	1	11.1
Teacher-janitor-clerk			1	11.1
Number of superintendents reporting the data	144		9	
Total per cent		100		99.9

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Report cards were most generally made out by principals and teachers jointly in the smaller group of schools, as was indicated by

the data in this regard. In the larger group of schools this duty was most generally performed by the teachers. Tabulations of the agencies responsible for this duty are shown in Table 60.

Table 59

## Agencies Functioning in the Checking of Stores

Agencies	Number and Per Cent of Designated Agencies Functioning in the Checking of Stores			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	60	45.6%		9
Principal	6	4.5		
Superintendent-teacher	5	3.7		
Principal-teacher-janitor	2	1.5		
Superintendent-janitor	19	14.4		
Superintendent-pupils	1	.7		
Teacher-janitor	2	1.5		
Superintendent-librarian-janitor	1	.7		
Janitor	5	3.8		
Superintendent-principal-teacher-pupil	1	.7		
Superintendent-principal	3	2.2		
Superintendent-principal-teacher	3	2.2		
Superintendent-clerk	3	2.2	2	22.2
Principal-teacher	1	.7		
Superintendent-principal-janitor	2	1.5		
Clerk	4	3.0	4	44.5
Superintendent-clerk-janitor	1	.7		
Principal-clerk	1	.7		
Superintendent-principal-clerk-teacher	2	1.5	1	11.1
Librarian-teacher-clerk	1	.7		
Teachers-clerk	1	.7	1	11.1
Janitor-clerk	1	.7		
Teacher-principal-clerk-janitor			1	11.1
Teachers	8	6.1		
Number of superintendents reporting the data	133		9	
Number not reporting	11			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers, Group 2, over twenty teachers.

Table 60

## Agencies Functioning in the Making Out of Report Cards

Agencies	Number and Per Cent of Designated Agencies Functioning in the Making Out of Report Cards			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	4	3.0%		%
Teacher	31	22.5	5	55.6
Principal-teacher	52	37.7	1	11.1
Principal	17	12.3	2	22.2
Superintendent-principal	2	1.4		
Superintendent-principal-teacher	18	13.1		
Superintendent-clerk-teacher	1	.7		
Superintendent-teacher	2	1.4		
Clerk	3	2.1		
Principal-clerk	1	.7		
Principal-clerk-teacher	4	3.0		
Superintendent-principal-clerk-librarian	2	1.4		
Teacher-clerk	1	.7	1	11.1
Number of superintendents reporting the data	138		9	
Number not reporting	6			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers, Group 2, over twenty teachers.

In the smaller group of schools the superintendent most frequently assumed the responsibility of planning matters to be discussed at teachers' meetings, whereas in the larger group this function was most generally delegated to superintendent and principal jointly. The data relative to agencies functioning in the planning of matters to be considered at teachers' meetings is shown in Table 61.

The data indicated that the superintendents of the smaller group of schools most frequently scheduled the athletic games, while in the larger group of schools the principal performed this function.

Teachers were frequently mentioned and it is probable that as such reference has been made to coaches of the athletic teams. In many of the schools of the smaller group, the coach generally is a full-time teacher and usually is paid a little more than the regular teachers for coaching. Tabulations have been made of the data relative to agencies functioning in the scheduling of athletic games and are shown in Table 62.

Table 61

Agencies Functioning in the Planning of Matters to Be Discussed at  
Teachers' Meetings

Agencies	Number and Per Cent of Designated Agencies Functioning in the Planning of Matters to Be Discussed at Teachers' Meetings			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	57	40.7%	1	11.1%
Principal	3	2.2		
Superintendent-teacher	25	17.8	1	11.1
Teacher	3	2.2		
Superintendent-principal-teacher	38	27.1	2	22.2
Superintendent-principal	12	8.6	4	44.5
Principal-teacher	2	1.4	1	11.1
Number of superintendents reporting the data	140		9	
Number not reporting	4			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data indicated that in the smaller group of schools the responsibility of handling school programs and entertainments was not delegated generally to one single agency. This function seems to have been controlled nearly equally by five agencies, the data which were received in this regard showed. In the larger group of

schools this responsibility was delegated most frequently to the principal and teachers jointly. Tabulations showing what agencies were responsible for the making of school programs, as was indicated by the data, have been made in Table 63.

Table 62

## Agencies Functioning in the Scheduling of Athletic Contests

Agencies	Number and Per Cent of Designated Agencies Functioning in the Scheduling of Athletic Contests			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	53	38.2%	2	22.2%
Teacher	19	13.6	1	11.1
Principal	24	17.3	3	33.5
Superintendent-principal	23	16.6	1	11.1
Superintendent-principal-teacher	1	.7	1	11.1
Superintendent-teacher	14	10.1		
Superintendent-clerk-teacher	1	.7		
Principal-teacher	3	2.1	1	11.1
Teacher-pupils	1	.7		
Number of superintendents reporting the data	139		9	
Number not reporting	5			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Slightly more than fifty per cent of the superintendents of the smaller group of schools stated that they were personally handling the funds of the extra-curricular activities, whereas only 22.2 per cent of the superintendents of the larger group of schools indicated that they were handling the funds. Tabulations showing to what agencies the handling of extra-curricular funds have been delegated are shown in Table 64.

Table 63  
 Agencies Functioning in the Planning of School Programs and  
 Entertainments

Agencies	Number and Per Cent of Designated Agencies Functioning in the Planning of School Programs			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	20	14.1%		%
Teacher	21	14.9	1	11.1
Superintendent-principal-teacher	30	21.1	1	11.1
Superintendent-teacher	20	14.1		
Principal-teacher	20	14.1	5	55.6
Superintendent-principal-teacher-pupils	4	2.8		
Superintendent-principal	7	4.9		
Teacher-pupil	6	4.2		
Principal	6	4.2	2	22.2
Pupil	2	1.4		
Superintendent-teacher-pupil	3	2.1		
Clerk-principal-teacher	1	.7		
Teacher-clerk	1	.7		
Principal-teacher-pupil	1	.7		
Number of superintendents reporting the data	142		9	
Number not reporting	2			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The responsibility of accounting for the funds of the extra-curricular activities was most frequently assumed by the superintendents in the smaller group of schools, while in the larger group no particular agency appeared to be charged with this duty. The data further indicated that there were a large number of agencies in both groups of schools to whom this duty had been delegated. The agencies to whom this responsibility has been delegated are shown in Table 65.

