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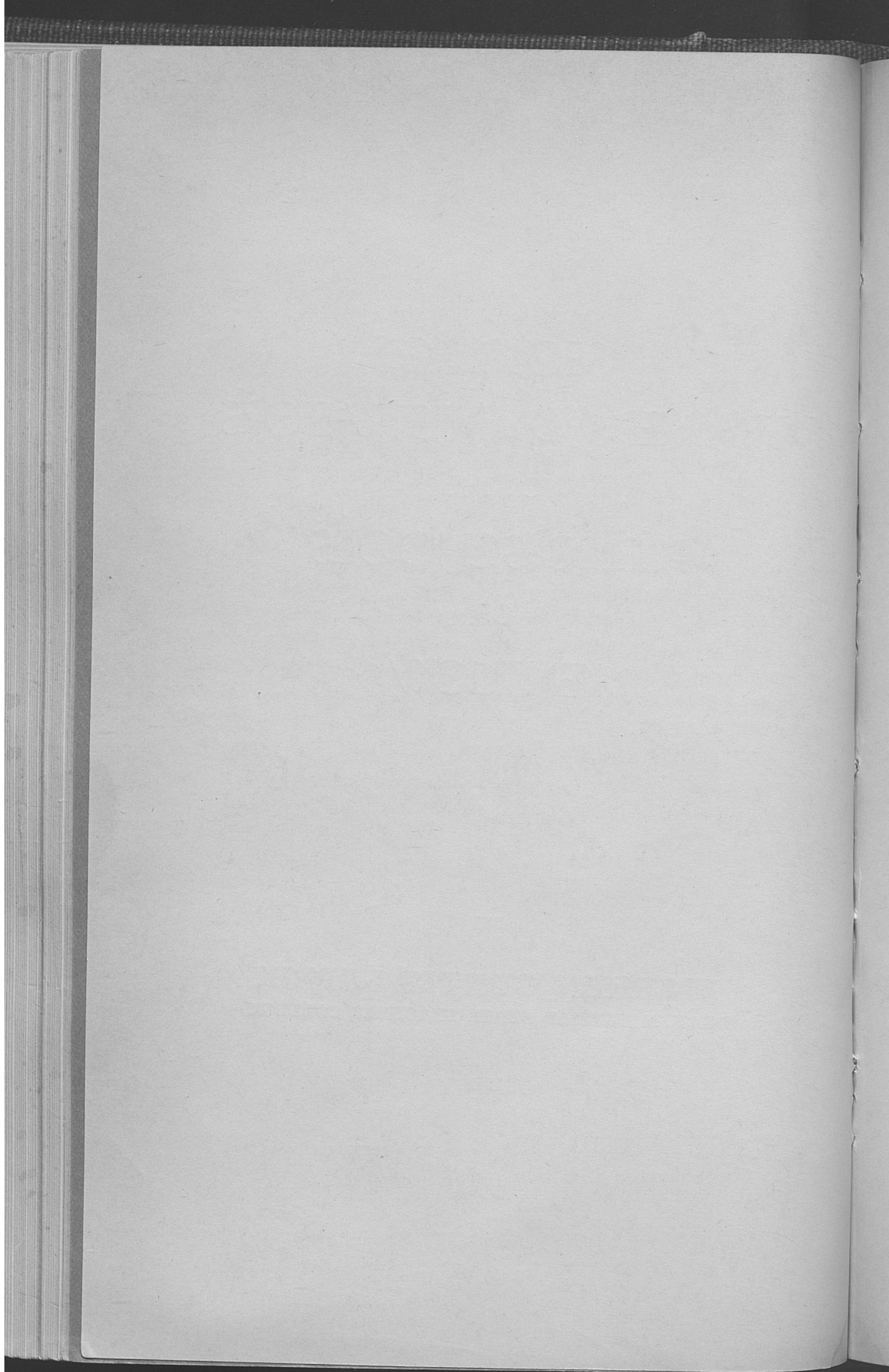
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TRAINED ADMINISTRATORS
FOR THE
PUBLIC SCHOOLS
OF
KENTUCKY

BY

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1941



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Much credit should also be given to my wife, Ruth Anglin Lappin, and my daughter, Mary Ella, for their encouragement and aid in making this work a success.

WARREN C. LAPPIN

FOREWORD

Educational Leadership in peace or during war time determines to a great degree the contribution the schools make to the growth and development of people. We have always been concerned about the kind of person who is to be the chief school officer in a state, a county, or an independent district. This concern causes us, from time to time, to take stock with the view of discovering the training and experience of school administrators, and, on the basis of our findings, to re-examine and re-direct our program for the preparation of administrators of our schools.