Table 64

## Agencies Functioning in the Handling of Extra-Curricular Funds

Agencies	Number and Per Cent of Designated Agencies Functioning in the Handling of Extra-Curricular Funds			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	73	51.1%	2	22.2%
Pupils	8	5.6		
Superintendent-principal-pupils	5	3.5		
Superintendent-pupil	24	16.7		
Principal	5	3.5	3	33.4
Superintendent-teacher-pupil	1	.7		
Superintendent-teacher	8	5.6		
Teacher	5	3.5		
Superintendent-clerk-pupil	2	1.4		
Superintendent-clerk	4	2.8	1	11.1
Superintendent-principal	2	1.4		
Clerk	1	.7	2	22.2
Principal-pupil	2	1.4		
Principal-teacher	2	1.4		
Superintendent-clerk-teacher	1	.7	1	11.1
Number of superintendents reporting the data	143		9	
Number not reporting	1			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data indicated that in both groups of schools the superintendents generally determined the price of admission to the extra-curricular functions. The next agency that was most frequently indicated by the superintendents was the determination of the fee by joint action of the superintendent and principal. It was interesting to note that in three of the smaller group schools the pupils have assumed this responsibility. In Table 66 tabulations have been made showing what agencies determine the admission charges, as was indicated by the data.

Table 65

Agencies to Whom the Responsibility of Accounting for the  
Extra-Curricular Funds Have Been Delegated

Agencies	Number and Per Cent of Designated Agencies to Whom the Responsibility of Accounting for the Extra-Curricular Funds Have Been Delegated			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	81	56.6%	2	22.2%
Pupil	3	2.1		
Principal-pupil	2	1.4		
Superintendent-principal-pupil	4	2.8		
Superintendent-pupil	20	14.1		
Principal	5	3.5	1	11.1
Superintendent-teacher-pupil	1	.7		
Teacher	6	4.1		
Superintendent-teacher	4	2.8		
Pupil	3	2.1		
Superintendent-principal	5	3.5	1	11.1
Clerk	2	1.4	1	11.1
Superintendent-clerk-pupil	2	1.4		
Superintendent-principal-teacher	1	.7		
Superintendent-clerk	2	1.4	2	22.2
Principal-teacher	2	1.4		
Principal-clerk			1	11.1
Teacher-pupil			1	11.1
Number of superintendents reporting the data	143		9	
Number not reporting	1			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In the smaller group of schools the responsibility of giving and scoring standardized psychological and achievement tests was equally shared generally by two agencies, the superintendent and the superintendent and teachers jointly. In the larger group of schools this responsibility appeared to be delegated most frequently to the



teachers. It is significant to note that in neither group of schools was this responsibility often delegated to the principal. The data relative to agencies responsible for the giving and scoring of the standardized tests is shown in Table 67.

Table 66

Agencies Responsible for the Determining of Admission Charges at  
Extra-Curricular Functions

Agencies	Number and Per Cent of Designated Agencies Responsible for the Determination of Admission Charges			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	61	43.6%	3	33.4%
Principal	6	4.3	2	22.2
Pupil	3	2.1		
Principal-teacher	4	2.9		
Superintendent-teacher	17	12.1		
Superintendent-pupil	5	3.6		
Superintendent-teacher-pupil	2	1.4		
Superintendent-principal	19	13.6	2	22.2
Superintendent-principal-teacher-pupil	3	2.1		
Superintendent-principal-pupil	8	5.0		
Superintendent-principal-teacher	10	7.1	1	11.1
Teacher	2	1.4		
Teacher-pupil			1	11.1
Number of superintendents reporting the data	140		9	
Number not reporting	4			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In both groups of schools the making and giving of informal tests was most frequently left to the teachers. In the smaller group of schools this function was being performed by teachers in 52.5 per cent of the schools from which the data were received, whereas the same function was being performed by teachers in fifty per cent

of the larger schools reporting. In both groups of schools the per cent of superintendents who made up and gave the informal tests was very small. Tabulations have been made of the data which were received relative to the agencies functioning in the making and giving of informal tests and are shown in Table 68.

Table 67

Agencies Functioning in the Giving and Scoring of Standardized  
Psychological and Achievement Tests

Agencies	Number and Per Cent of Designated Agencies Functioning in the Giving and Scoring of Standardized Tests			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	31	23.8%	2	22.2%
Principal-teacher	10	7.7		
Principal	6	4.6	1	11.1
Superintendent-principal-teacher	23	17.7	2	22.2
Superintendent-principal	11	8.5		
Superintendent-teacher	31	23.8	3	33.4
Teacher	16	12.3		
Principal-teacher-clerk	1	.8		
Superintendent-clerk	1	.8		
Teacher-clerk			1	11.1
Number of superintendents reporting the data	130		9	
Number not reporting	14			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

With but few exceptions all of the 153 high schools from which the data were received are classified high schools. Ninety-two and nine-tenths per cent of this group of schools were not required to give the state board examinations, the state department having ruled that classified high schools may give their own final examinations. In both groups of schools the responsibility of making

up the final examinations has most generally been delegated to the teachers. This function was being performed by the teachers in 46.6 per cent of the smaller group schools, and by teachers in 77.8 per cent of the larger schools. The data indicated that the superintendent, no matter what the size of school was, rarely made up the final examinations. The same was true of principals. In Table 69 tabulations have been made of the data showing to which agencies the responsibility of making up the final examinations has been delegated, as indicated by the data which were received in this regard.

Table 68

## Agencies Functioning in the Making of Informal Testing Tests

Agencies	Number and Per Cent of Designated Agencies Functioning in the Making of Informal Testing Tests			
	Group 1 <sup>a</sup>		Group 1 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	16	11.6%	2	22.2%
Teacher	73	52.5	5	55.6
Superintendent-principal-teacher	19	13.7		
Principal	6	4.3		
Superintendent-teacher	14	10.0	1	11.1
Principal-teacher	10	7.2		
Principal-teacher-clerk	1	.7		
Teacher-clerk			1	11.1
Number of superintendents reporting the data	139		9	
Number not reporting	5			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data which were received relative to agencies responsible for handling minor cases of discipline indicated that this matter was rarely controlled by the superintendent. In 60.6 per cent of the smaller schools this matter was delegated to the teachers, and the

next most frequently mentioned agency was the joint action of principal and teacher. In the larger group of schools likewise this responsibility was delegated to the teachers in 55.6% of the schools reporting the data. In one of the smaller schools this problem was controlled by teacher and pupils jointly, which probably indicated that some form of student government or a student court had been organized there. Full details of the data in regard to agencies which handle this problem are shown in Table 70.

Table 69

## Agencies Functioning in the Making Up of Final Examinations

Agencies	Number and Per Cent of Designated Agencies Functioning in the Making Up of Final Examinations			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	3	2.3%		4%
Teacher	62	46.6	7	77.8
Principal-teacher	13	9.8	1	11.1
Superintendent-principal-teacher	30	22.5		
Superintendent-teacher	23	17.3		
Principal	2	1.5		
Teacher-clerk			1	11.1
Number of superintendents reporting the data	133		9	
Number not reporting	11			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In the smaller group of schools the responsibility of selecting books for the library was most frequently assumed by the superintendent and teacher acting jointly. The next most favored agency was the superintendent, teacher and principal acting jointly. Although the librarian was frequently mentioned as a joint member of an

agency, yet in only eight and six-tenths of the schools was this responsibility delegated wholly to the librarian. In the larger group of schools the data indicated that there was no particular agency delegated and a wide range of agencies were reported. Tabulations of the data have been made in Table 71.

Table 70

## Agencies Functioning in the Handling of Minor Cases of Discipline

Agencies	Number and Per Cent of Designated Agencies Functioning in the Handling of Minor Cases of Discipline			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	1	.8%		%
Teacher	82	60.6	5	62.5
Principal-teacher	36	26.7	2	25.0
Superintendent-teacher	4	2.9		
Principal	6	4.4	1	12.5
Superintendent-principal-teacher	1	.8		
Teacher-pupil	3	2.2		
Superintendent-principal-teacher-janitor	1	.3		
Superintendent-principal	1	.3		
Number of superintendents reporting the data	135		8	
Number not reporting	10			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Textbooks were most frequently selected by the joint action of the superintendent and teacher in the smaller group of schools. The next most favored agency was the selection of texts by the superintendent personally. In the larger group the agency most frequently assuming this responsibility was superintendent, principal and teacher acting jointly. The data is shown in Table 72.

Table 71

## Agencies Functioning in the Selection of Library Books

Agencies	Number and Per Cent of Designated Agencies Functioning in the Selection of Library Books			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	15	10.9%		%
Principal-teacher	6	4.4	1	12.5
Teacher	17	12.3		
Superintendent-teacher	31	22.4		
Superintendent-principal-teacher	26	18.7	1	12.5
Librarian	12	8.6		
Superintendent-principal-teacher-librarian	7	5.0	1	12.5
Principal	1	.7	2	25.0
Superintendent-principal-librarian	2	1.4		
Teacher-librarian	2	1.4		
Superintendent-librarian	12	8.6		
Superintendent-librarian-teacher-clerk	1	.7		
Principal-librarian	1	.7		
Superintendent-principal	1	.7		
Superintendent-teacher-librarian	2	1.4	2	25.0
Superintendent-pupil	2	1.4		
Superintendent-teacher-pupil	1	.7		
Number of superintendents reporting the data	139		8	
Number not reporting	6			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In the smaller group of schools the superintendent rarely assumed the responsibility of supervising class functions, personally, but he did serve frequently as joint member of an agency in the supervision of such functions. The responsibility was most generally delegated to the teachers personally. In the larger group of schools this responsibility was delegated generally to teachers or teachers

and principal jointly. Tabulations have been made of the data relative to agencies functioning in the supervision of class functions in Table 73.

Table 72

## Agencies Functioning in the Selection of New Textbooks for Adoption

Agencies	Number and Per Cent of Designated Agencies Functioning in the Selection of Textbooks			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	33	23.1%		%
Principal	1	.7		
Teacher	8	5.6	1	11.1
Superintendent-teacher-principal	31	21.6	4	44.5
Superintendent-teacher	57	39.9	3	33.3
Superintendent-principal-teacher-librarian	1	.7		
Superintendent-principal	5	3.5		
Principal-teacher	2	1.4		
Superintendent-teacher-librarian	3	2.1		
Librarian	1	.7		
Superintendent-principal-librarian	1	.7		
Teacher-librarian			1	11.1
Number of superintendents reporting the data	143		9	
Number not reporting	1			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

One hundred fifteen superintendents indicated that school newspapers were being published in their schools. The greater portion of these papers are probably mimeographed. The superintendent controlled the newspaper 22.7 per cent of the smaller group of schools. The favored agency appeared, however, to be the teachers who were controlling the papers in 24.3 per cent of the schools. In

the larger group of schools the data indicated that this responsibility was most frequently being delegated to the principal and teachers jointly. A wide range of agencies functioned in the control of the school newspapers, as was indicated by the data which is shown in Table 74.

Table 73

## Agencies Functioning in the Supervision of Class Functions

Agencies	Number and Per Cent of Designated Agencies Functioning in the Supervision of Class Functions			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	9	6.5%		9%
Principal-teacher	8	5.8	3	37.5
Superintendent-principal	9	6.5		
Teacher	55	39.9	3	37.5
Superintendent-principal-teacher	32	23.1		
Superintendent-teacher	16	11.6	1	12.5
Principal	3	2.2		
Pupils	3	2.2		
Superintendent-principal-teacher-librarian	1	.7		
Principal-teacher-pupil	2	1.5		
Principal-pupil			1	12.5
Number of superintendents reporting the data	138		8	
Number not reporting	7			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Very few superintendents reported data relative to agencies controlling the high school annual. This probably indicated that annuals are put out in relatively few schools. The data which were received, however, indicated that the superintendent in the smaller group of schools controlled the annual in 35.4 per cent of the



cases. No definite agency appeared to have been delegated to this responsibility in the larger group of schools. Tabulations of the data are shown in Table 75.

Table 74

## Agencies Functioning in the Control of School Newspapers

Agencies	Number and Per Cent of Designated Agencies Functioning in the Control of School Newspapers			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	26	22.7%		
Principal	19	16.5	1	12.5
Superintendent-principal	5	4.3		
Superintendent-teacher	10	8.7	2	25.0
Superintendent-pupil	5	4.3		
Teacher	28	24.3		
Superintendent-principal-pupil	1	.9		
Principal-teacher-pupil	1	.9		
Superintendent-teacher-pupil	2	1.7		
Principal-teacher	5	4.3	3	37.5
Principal-pupil	1	.9		
Teacher-pupil	6	5.2		
Superintendent-principal-teacher-pupil	3	2.6	1	12.5
Librarian	1	.9		
Superintendent-teacher-principal	1	.9	1	12.5
Pupil	1	.9		
Number of superintendents reporting the data	115		8	
Number not reporting	30			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

It was previously shown in Table 38 that the school boards had delegated the authority to suspend pupils to superintendents in seventy per cent of the schools from which the data were received. The data indicated that 79.1 per cent of the superintendents of the smaller group of schools were controlling this problem personally.

In 11.5 per cent of the cases the superintendent and principal were acting jointly. Two agencies in the larger group of schools were most generally indicated as responsible for the handling of such cases, these being either the principal or superintendent. Tabulations of agencies functioning in the suspension of pupils have been made in Table 76.