Dr. Warren C. Lappin, Dean of Morehead State Teachers College, during the year 1941, studied the training and experience of administrators in Kentucky, and on the basis of this study suggested the lines of action which should be taken toward changes in the training and selection of administrators. Dr. Lappin has consented to have his findings and recommendations published in this bulletin.

Due to lack of space the table of contents and chapters II, III, and VIII have been omitted. Any person desiring to read the complete study may find a copy in the Library of Indiana University or the Morehead State Teachers College. This study made by Dr. Lappin was accepted in partial fulfillment of the requirements for the degree of Doctor of Education in the School of Education, University of Indiana, October 1941.

This study is published in this bulletin in order that educational leaders in schools and colleges may share in thinking through any program for the improvement of school administration.

J. W. BROOKER,
Superintendent of Public Instruction

CHAPTER I

Introduction

Setting the problem.—The effectiveness of a state's educational program is closely related to the standing and efficiency of the personnel engaged in school work. This fact has long been recognized and those interested primarily in the advancement of education have been deeply concerned with the development of this group of leaders.

Adequate preparation for educational service, however, is relative. There should be no backward steps in describing educational standards. Five years ago the general minimum standards advocated for the preparation of elementary teachers was two years of academic and professional training above the high school level, now the general consensus places this requirement at four years of work. Five years ago college graduation was accepted as adequate minimum training for high school teachers, now an additional year of work and the master's degree is suggested as the goal. These new standards have already been adopted in certain localities and all indications point toward their wider acceptance as rapidly as conditions in the various sections of the country permit. This situation is wholesome and as it should be. Considering the importance of the educational activity, it is difficult to conceive of working toward a goal consisting of an over-trained corps of teachers.

In much of the work that has been done to bring teachers to a higher level of efficiency, one phase of the general problem has been somewhat neglected. The writer refers to that phase of educational activity covered by the general term administration. It is true that one group of educational administrators, represented in general by the type of men constituting the membership of the American Association of School Administrators, is probably as highly trained and qualified a professional group as will be found in the country today. On the other hand, it does not follow that the administrative corps of a given state is collectively deserving of similar commendation.

In Kentucky, education has made remarkable advances in the last 20 years. This position can be defended for any phase of the educational enterprise. Teachers with little or no high school education have been replaced with teachers professionally trained for the task, and the standards for administrators have likewise been raised. However, the

state's educational ranking is still low when compared with the other states of the Union and it is essential that all parts of the program be under constant scrutiny.

Moreover, the profession of educational administration is advancing and it seems to be approaching a new level of attainment. Dr. Strayer, in speaking to the Department of Superintendence in 1937, issued a challenge to the group. After reviewing the accomplishments of the organization relative to the development of the profession of school administration, he advanced the idea that the profession had reached the place where it could consider the possibility of controlling entrance upon the activity with which it was concerned.¹ Such action has been considered a professional prerogative and has been practiced by some of the more firmly established professions for a considerable period. In line with this suggestion, a resolution was adopted at the 1937 meeting which called for the appointment of a committee "who shall study the problem of the qualifications of future incoming members of this Department and shall inquire concerning desirable qualifications for admission to the profession of school administration."² Such a committee was appointed and their final report, based upon extensive studies made through the facilities of the National Education Association, was presented in February, 1941.

In recent years, also, the idea of tenure for superintendents has been advanced as a means of rendering their positions more secure thereby making possible a more effective educational contribution.

These instances are mentioned as evidence of the fact that the administrators, as well as the teachers, should be studied in order to maintain a personnel competent to exercise the prerogatives of leadership, for through these administrators must come largely the educational advancements that are made.

The present laws and program governing the preparation and qualifications of educational administrators in Kentucky went into effect in 1935. With this step the general situation was much improved. However, the problem is by no means solved. The state has good administrators and poor administrators. It has good school systems and poor school systems, and it is the opinion of the writer that the low ranking of a given school unit can usually be traced to the low degree of efficiency of the administrator concerned. The plan has been in effect five years and it seems that a careful investigation into the administra-

¹ Strayer, George D. "Building the Profession of School Administration." *Addresses and Proceedings*. National Education Association, 1937. p. 472.

² National Education Association. *Addresses and Proceedings*, 1937. p. 561.

tive situation as it exists in the state today, followed by a critical analysis of the factors involved, and including suggestions relative to changes based on the facts discovered should be worthwhile and timely.

The problem.—The problem to be studied may be stated in the following words: What steps should be taken by the state of Kentucky to secure public school administrators thoroughly trained for their task?

Delimitation of the problem.—It is not the purpose of this study to attempt the construction of a detailed curriculum for preparing educational administrators. That task represents an exhaustive study in itself. Rather, it is proposed to discover the true situation as it exists today and, in the light of this information, to suggest a program adequate to meet accepted standards. With such a program adopted curriculum studies can then be made intelligently.