Table 75

## Agencies Functioning in the Control of the High School Annual

Agencies	Number and Per Cent of Designated Agencies Functioning in the Control of the High School Annual			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	11	35.4%		%
Superintendent-principal	1	3.2	1	20
Superintendent-principal-teacher	2	6.5		
Superintendent-teacher-pupil	3	9.7		
Principal	4	13.0	1	20
Principal-teacher	5	16.1	1	20
Teacher	2	6.5		
Superintendent-principal-teacher	1	3.2		
Pupil	1	3.2		
Superintendent-principal-teacher-pupil	1	3.2	1	20
Superintendent-teacher			1	20
Number of superintendents reporting the data	31		5	
Number not reporting	117			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In the greater number of schools a considerable number of the pupils are from the country. They live too far from the school to permit returning home during the noon interval. These pupils consequently bring their lunches with them and remain in the building

during the noon hour. In most schools the number of pupils thus remaining is so large that it necessitates the delegation of some agency to supervise the group during this period. In the smaller group of schools this responsibility was most frequently delegated to the janitor. The next most favored agency was the teacher. In the larger schools this duty was most generally delegated to the principal. The data indicated a wide range of agencies to whom this responsibility had been delegated. Tabulations relative to agencies functioning in the control of noon discipline have been made in Table 77.

Table 76

## Agencies Functioning in the Suspension of Pupils

Agencies	Number and Per Cent of Designated Agencies Functioning in the Suspension of Pupils			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	110	79.1%	3	33.3%
Principal	3	2.2	3	33.3
Superintendent-principal-teacher	4	2.9		
Superintendent-principal	16	11.5	2	22.2
Superintendent-teacher	5	3.6		
Teacher	1	.7		
Principal-teacher			1	11.1
Number of superintendents reporting the data	139		9	
Number not reporting	5			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Summary of Data Relative to the Functioning of Agencies in the  
Performance of Routine Duties

A survey of Tables 52 to 77, in which the functioning of the agencies in the performance of the routine duties have been shown,

will indicate a wide range of joint agencies. The data therein further indicates that superintendents were performing these routine duties to a greater or lesser degree personally. It further revealed that superintendents frequently shared the responsibility jointly with other members of the school personnel in the performance of the indicated routine duties. A ranking of twenty-six phases of routine duties shown in Tables 52 to 77 has been made in Table 78, on the basis of the frequency of the superintendents' personal attention to same. In the same table a ranking has also been made of the twenty-six routine duties on the basis of total agencies in which the superintendent shared the responsibility jointly. Only the smaller group of schools are considered in Table 78. The larger group of schools has been similarly treated in Table 79.

Table 77

## Agencies Functioning in the Control of Noon Discipline

Agencies	Number and Per Cent of Designated Agencies Functioning in the Control of Noon Discipline			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Superintendent	8	5.9%		1/3
Teacher	31	22.8		
Janitor	34	25.2	1	12.5
Superintendent-principal-teacher	17	12.6	1	12.5
Principal-teacher-janitor	2	1.4		
Superintendent-principal-teacher-janitor	6	4.5	1	12.5
Teacher-janitor	8	5.9	1	12.5
Superintendent-teacher-janitor	2	1.4		
Janitor-pupil	3	2.1		
Superintendent-teacher	6	4.5		
Principal-teacher	8	5.9	1	12.5
Pupil	2	1.4		
Superintendent-janitor	4	2.9		
Principal-janitor	2	1.4		
Superintendent-principal	1	.7		

Table 77 (continued)

Agencies	Number and Per Cent of Designated Agencies Functioning in the Control of Noon Discipline			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Principal	1	.7%	3	37.5%
Teacher-janitor-pupil	1	.7		
Number of superintendents reporting the data	136		8	
Number not reporting	11			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Since the study is primarily concerned with the functioning of the superintendent, agencies other than the superintendent and joint agencies of which the superintendent was not a member have not been ranked.

It should be explained also that the grouping of the superintendents into two groups throughout Tables 52 to 77 was not a random grouping. The groupings were made on the basis of the number of classes the superintendent was teaching daily. The data shown in Table 45 indicated that there was little difference in the teaching load of the superintendent of 0-20 teacher schools, but there was a marked decrease in number of classes taught daily by superintendents in systems of over twenty teachers. Duties which make demands on the superintendent's time have been prominently considered throughout this chapter. The groupings were made on the assumption that, owing to the fact that superintendents in the smaller group were spending approximately twenty-five per cent more of their time teaching classes than those of the larger group, this

would probably have a positive and corresponding influence on the delegation of routine duties to other agencies.

Table 78

Ranking of the Twenty-Six Phases of Routine Duties on the Basis of Frequency of Superintendent's Personal Attention to Same, and on the Basis of Total Agencies of Which the Superintendent Was a Joint Member<sup>a</sup>

Routine Duties	Frequency and Rank of Designated Routine Functions as Performed by the Superintendent Personally and Total Agencies of Which He Was a Joint Member			
	Superintendent Personally Frequency	Rank	Total Joint Membership of Agencies Frequency	Rank
Making grade class schedules	14	19	52	12
Making high school class schedules	70	5	59	8
Ironing out conflicts	64	7	65	5
School publicity	66	6	61	7
Routine duties of superintendent's office	84	2	28	19
Keeping school records	57	10	54	10
Making inventories	41	12	49	13
Checking stores	60	9	41	15
Making out report cards	4	23	25	21
Planning program for teachers' meetings	57	10	75	3
Scheduling athletic contests	53	11	39	16
Planning school programs	20	16	64	6
Handling extra-curricular funds	73	4	47	14
Accounting for extra-curricular funds	81	3	39	16
Determining admission charge	61	8	64	6
Giving and scoring standardized psychological and achievement tests	31	14	66	4
Making up informal tests	16	17	33	18
Making the final examinations	3	24	53	11
Minor cases of discipline	1	25	7	23
Selection of library books	15	18	85	2
Adoption of new textbooks	33	13	98	1
Serving as class advisor	9	21	58	9
Controlling school newspaper	26	15	27	20

Table 78 (continued)

Routine Duties	Frequency and Rank of Designated Routine Functions as Performed by the Superintendent Personally and Total Agencies of Which He Was a Joint Member			
	Superintendent Personally		Total Joint Membership of Agencies	
	Frequency	Rank	Frequency	Rank
Controlling school annual	11	20	8	22
Suspension of pupils	110	1	25	21
Noon discipline	8	22	36	17

<sup>a</sup>Superintendents of 0-20 teacher schools have been considered in the above tabulations.