Basic assumptions.—One basic assumption is made in this study and it serves as a criterion for evaluating all phases of the existing and proposed programs. This assumption is—the only defense a state has for establishing a program designed to control entrance upon the activity of educational administration and the practice of this activity is the protection and welfare of the children of the state and therefore the protection of the state itself. Too often this principle is ignored with the result that other factors become involved. The outcome is a haphazard procedure and an unfortunate compromise that cannot be defended. That the state may exercise this control cannot be denied. Neither can it be maintained successfully that other motives should guide those in authority, if the exercise of such motives in any way affects adversely the underlying principle.

Definitions.—In this study the term “educational administrators” is used to include superintendents of independent districts and superintendents of county school systems.

Methods of procedure and sources.—The method used in this investigation is largely descriptive and expository with tabular presentations and simple statistical techniques included at those points at which they seem to be of value.

In Chapter II* brief summaries are given of studies, the content and findings of which are related to the present investigation.

In Chapter III,* The History of Educational Administration in Kentucky, the approach is, of course, historical and based upon documentary evidence. The sources consulted are: Reports of the

* Chapters II and III have been omitted from this bulletin due to lack of space.

State Superintendent of Public Instruction, Kentucky Common School Laws, Kentucky Statutes, Kentucky Reports, and educational histories of Kentucky.

In this chapter the attempt is also made to describe the legal background of the school superintendency in the state by reference to pertinent court decisions in which the various legislative acts have been interpreted.

In Chapter IV, *The Present Status of Educational Administration in Kentucky*, simple statistical presentations are made for the purpose of clarifying the descriptive account of the conditions found. These conditions are illustrative of the situation in which the present Kentucky superintendents work, their background, their training, and their professional interest.

The data presented in this chapter were secured from several sources but particularly from the files of the State Department of Education in Frankfort. These sources are described in greater detail in the content of the chapter and other sources are likewise explained as they are used in the study.

In Chapter V, *The Present Plan Followed by Kentucky in Securing Its Educational Leaders*, the constitutional and statutory provisions which affect the profession of school administration in Kentucky at the present time are described.

In Chapter VI, *Principles Upon Which a Program Designed to Prepare Efficient School Administrators Should be Based*, the attempt is made to describe a state program for the development of educational administrators which would provide an efficient professional group capable of exercising true educational leadership. The literature of educational administration is canvassed for suggestions that may be accepted as principles which should be basic to such a program.

In Chapter VII, *Changes that Should Be Made in the Kentucky Program to Insure the Development of an Effective Administrative Group*, the Kentucky situation as pictured in Chapters III, IV, and V is evaluated in terms of the principles developed in Chapter VI. By this procedure a program is offered that is designed to secure for the state an improved type of educational leader.

In Chapter VIII,* *Concluding Comments*, certain pertinent statements are made by way of conclusion.

* Chapter VIII has been omitted from this bulletin due to lack of space.

CHAPTER IV*

The Present Status of Educational Administration in Kentucky

Any study of the type being presented must be concerned with the present situation if a complete picture is to be drawn. Suggestions designed to lead to improvement should take into account the conditions as they exist. Accordingly, Chapter IV will be devoted to presenting data that picture the status of the school superintendents who were working in Kentucky during the school year 1940-41. These data will be grouped into the following general classifications: General Information, Nature of the Positions Held by the Superintendents, Experience of the Superintendents, The Superintendents' Training, and Evidence of the Superintendents' Professional Interest.

The data used were secured from the files of the Kentucky Department of Education, particularly the records of the State Director of Teacher Education. In the few instances in which other sources were used they will be explained in the context. The attempt will also be made to evaluate these data in the light of other investigations that have been made whenever such comparable material is available and such comparisons enlightening.

General Information

Certificates held by the superintendents.—Table I contains the facts relating to the types of certificates held by the Kentucky superintendents who were serving during the school year 1940-41. A majority of both the county and independent district administrators possessed a Standard Certificate, 75 of the former and 110 of the latter, while a larger portion of the county officials, 34.2 per cent, held the Provisional Certificate than was true for the administrators of the independent districts, 20.4 per cent of whom held this credential. This fact in itself indicates a superior training background for the independent group, which conclusion is supported by other data to be presented.

* Chapters II and III have been omitted due to lack of space.

Table I. Types of Administrative Certificates Held by the Kentucky Superintendents, 1940-41*

Types of certificates	Counties		Independent districts		Total	
	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent
Provisional ^a	41	34.2	29	20.4	70	26.7
Standard ^b	75	62.5	110	77.5	185 [†]	70.6
Other types	4	3.3	3	2.1	7	2.7
Certificates held that have been extended for life ^c	25	20.8	37	26.1	62	23.7

* Based on 120 County Superintendents and 142 Independent District Superintendents.

† Includes both *Old* Standard Administrative Certificates and *New* Standard Administrative Certificates.

^a Provisional Certificates in force January, 1941—486.

^b Standard Certificates in force January, 1941—*New*, 231; *Old*, 393.

^c Life extensions in force January, 1941—202.¹

The seven certificates of other types that are indicated in Table I are held by superintendents who have served in their present positions for a considerable period and consequently have not been forced to meet the new requirements.

Sixty-two of the present group hold administrative credentials that have been extended for life. In other words, 23.7 per cent of those who are now serving need secure no additional training whatsoever in order to act as school superintendents so long as they are able to secure their elections. This fact lends support to the argument against granting life credentials that is advanced at a later point in this study.

Probably the most significant facts presented in Table I are contained in the footnotes. These indicate that in January, 1941, there were in force 486 Provisional Certificates in Administration and Supervision and 624 Standard Certificates. Furthermore, 202 of these latter credentials had been extended for life. In other words, although there are only 262 superintendencies in the state, and this number will no doubt be decreased in the next few years, Kentucky now has 1,110 individuals legally qualified to hold these positions, and 202 persons will continue to be qualified legally until they are 70 years of age. On this evidence alone, the conclusion is strongly suggested that the principle of certification for life is very questionable and that Kentucky could well afford to raise the standards for administrative officers without experiencing any shortage of personnel.

¹ Special report of the State Director of Teacher Education. February 13, 1941.

Table II. Ages of Kentucky Superintendents, January 1, 1941

Age	Number of superintendents		Age	Number of superintendents	
	Counties	Independent districts		Counties	Independent districts
26	0	1	52	3	3
27	0	0	53	0	2
28	3	0	54	0	1
29	2	2	55	0	4
30	1	0	56	2	2
31	3	3	57	1	1
32	5	4	58	2	1
33	3	6	59	1	2
34	3	4	60	1	3
35	4	9	61	0	1
36	11	9	62	0	1
37	11	6	63	1	2
38	13	4	64	1	1
39	9	6	65	1	1
40	1	4	66	0	0
41	5	5	67	0	0
42	5	7	68	0	3
43	3	6	69	0	0
44	1	5	70	0	0
45	3	2	71	0	0
46	4	4	72	0	0
47	1	5	73	0	0
48	5	2	74	0	0
49	4	12	75	1	1
50	2	3	76	1	0
51	3	4	Totals	120	142

Median ages: County superintendents—39.11 years; independent district superintendents—43.17 years.

Age of Kentucky superintendents.—One factor usually involved in an attempt to determine the status of any professional group is the age of the individuals concerned. While the effect of age upon the efficiency of administration is relative, certain general conclusions may be reached on this basis. Table II presents the facts on this point for the 1940-41 superintendents.

Briefly stated, the ages range from 26 to 76 years with the county group showing a median age of 39.11 years and the independent group a median of 43.17 years. Apparently there is some tendency for the cities to select slightly older men, although the oldest superintendent in the state is working in a county system. Depp, in his study, found the median age for county superintendents to be 36.7 years in 1936,² while Stevenson, two years earlier, fixed the median age of Kentucky

²Depp, James W. *The Status of the County Superintendent of Schools in Kentucky*. p. 35.

city superintendents at 42.2 years.³ The more advanced age of the county superintendents indicated in the present study is probably worthy of notice. Possibly the higher standards which went into effect in 1935 are responsible. On the other hand, tenure may be more secure than it was five years ago. Again, the general conditions of employment may be more satisfactory now than they were at the earlier date with the result that incumbent county superintendents are more concerned with remaining in school work. Probably all three of these explanations have had some effect.

The study sponsored by the Department of Superintendence in 1931 found the median superintendent to be 44 years of age, although the southern group of administrators were 43.⁴ In other words, the Kentucky superintendents are about the same age as comparable school officers in the country at large. The present study, however, does indicate a median age increase on the part of the county superintendents in the last five years which still leaves them five years younger, as a group, than the rural superintendents studied by the Department of Superintendence.⁵

It will also be noted that three of the superintendents are more than 70 years of age. With the adoption of the new retirement system these individuals no doubt will be replaced in the near future.

Proportion of men and women in the superintendency.—In Table III data are presented showing the proportion of men and women serving as superintendents of schools in Kentucky during the past ten years. These data were secured by tabulating the pertinent material contained in the Official Public School Directory for the years involved.