Table 79

Ranking of the Twenty-Six Phases of Routine Duties on the Basis of Frequency of the Superintendent's Personal Attention to Same, and on the Basis of Total Agencies of Which the Superintendent Was a Joint Member<sup>a</sup>

Routine Duties	Frequency and Rank of Designated Routine Functions as Performed by the Superintendent Personally, and Total Agencies of Which He Was a Joint Member			
	Superintendent Personally		Total Joint Membership of Agencies	
	Frequency	Rank	Frequency	Rank
Making grade class schedules			1	7
Making high school class schedules			3	5
Ironing out conflicts			3	5
School publicity	4	1	5	3
Routine duties of superintendent's office	1	4	3	5
Keeping school records			2	6
Making inventories			3	5
Checking stores			7	1
Making out report cards				
Planning programs for teachers' meetings	1	4	6	2
Scheduling athletic contests	2	3	2	6

Table 79 (continued)

Routine Duties	Frequency and Rank of Designated Routine Functions as Performed by the Superintendent Personally, and Total Agencies of Which He Was a Joint Member			
	Superintendent Personally		Total Joint Membership of Agencies	
	Frequency	Rank	Frequency	Rank
Planning school programs			1	7
Handling extra-curricular funds	2	3	4	4
Accounting for extra-curricular funds	2	3	3	5
Determining admission charge	3	2	3	5
Giving and scoring standardized psychological and achievement tests	2	3	5	3
Making up informal tests	2	3	1	7
Making the final examinations				
Minor cases of discipline				
Selection of library books			4	4
Adoption of new textbooks			7	1
Serving as class advisor			1	7
Controlling school newspaper			4	4
Controlling school annual			3	5
Suspension of pupils	3	2	2	6
Noon discipline			1	7

<sup>a</sup>Superintendents of larger than twenty teacher schools have been considered in the above tabulations.



## CHAPTER 5

## THE SUPERINTENDENT'S RELATION TO HIS COMMUNITY

Because of the prominent position the schools hold in any community, it naturally follows that the head of such institutions is regarded as being among the most prominent citizens of the community. He will be expected to take an active part in the community affairs; organizations of all kinds solicit his interest and participation in their functions. The superintendent should probably welcome the opportunity of thus meeting the people of the community. He should further welcome this opportunity as a means for demonstrating his professional and leadership qualities. Until he has demonstrated these abilities he cannot expect to win the confidence of the patrons in his community, and the probable approval of new policies that he may see worthy of recommendation for adoption.

"Potentially, at least, the most important officer in the employ of the people of any municipality today is the person who directs the organization and administration of its school system, and who supervises the instruction given therein."<sup>44</sup>

"Even in the small communities the superintendent is expected to share in the leadership of community affairs. In this relationship he must meet professional, and financial men and women and he must cultivate and retain their confidence and respect. If he is to succeed he cannot evade these important public responsibilities. Leadership of this kind requires a positive personality; that is, a type of individual who becomes the director of affairs, who can make decisions, and who is a believer in things worth while and can stimulate others likewise to believe in them. There is much to be known about the causal relationship between success as a public-school administrator and each of the following traits: experience, social intelligence and professional competence. That each of these characteristics plays an important part in the life of a superintendent will be admitted by those who are competent to judge."<sup>45</sup>

<sup>44</sup>E. F. Cubberley, *Public School Administration*, Houghton Mifflin Company, 1929, p. 221.

<sup>45</sup>Fred Engelhardt, *Public School Organization and Administration*, Ginn and Company, 1931, p. 112.

Cubberley warns that the superintendent must be careful in his public relationships not to be partial.

"He must constantly remember that he represents the whole community and not any part or fraction of it, and must deal equal justice to all. As the representative of the whole community he will be wise not to ally himself at all closely with any faction or division or party of it."<sup>46</sup>

Such organizations as the parent teacher association, the American Legion, the churches and the service clubs are valuable agencies in the promotion of educational facilities in any community. It will probably follow that the superintendent will find it expedient to place his major social interests among these groups.<sup>47</sup>

The data which are shown following were also derived by means of the questionnaire previously referred to. Superintendents filling out the questionnaires were requested to check each of sixteen phases of social and community activities on the basis of active interest and participation, mere occasional attendance at such, and no attendance or participation. For the purpose of presenting the data the superintendents have been divided into two classes; superintendents employed in 0-20 teacher systems have been considered in Group 1, superintendents of larger than twenty teacher systems in Group 2.

The data relative to school parties indicated that 62.2 per cent of the superintendents of the smaller group of schools took an active interest in such functions. Thirty-seven and eight-tenths per cent of the superintendents stated that they attended such functions occasionally, and none of the superintendents indicated

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<sup>46</sup>E. P. Cubberley, op. cit., p. 228.

<sup>47</sup>Fred Engelhardt, op. cit., p. 530-534.

that they did not attend. Only one superintendent in the larger group of schools stated that he never attended such functions, as compared with three who indicated that they took an active interest and five who reported occasional attendance at these functions. The data has been tabulated in Table 80.

Table 80

## Attendance and Participation of Superintendents in School Parties

Participation	Number and Per Cent of Designated Degrees of Interest or Participation of Superintendents at School Parties			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Assist actively	89	62.2%	3	33.3%
Attend occasionally	54	37.8	5	55.6
Never attend			1	11.1
Number of superintendents reporting the data	143		9	
Number reporting nothing	1			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Card parties were attended by 68.6 per cent of the superintendents of the smaller schools, whereas 11.4 per cent took an active interest in the same and twenty per cent never attended. In the larger group of schools one took an active interest in card parties, three attended occasionally, and four stated that they never attended. The data are shown in Table 81.

The fact that only 118 of the 153 superintendents from whom the data were received, reported data relative to their interests in parent teacher associations probably indicates that such an organization was not functioning in their communities. It is significant to note that thirty-two superintendents in the smaller group of

schools reported that they never attended such meetings. One indicated that he attended occasionally, whereas seventy-eight indicated that they took an active interest in parent teacher association endeavors. Five superintendents employed in larger schools indicated an active interest, whereas two stated that they attended only occasionally. The data relative to the superintendents' interests and participations in parent teacher associations is shown in Table 82.

Table 81

## Attendance and Participation of Superintendents in Card Parties

Participation	Number and Per Cent of Designated Degrees of Interest of Superintendents in Card Parties			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	16	11.4%	1	12.5%
Attend occasionally	96	68.6	3	37.5
Never attend	28	20.0	4	50.0
Number of superintendents reporting the data	140		8	
Number reporting nothing	5			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Superintendents of both groups of schools indicated a varying degree of interest in lodges or fraternal orders. The larger percentage of the superintendents employed in 0-20 teacher systems indicated that they took an active interest in the work of the lodges. Twenty-eight and five-tenths per cent of such superintendents indicated that they attended occasionally, whereas 32.3 per cent indicated that they never attended. In the larger group of schools fifty per cent of the superintendents indicated that they attended,

three stated that they took an active interest, and one reported that he never attended. The data relative to the degrees of interest the superintendents indicated in the work of lodges is shown in Table 83.