In 1941 only 7 per cent of the county and 2 per cent of the independent district superintendents were women. Furthermore, there has been a definite decrease in the number of women serving in this capacity since 1931. In all, there were 37 women so employed in 1931-32 as compared with 12 in 1940-41. Particularly is a decrease to be noted in the independent districts. This condition is to be explained in part by the fact that the number of such districts has been lowered from 254 in the former year to 142 at the present time. The districts eliminated during the period were usually those that were smaller and women were frequently found as the chief administrative officers of these units. Again, as the position has become more attractive it

³Stevenson, Robert E. *The Status of the City Superintendent of Schools in Kentucky*. p. 47.

⁴The Department of Superintendence. *Educational Leadership*. Eleventh Yearbook, 1933. p. 111.

⁵*Ibid.*, p. 197.

has no doubt presented a stronger appeal to men and, it is also possible that, more and more, capable women are being attracted to work outside of the field of education. Apparently, school administration in Kentucky is considered as a job for men and this view is becoming more pronounced.

Table III. The Proportion of Men and Women Holding Superintendencies in Kentucky, 1931-40

Year	Counties				Independent districts			
	No. of men	Per cent	No. of women	Per cent	No. of men	Per cent	No. of women	Per cent
1931-32	104	87	16	13	233	92	21	8
1932-33	104	87	16	13	240	94	15	6
1933-34	106	88	14	12	225	96	10	4
1934-35	107	89	13	11	189	97	6	3
1935-36	106	88	14	12	176	97	5	3
1936-37	107	89	13	11	157	97	5	3
1937-38	106	88	14	12	151	98	3	2
1938-39	109	91	11	9	141	98	3	2
1939-40	109	91	11	9	139	98	3	2
1940-41	111	92	9	8	139	98	3	2

Salaries of Kentucky superintendents.—Certainly one element of concern in an attempt to measure the status of any group is the salary received, since some relationship must be maintained between compensation and the qualifications demanded. It is also true that if salaries are low this fact may be taken into account in explaining other undesirable conditions that may exist.

Table IV contains a distribution of the salaries of the Kentucky superintendents for the school year 1940-41. They range from the legal minimum of \$1,200 to the legal maximum of \$5,000, with a median for the county superintendents of \$2,150 and a median salary for the independent group of \$2,412.50. No county superintendent received more than \$4,500 a year and only 9 received more than \$3,000. On the other hand, 36 of the independent administrators received more than \$3,000. This difference is to be explained in at least two ways. First, the independent districts are able to pay larger salaries in many instances and second, data presented at a later point show the independent group to be better trained for their work.

Depp found the salaries of the county superintendents to range from \$1,000 to \$4,250 with a median of \$1,895;⁶ and Stevenson found the comparable figures for city superintendents to extend from \$1,500 to \$5,000 with a median of \$2,850.⁷

⁶ Depp, *op. cit.*, p. 36.

⁷ Stevenson, *op. cit.*, p. 43.

Table IV. Salaries of Kentucky Superintendents, 1940-41

Salary	Number of superintendents		Salary	Number of superintendents	
	Counties	Independent districts		Counties	Independent districts
\$1200	5	8	\$3200	0	2
1300	0	2	3300	3	5
1400	0	4	3400	0	1
1500	13	5	3500	0	0
1600	0	2	3600	4	7
1700	1	1	3700	0	0
1800	18	13	3800	0	2
1900	4	7	3900	0	0
2000	14	13	4000	0	4
2100	10	9	4100	0	2
2200	3	4	4200	0	2
2300	4	2	4300	0	0
2400	23	8	4400	0	1
2500	4	7	4500	2	3
2600	1	2	4600	0	0
2700	4	4	4700	0	0
2800	1	2	4800	0	0
2900	1	4	4900	0	1
3000	5	11	5000	0	4
3100	0	0	Totals	120	142

Median salaries: County superintendents—\$2,150; Independent district superintendents—\$2,412.50.

This latter figure does not mean that the salaries of city superintendents were higher seven years ago than they are at the present time. Rather, the difference between this sum and the finding of the present study is to be explained by the fact that Stevenson studied only the superintendents of cities of the first four classes whereas the immediate investigation includes these and all other independent districts. A comparison with Depp's finding is therefore more desirable and on this basis the advance of \$255 on the yearly salary indicates some progress.

Some conception of the adequacy of Kentucky salaries may be secured by reference to other investigations. In 1930-31 the median salary of city superintendents in the United States was \$4,050⁸ and Butterworth in his national survey of the county superintendency found that in 1928 this officer was receiving \$2,312.⁹ On the basis of the figure given for the city superintendents, the Kentucky salaries are definitely low and this conclusion is strengthened by the knowledge that, in the same study, the median annual salary of superintendents in cities under 2,500 population was \$2,845. Adding to this the fact that the national study was conducted during the worst financial depres-

⁸ The Department of Superintendence. *op. cit.*, p. 121.

⁹ Butterworth, Julian E. *The County Superintendent in the United States*. p. 45.

sion this country has known leads to the conclusion that the salaries of the superintendents of independent districts in Kentucky are entirely inadequate.

Compared with the findings of the Butterworth study, the Kentucky county superintendents are paid a median salary that is higher than the median for the nation in 1928. Since that time, however, increases in the qualifications demanded of these officers must certainly have raised this national figure to a considerable degree. In 1928 an individual could serve in this capacity in Kentucky who had only 70 semester hours of college work while the present minimum is 128 semester hours. The conclusion is apparent that Kentucky superintendents, although better paid than in former years, are underpaid when compared to similar officials in other states.

Nature of the Positions Held by the Superintendents

Another type of information necessary to an understanding of the general status of the school superintendent is concerned with the scope of his work. Some indication of this situation may be secured from the size of the school system in which he is employed. Accordingly, data are offered in this section which indicate the size of the school systems in terms of the number of teachers employed and the enrollment. These data were secured from the Public School Directory for 1940-41.

Number of teachers in the Kentucky school system.—One measure of the size of a school system is the number of teachers employed and in Table V this information is given for the Kentucky systems in 1940-41.

The median number of teachers in the county systems was 91 and in the independent districts this figure was 21. The average county superintendent, therefore, had under his supervision four times as many teachers as the average superintendent of an independent district. Two counties employed fewer than 25 teachers while 83 of the independent units fell into this category. Of the independent districts, 134, or 94 per cent, had fewer than 101 teachers while only 70, or 58 per cent, of the county systems employed this number. In other words, based on the number of teachers employed, the county systems are considerably larger.

Additional insight into one phase of this situation may be gained by reference to Table VI in which the actual number of teachers employed in the 83 independent districts having fewer than 26 teachers is indicated. One independent district has only 5 teachers and 21 have

fewer than 10. In fact the suggestion is rather definite that several of these independent districts should be taken into their county systems, at least their continuance in the present classification should be based upon careful investigation.

Table V. Number of Teachers in the Kentucky School Systems, 1940-41

Number of teachers in the system	Frequency	
	Counties	Independent districts
1- 25	2	83
26- 50	12	37
51- 75	32	10
76-100	24	4
101-125	20	1
126-150	7	1
151-175	7	2
176-200	9	1
201-225	0	0
226-250	1	0
251-275	2	1
276-300	0	0
301-325	1	1
326-350	0	0
351-375	1	0
376-400	1	0
401-425	0	0
426-450	1	0
Totals	120	141*

* Louisville not included.

Median number of teachers: Counties—91; Independent districts—21.

Table VI. Number of Teachers in the Independent District Systems Having a Teaching Staff of Less Than Twenty-six

Number of teachers in the system	Frequency
5	1
6	2
7	5
8	7
9	6
10	6
11	4
12	2
13	11
14	10
15	5
16	6
17	2
18	4
19	0
20	3
21	2
22	1
23	3
24	2
25	1
Total	83

Number of pupils in the Kentucky school systems.—Another measure of the scope of the administrator's task is the number of pupils enrolled in his system. In Table VII this evidence is offered for the school year 1940-41.

Table VII. Number of Pupils in the Kentucky School Systems, 1940-41

Number of pupils in the system	Frequency		Number of pupils in the system	Frequency	
	Counties	Independent districts		Counties	Independent districts
100-499	0	55	10,000-10,499	0	0
500-999	3	51	10,500-10,999	1	0
1,000-1,499	13	13	11,000-11,499	0	0
1,500-1,999	22	9	11,500-11,999	0	0
2,000-2,499	19	5	12,000-12,499	0	0
2,500-2,999	10	2	12,500-12,999	0	0
3,000-3,499	10	0	13,000-13,499	0	0
3,500-3,999	10	1	13,500-13,999	1	0
4,000-4,499	8	1	14,000-14,499	0	0
4,500-4,999	6	0	14,500-14,999	1	0
5,000-5,499	3	1	15,000-15,499	0	0
5,500-5,999	3	0	15,500-15,999	0	0
6,000-6,499	2	1	16,000-16,499	0	0
6,500-6,999	2	0	16,500-16,999	0	0
7,000-7,499	3	1	17,000-17,499	0	0
7,500-7,999	0	1	17,500-17,999	0	0
8,000-8,499	0	0	18,000-18,499	0	0
8,500-8,999	1	0	18,500-18,999	0	0
9,000-9,499	1	0	19,000-19,499	1	0
9,500-9,999	0	0	Totals	120	141*

* Louisville not included.

Median number of pupils—Counties—2,650; Independent districts—655.