Table 82

**Attendance and Participation of Superintendents in Parent Teacher Associations**

Participation	Number and Per Cent of Designated Degrees of Superintendent's Interests in Parent Teacher Associations			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	78	70.2%	5	71.4%
Attend occasionally	1	.9	2	28.6
Never attend	32	28.9		
Number of superintendents reporting the data	111		7	
Number reporting nothing	35			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 83

**Attendance and Participation of Superintendents in Lodges**

Interests	Number and Per Cent of Designated Degrees of Interests Indicated by Superintendents Relative to Lodges			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	51	39.2%	3	33.3%
Attend occasionally	37	28.5	5	55.6
Never attend	42	32.3	1	11.1
Number of superintendents reporting the data	130		9	
Number reporting nothing	14			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The American Legion has always taken an active interest in educational affairs. Its membership, however, is limited to men who

were in the service during the World War. The fact that 56.8 per cent of the superintendents of the smaller schools and fifty per cent of the superintendents of the larger schools reporting the data indicated that they never attended is probably due to the fact that these men were not in the service and are therefore ineligible for membership. The data are shown in Table 84.

Table 84

## Attendance and Participation of Superintendents in the American Legion

Interests	Number and Per Cent of Designated Degrees of Interests of Superintendents in the American Legion			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	35	31.5%	2	22.2%
Attend occasionally	13	11.7	2	22.2
Never attend	63	56.8	5	55.6
Number of superintendents reporting the data	111		9	
Number reporting nothing	33			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

An active interest in church affairs was manifested by 49.3 per cent of the superintendents in the smaller schools, and by 37.5 per cent in the larger schools. Two superintendents in the smaller group stated that they took no interest whatsoever in church affairs. The data relative to the degrees of interest expressed by the superintendents reporting the data in church is shown in Table 85.

In Tables 86, 87, and 88 the data which was received relative to the interests of the superintendents in the auxiliary functions of the church have been tabulated. Under the heading of auxiliary agencies of the church the Sunday school, young people's organizations

and men's clubs of the church have been considered. In each instance the data indicated that the larger percentage of superintendents in the smaller group of schools were not attending these functions. In the larger schools the data showed that the opposite was true; superintendents were generally taking an active interest in these affairs.

Table 85

## Attendance and Participation of Superintendents in Church

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Church			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	70	49.3%	8	88.9%
Attend occasionally	70	49.3	1	11.1
Never attend	2	1.4		
Number of superintendents reporting the data	142		9	
Number reporting nothing	2			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 86

## Attendance and Participation of Superintendents in Sunday School

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Sunday School			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	40	31.0%	4	50 %
Attend occasionally	20	15.5	2	25
Never attend	69	53.5	2	25
Number of superintendents reporting the data	129		8	
Number reporting nothing	16			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 87

Attendance and Participation of Superintendents in Young People's  
Organizations of the Church

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Young People's Organizations of the Church			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	19	15.7%	1	12.5%
Attend occasionally	47	38.8	2	25.0
Never attend	55	45.5	5	62.5
Number of superintendents reporting the data	121		8	
Number reporting nothing	24			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 88

Attendance and Participation of Superintendents in Men's Clubs of  
the Church

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Men's Clubs of the Church			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	17	18.7%	4	50.0%
Attend occasionally	16	17.6	1	12.5
Never attend	58	63.7	3	37.5
Number of superintendents reporting the data	91		8	
Number reporting nothing	54			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

In both groups of schools the superintendents indicated that they were taking an active interest in the service clubs, such as, commercial clubs, Kiwanis, Rotary, civic clubs, and so forth. Every



superintendent of the larger group schools reporting such data indicated that he was taking an active interest in such clubs. Approximately fifty per cent of the superintendents of the smaller schools expressed an active interest in such organizations. Tabulations of the data are shown in Table 89.

Table 89

## Attendance and Participation of Superintendents in Service Clubs

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Service Clubs			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	59	49.2%	9	100 %
Attend occasionally	33	27.5		
Never attend	28	23.3		
Number of superintendents reporting the data	120		9	
Number reporting nothing	24			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data indicated that even though the larger percentage of the superintendents of both group sizes of schools attended dances occasionally, yet relatively few took an active interest in such functions. Forty-two and two-tenths per cent of the superintendents of the smaller schools indicated that they never attended, as compared with 33.3 per cent of the superintendents of the larger schools. The data are shown in Table 90.

Superintendents of both group sizes of schools expressed an active interest in athletics, town and school. Those who did not indicate an active interest reported that they attended occasionally.

The data are shown in Table 91.

Table 90

## Attendance and Participation of Superintendents in Public Dances

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Public Dances			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	8	5.9%	1	12.5%
Attend occasionally	70	41.9	4	50.0
Never attend	57	42.2	3	37.5
Number of superintendents reporting the data	135		8	
Number reporting nothing	10			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 91

## Interest of Superintendents in School and Community Athletic Games

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Athletic Games			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	90	63.4%	6	66.7%
Attend occasionally	52	36.6	3	33.3
Never attend				
Number of superintendents reporting the data	142		9	
Number reporting nothing	2			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

The data relative to community and church programs indicated that the superintendents generally took an active interest in such. This was true for the superintendents of both groups. Superintendents who did not express an active interest reported that they attended such functions once in awhile. No superintendent reported

that he never attended. The data have been tabulated and are shown in Table 92.

Table 92

## Interests of Superintendents in Church and Community Programs

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Programs			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	85	60.3%	6	75 %
Attend occasionally	56	39.7	2	25
Never attend				
Number of superintendents reporting the data	141		8	
Number reporting nothing	4			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 93

## Interests of Superintendents in Boy Scout Activities

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Boy Scout Activities			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	33	28 %	8	88.9%
Attend occasionally	26	26	1	11.1
Never attend	59	59		
Number of superintendents reporting the data	118		9	
Number reporting nothing	26			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Fifty per cent of the superintendents in the smaller group of schools indicated that they took no interest in boy scout activities, whereas 88.9 per cent of the larger group superintendents reporting

the data stated that they took an active interest in this activity for boys. The fact that the smaller group superintendents have expressed such lack of interest in this activity is probably due to the larger towns having placed greater emphasis on same. Tabulations of the data are shown in Table 93.

Superintendents generally expressed a disinterest in study clubs. Such expression on the part of the superintendents is probably due to the fact that although nearly every community has a study club of some kind for women, nevertheless there are relatively few men's study clubs. The data relative to participations of superintendents in study clubs are shown in Table 94.

Table 94

## Interests of Superintendents in Study Clubs

Interests	Number and Per Cent of Designated Degrees of Interest of Superintendents in Study Clubs			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	5	5.2%	1	12.5%
Attend occasionally	12	12.5	1	12.5
Never attend	79	82.3	6	75.0
Number of superintendents reporting the data	96		8	
Number reporting nothing	49			
<b>Total per cent</b>		<b>100</b>		<b>100</b>

<sup>a</sup>Group 1, 0-20 teachers, Group 2, over twenty teachers.

The data relative to the interests of superintendents in local rallies, such as W. C. T. U., church, and political, indicated that they did not generally take an active interest in them. They did indicate, however, that the larger per cent of the superintendents attend such rallies occasionally. Superintendents in so doing were

probably following the dictates of best practices, which frown on the superintendent's taking sides in matters not pertaining directly to his school functions. The data are shown in Table 95.