The median number of pupils enrolled in the county systems was 2,650 while the corresponding figure for the independent districts was 655. Fifty-five of the independent districts enrolled fewer than 500 pupils and 119, or 84 per cent, enrolled fewer than 1,500. Contrasted with these figures, only 16, or 13 per cent, of the county systems had enrollments below 500. No independent system outside of Louisville enrolled more than 8,000 pupils while 6 county systems had enrollments in excess of this figure.

Reference to Table VIII shows the pupil enrollments in the 55 independent districts having fewer than 500 pupils. Six of the schools have fewer than 200 pupils enrolled and 26, or 47 per cent, have fewer than 300. These figures present evidence of lack of economy. In some instances the continuance of these small units may be justified but such action is open to question.

Table VIII. Number of Pupils in the Independent District Systems Having a Total Enrollment of Five-Hundred or Less

Number of pupils in the system	Frequency
100-149	0
150-199	6
200-249	10
250-299	10
300-349	8
350-399	12
400-449	6
450-500	3
Total	55

In brief, Kentucky's major educational problems are to be found in the county districts. Here is where the children to be educated are located. This situation should be kept in mind in the interpretation of various phases of the data that are presented in this study.

The suggestion, frequently made in recent years, to the effect that county boundaries in the state should be studied carefully and the total number of counties reduced is also called to mind in this connection. While generally larger than the independent systems, several of the county units are also small. Eighty-seven, or 72 per cent, of the county systems have fewer than 4,000 pupils enrolled. The desired size of a school system cannot be determined on the basis of numbers alone, but the present situation can be improved upon in this respect.

Experience of the Superintendents

Another general measure of professional status is that of experience. It is generally considered desirable to have the members of a professional group possess a certain amount of previous contacts with their work. It is true that experience may be good or bad, but the fact remains that actual contacts with the problems faced in a given type of activity is one means of developing proficiency in the solution of those problems.

Accordingly the experience of the Kentucky school administrators will be analyzed for the purpose of determining the extent to which they qualify relative to this general criterion of professional efficiency.

Turnover of Kentucky superintendents.—One method of evaluating the experience factor in school work is to determine the number of members of the group involved who enter upon the activity each year. Or, stated conversely, what percentage of the group are forced from the service annually? The data presented in Table IX are designed to give this information for the Kentucky superintendents for the period

1931-40. These data were secured from the official directories for the years concerned.

The figures describing the conditions existing in the county superintendency during the period do not seem to follow any particular trend except that the rate of change is higher for the even numbered years than for those bearing an odd number, with the single exception of the year 1940-41. The percentage of change for this group ranges from 2 per cent in 1931-32 to 40 per cent in 1934-35. This large number of new superintendents in the latter year is to be accounted for by the upward revision of the qualifications for this office which went into effect at that time.

Table IX. Percentage of Kentucky Superintendents Holding Their Positions for the First Year During the Period, 1931-40

Year	Counties			Independent districts		
	No. of districts	No. of new superintendents	Per cent	No. of districts	No. of new superintendents	Per cent
1931-32	120	3	3	254	53	21
1932-33	120	18	15	255	61	24
1933-34	120	8	7	235	48	20
1934-35	120	48	40	195	36	18
1935-36	120	4	3	181	39	22
1936-37	120	15	13	162	14	9
1937-38	120	4	3	154	28	18
1938-39	120	29	24	144	13	9
1939-40	120	6	5	142	12	8
1940-41	120	6	5	142	7	5
Average		14			31	
Average 1936-41		12			15	

The data pertaining to the independent district superintendents, however, tell a somewhat different story. In this instance there has been a gradual improvement in the situation. The percentage of change has decreased from 21 in 1931-32 to 5 in 1940-41 with minor fluctuations. However, the actual improvement has not been as marked as these figures indicate since a large number of the small districts were abolished during the period and it was in these units that the most frequent changes occurred.

According to the study of the Department of Superintendence in 1931, 4.4 per cent of the superintendents were holding their positions for the first year.¹⁰ For the southern group the percentage was 4.5.¹¹ The existing Kentucky situation compares favorably with these

¹⁰ The Department of Superintendence. *op. cit.*, p. 121.

¹¹ *Ibid.*

figures. However, if it should be true that the national situation has improved since the study referred to was made, the conditions in Kentucky would have to be interpreted in different terms.

One other significant fact is presented by the data in Table IX. The average number of new superintendents each year over the period studied has been 14 for the counties and 31 for the independent districts. Since these figures are affected unduly by factors appearing during the earlier years, a more adequate picture of conditions may be drawn from a comparison based on the last five years. Since 1936 the changes in the county systems have averaged 12 annually and during the same period the changes for the independent districts have averaged 15. Kentucky, then, needs about 27 new superintendents each year. This figure should be modified somewhat in view of the decrease in the number of independent districts. Nevertheless, it gives some indication of the number of new superintendents that should be trained annually.