Table 95

## Interests of Superintendents in Local Rallies

Interests	Number and Per Cent of Designated Degrees of Interests of Superintendents in Local Rallies			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Number	Per Cent	Number	Per Cent
Actively interested	11	8.5%	4	47.6%
Attend occasionally	78	60.0	3	42.9
Never attend	41	31.5	4	57.1
Number of superintendents reporting the data	130		7	
Number reporting nothing	16			
Total per cent		100		100

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Rankings have been made in Tables 96, 97 and 98 of each phase of community activity on the basis of active interest, occasional attendance, and no attendance or participation, respectively. It is significant to note that the superintendents of the smaller group schools manifested greatest active interest in athletic games; card parties was mentioned most frequently as the activity that was attended only occasionally; and study clubs ranked first as the activity never attended. Superintendents of the larger group of schools ranked service clubs first as the phase of community activity in which they were most actively interested. School parties and lodges ranked first as the activities which they attended only occasionally, and study clubs ranked first as the activity that was not attended.

Table 96

Ranking of Phases of Community Activities on the Basis of the Superintendent's Active Interest in Such

Activities	Frequency and Ranking of Superintendent's Active Interest in Designated Community Activities			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Frequency	Rank	Frequency	Rank
Athletic games	90	1	6	4
School parties	89	2	3	7
Community programs	85	3	7	3
Parent teacher associations	78	4	5	5
Church	70	5	8	2
Service clubs	59	6	9	1
Lodges	51	7	3	7
Sunday school	40	8	4	6
American Legion	35	9	2	8
Boy scouts	33	10	8	2
Young people's organizations of the church	19	11	1	9
Men's clubs of the church	17	12	4	6
Card parties	16	13	1	9
Local rallies	11	14	1	9
Dances	8	15	1	9
Study clubs	5	16		

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 97

Ranking of Phases of Community Activities on the Basis of the Superintendent's Occasional Attendance at Such

Activities	Frequency and Ranking of Superintendent's Occasional Attendance at Designated Community Activities			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Frequency	Rank	Frequency	Rank
Card parties	96	1	3	3
Local rallies	78	2	3	3
Dances	70	3	4	2
Church	70	3	1	5
Community programs	56	4	2	4
School parties	54	5	5	1
Athletic games	52	6	3	3
Young people's organizations of the church	47	7	2	4

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 97 (continued)

Activities	Frequency and Ranking of Superintendent's Occasional Attendance at Designated Community Activities			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Frequency	Rank	Frequency	Rank
Lodges	37	8	5	1
Service clubs	33	9		
Boy scouts	26	10	1	5
Sunday school	20	11	2	4
Men's clubs of the church	16	12	1	5
American Legion	13	13	2	4
Study clubs	12	14	1	5
Parent teacher associations	1	15	2	4

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

Table 98

Ranking of Phases of Community Activities on the Basis of the Superintendent's Indicated Non-Interest in Same

Activities	Frequency and Ranking of Superintendent's Indicated Non-Interest in Designated Community Activities			
	Group 1 <sup>a</sup>		Group 2 <sup>a</sup>	
	Frequency	Rank	Frequency	Rank
Study clubs	79	1	6	1
Sunday school	69	2	2	5
American Legion	63	3	5	2
Boy scouts	59	4		7
Men's clubs of the church	58	5	3	4
Dances	57	6	3	4
Young people's organizations of the church	55	7	5	2
Lodges	42	8	4	3
Local rallies	41	9	3	4
Parent teacher associations	32	10		7
Card parties	28	11	4	3
Service clubs	28	11		7
Church	2	12		7
School parties		13	1	6
Athletic games		13		7
Community programs		13		7

<sup>a</sup>Group 1, 0-20 teachers; Group 2, over twenty teachers.

### Summary

The superintendent is one of the most prominent citizens in his community. Community leadership therefore becomes one of the important functions of the superintendent. Too great emphasis cannot be placed on the importance of avoiding partiality in the performance of this important service. Organizations of all kinds will solicit the interest and participation of the superintendent in their activities and functions. Many of these organizations, especially the parent teacher association, service clubs, American Legion, women's clubs, and the churches, are valuable agencies through which he will be able to meet the patrons and contact the leaders of the community, demonstrate his ability, win the confidence of the patrons, present proposed policies, and secure the approval and support of his administrative program.

In schools employing up to twenty teachers, athletic games ranked first as the community activity in which superintendents expressed greatest active interest; second, school parties; third, community programs; fourth, parent teacher associations; fifth, church. Of the community activities in which the superintendents were least actively interested, study clubs ranked first; public dances, second; political and religious rallies, third; and fourth was card parties. Superintendents of schools employing more than twenty teachers expressed greatest active interest in service clubs; second, church; third, community programs; fourth, athletic games. Activities in which these superintendents were taking least active interest were, first, study clubs; second, public dances; third, local political and



religious rallies; and fourth, card parties.

Of the community activities which superintendents of up to twenty teacher size schools never attended, study clubs ranked first; second, Sunday school; third, American Legion; fourth, boy scout meetings; and fifth, men's clubs of the church. Of the activities which superintendents of larger than twenty teacher systems never attended, study clubs ranked first; second, American Legion and young people's organizations of the church; third, lodges and card parties; fourth, men's clubs of the church and dances; and fifth, Sunday school.

CHAPTER 6  
CONCLUSIONS

The present study has concerned itself only with school superintendents employed in North Dakota high schools doing four years of high school work. Although such school systems have been classified into six classes, in the following descending order, (1) first class, (2) second class, (3) third class, (4) consolidated, (5) graded, and (6) unclassified, nevertheless such classifications are not always true indices of the size of the school. Such classifications have been made on the basis of standards that are being satisfactorily met. It does, however, happen that all of the larger schools in North Dakota are first class schools, and it follows further that best standards are being maintained in the first class schools. Six towns were selected, each maintaining one of the above named class of schools, and yet of approximately the same size. The data are shown in Table 99.

Table 99

Sizes of Various Classified High Schools in North Dakota

Name of Town or City	Classification	High School Enroll- ment	Grade Enroll- ment	Number of High School Teachers	Number of Grade Teachers
Tower City	first class	59	105	4	4
Wimbledon	second class	53	124	3	4
York	third class	51	103	2	4
Goodrich	consolidated	58	136	4	4
Butte	graded	53	114	2	3
Strasburg	unclassified	69	37	3	2

The median teacher size of the 398 North Dakota high schools

of all classes doing four years of high school work is 6.45, whereas the median size of the schools in which the 153 superintendents who filled out the questionnaire were employed was 8.48. The data were therefore received from more of the larger schools than the smaller ones. The approximate difference of two teachers in the median size of the schools will probably not affect the reliability of the study materially.

It is significant to note that 88.2 per cent of the data were received from superintendents of the classified high schools in which, as has been shown, higher standards are being maintained. Nine and two-tenths per cent of the returns were from superintendents employed in consolidated schools, two and six-tenths per cent from superintendents of graded schools, and none from superintendents of unclassified high schools. The data were therefore not only received from schools close to the median size but also from a select group of schools in which standards of high order were being maintained.

The median age of the superintendents studied was 34.87 years. Only six superintendents were over forty-five years of age. Most generally he was a married man, with a median sized family of two children. The mean yearly salary of these superintendents was \$2,167.22. Their mean annual living expenses were \$1,451.08, and the mean amount spent yearly by them for professional purposes was \$168.75.

Superintendents were growing professionally. Only sixteen superintendents had not done any graduate study. Forty-six of the superintendents had received their advanced degrees. A median of

twenty-two weeks of graduate study had been completed by 127 superintendents. School administration was the most widely chosen graduate major, and psychology led the field of minors.

A study of the data shown in Table 20 will show that graduate training has had a positive influence on salaries. The mean salary of superintendents who completed 0-8 weeks of graduate study was \$1,946.07, whereas the mean salary of those who had completed twenty-four weeks of advanced study was \$2,281.25, and the salary of those who had their advanced degrees was \$2,438.88.

The median tenure of the superintendents studied was rather low, 2.62 years. Tenure, however, ranged from one to twenty-seven years. Tenure was positively influenced by the size of the school system in which the superintendent was employed, as was shown in Table 15. In school systems of 0-10 teachers the median tenure was 2.35 years; in 11-20 teacher systems, 4.75 years; in 31-40 teacher systems, 8.5 years; and in 61-70 teacher systems, 11.5 years. Extent of graduate training likewise had a positive influence on tenure, as was shown in Table 16. The median tenure of superintendents having done no graduate study was 2.25 years. The median tenure of those who had completed one to eight weeks of advanced study was 2.50 years; nine to sixteen weeks of study, 2.55 years; and seventeen to twenty-four weeks, 2.60 years.

Boards of education were delegating the privilege of initiating instructional policies to their superintendents, and were reserving the control of non-instructional policies for themselves, as was indicated in Tables 38 and 39. It would appear, however, from the data

shown in Table 35 that the relation of the superintendent to his board of education is a rather hit and miss relationship. Only twenty-six boards had by-laws specifying procedures at board meetings, and only seventeen school boards had adopted by-laws specifying the duties of the superintendent. It is not probable that the relation between superintendents and their school boards will be better understood, nor that the superintendent's better understanding of school matters will be fully appreciated by school board members until the state superintendent of public instruction will provide an administrative manual for school boards, emphasizing therein the best standard practices of superintendent-school board relationships.

A knowledge of such best standard practices in superintendent-school board relationships can hardly be expected to be acquired in any other way by members who have been elected to such positions from all walks of life. It is quite probable that many of the misunderstandings that have arisen between these administrative agencies could have been avoided had standard procedures been understood.

The time of the superintendents was generally heavily taken up by teaching duties. One hundred forty-four superintendents employed in 0-20 teacher systems were teaching from three to seven classes daily. The median number of classes being taught daily by them was 4.02. The median number of classes taught daily by the superintendents in larger than twenty teacher systems was 2.50. The range of classes taught daily was from zero to three. In addition to his teaching duties the superintendent was spending varying amounts of time daily in the performance of supervisory duties. The time so

spent by those employed in 0-20 teacher systems ranged from thirty minutes to 165 minutes daily. The median time spent was 91.41 minutes daily. Superintendents of the larger schools were spending a median of 181.74 minutes daily in the performance of supervisory duties.

In schools of 0-20 teacher size superintendents were largely handling routine duties personally. In such schools 60.7 per cent of the superintendents were handling the routine duties of the superintendents office personally, 51.1 per cent were handling extra-curricular funds, 45.5 per cent were checking stores, and three per cent were making out report cards personally. Tabulations of the frequency and rank of the matters of routine nature which superintendents of the smaller group of schools were handling personally have been shown in Table 78. A similar ranking of such routine matters which the superintendents of the larger group of schools handled personally is shown in Table 79. The data showed that the superintendent of the larger schools was delegating the control of routine matters to others, especially to clerks and the principal.

In the larger than twenty teacher systems superintendents were observing best practices relative to teaching duties and the delegation of routine responsibilities to other agencies. These superintendents, as the data indicated, were reserving their time for supervision and the planning and control of the larger school problems. In the 0-20 teacher systems the opposite was true. The superintendents were heavily loaded with teaching duties, teaching from three to seven classes daily. They were wasting their valuable time handling

routine duties which could have been delegated more largely to other agencies, and were therefore able to find little time for supervision, which function, as was indicated by the authorities cited, is the major function of the small school superintendent.

In his social relations to his community the superintendent of 0-20 teacher systems was taking greatest active interest in athletic games, school parties, community programs, parent-teacher associations and church activities, whereas he usually showed a passive interest in study clubs, dances and local rallies. Superintendents of the larger schools expressed their major community interest as being service clubs, church and boy scouts. Best practices emphasize the importance of the superintendent's active interest in community activities. There is, however, a danger of the superintendent over-emphasizing community activities which result in a serious encroachment upon his time available for his school problems and duties.

The data in general has indicated that particularly in the smaller school districts, patrons, citizens and even school board members have not as yet fully understood and recognized the importance of the position of superintendent. A typical experience of the superintendent of one of the first class schools located in the east central part of North Dakota last fall very well illustrates the point just made. The superintendent had met with his teachers on the day before the school opened. In this meeting he had explained the policies of the school, regulations that were to be enforced and observed, and had assigned extra-curricular and non-instructional duties to members of the staff. On the following evening a new member

of the board of education called a meeting of the school board members at the schoolhouse, requested all members of the faculty to be present, and invited patrons who might care to come also. Without having consulted the superintendent this board member proceeded to explain the educational policies of the school, defined the rules and regulations to be enforced and observed, and assigned non-instructional duties to the teaching staff. There can be no question about this school board member's sincere conviction that in so doing she was performing one of her expected duties. There is nothing to indicate that the patrons present at this meeting did not accept her edicts on that evening as being perfectly legitimate. What else can be expected until the position of superintendent is fully understood in terms of present best practices.

An urgent necessity exists for enlightening patrons, citizens and school board members regarding the professional status of the superintendent, his very thorough training in best practices of administrative procedures, and the consequent soundness of his recommendations. The superintendent must do his part in bringing about the deserved recognition of his profession, but he cannot do it alone. Such organizations as the parent-teachers associations, county school officers associations, and the newspapers, are agencies through which greater emphasis could be brought directly to the patrons and citizens relative to the deserved recognition and status of the superintendent. The worth of an administrative manual for school board members, issued by the state superintendent of public instruction and placed in the hands of every school board member, as



was previously shown, must not be overlooked.

CHIEFTAIN BOND



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