Experience of the superintendents previous to entering upon their present work.—The experience background of the superintendents previous to beginning their present work should be of value in determining their general fitness. This background may be considered in terms of total years of experience and also from the viewpoint of type. Tables X to XIII give this information pertaining to the Kentucky administrators.

In Table X the years of experience of the county superintendents previous to entering their present positions are presented and the same information for the superintendents of the independent districts is given in Table XI. The previous experience of the county group ranges from 3 to 36 years with a median of 8.45 years. For the independent district superintendents the range is 0 to 35 with a median of 10.33. The independent district group is, therefore, more experienced by almost 3 years of service. It is possible that this difference may be accounted for by the fact that the independent administrators are 4.06 years older as a group and have therefore been engaged in educational work for a longer period. It is also possible that the independent districts demand more extensive experience from those whom they employ to direct their schools. Considering all of the schools involved, the former explanation should probably be accepted.

Table X. Number of Years of Experience Gained by the Superintendents of the County Districts Previous to Entering Upon Their Present Positions

Years of experience	Number of superintendents	Years of experience	Number of superintendents
0	0	19	2
1	0	20	0
2	0	21	2
3	7	22	1
4	12	23	2
5	10	24	0
6	9	25	1
7	17	26	0
8	11	27	0
9	5	28	0
10	9	29	1
11	6	30	1
12	4	31	0
13	8	32	1
14	6	33	0
15	1	34	0
16	0	35	0
17	0	36	1
18	3	Total	120

Median years of experience—8.45.

Table XI. Number of Years of Experience Gained by the Superintendents of the Independent Districts Previous to Entering Upon Their Present Positions

Years of experience	Number of superintendents	Years of experience	Number of superintendents
0	5	19	4
1	0	20	1
2	3	21	2
3	8	22	0
4	8	23	1
5	8	24	6
6	4	25	1
7	19	26	0
8	6	27	0
9	6	28	0
10	12	29	0
11	11	30	0
12	8	31	0
13	4	32	0
14	6	33	0
15	2	34	0
16	4	35	1
17	5	Total	142
18	7		

Median years of experience—10.33.

One apparently unusual bit of information appears in the tabulation of the experience of the independent group. Five superintendents entered upon their present work with no previous experience. This is to be explained by the fact that the schools involved are small and the tenure of the individuals concerned of long duration. The superintendents took the positions before teaching experience was made a requirement for an administrative credential.

Probably of greater importance than length in years is the type of experience gained by the superintendents before they began their present work. This information is given in Tables XII and XIII.

Table XII. Types of Experience Gained by the Superintendents of County Districts Before Entering Their Present Positions

Type of experience	Number of superintendents	Per cent	Average years of such experience
Elementary school teacher.....	88	73	5.98
High school teacher.....	87	73	5.80
High school principal.....	18	15	5.28
County superintendent	6	5	6.17
Independent district superintendent	3	3	6.00
Elementary school principal..	2	2	7.00
Miscellaneous	7	6	3.33

Table XIII. Types of Experience Gained by the Superintendents of Independent Districts Before Entering Their Present Positions

Type of experience	Number of superintendents	Per cent	Average years of such experience
High school teacher.....	99	70	5.77
High school principal.....	67	47	6.78
Elementary school teacher.....	50	35	3.66
Independent district superintendent	32	23	7.84
County superintendent	6	4	4.50
Miscellaneous	7	5	2.57
No previous experience.....	5	4

Seventy-three per cent of the county superintendents had experience in elementary teaching; 73 per cent had served as high school teachers; 15 per cent had experience as high school principals; 5 per cent had held other county superintendencies; 3 per cent had been independent district superintendents; 2 per cent had experience as

elementary principals; and 6 per cent had served in educational positions which could not be classified in either of the indicated categories. On the other hand, only 35 per cent of the independent district superintendents had experience in elementary teaching; 70 per cent had served as high school teachers; 47 per cent had experience as high school principals; 4 per cent had been county superintendents; 23 per cent had held the superintendency in other independent districts; 5 per cent had various other types of experience; and 4 per cent had no previous experience of any kind.

Three items of particular interest, indicated by the data in Tables XII and XIII, should be noted by way of comparison. First, the comparatively meager amount of elementary school experience credited to the superintendents of the independent districts; second, the greater amount of experience offered by this group in the high school principalship; and third, the fact that almost one-fourth of the independent superintendents had previously served in similar positions. This last fact suggests the possibility that these districts are inclined to look over the smaller systems of their own type when seeking a new chief administrative officer.

Probably the most serious situation presented is that of the apparent lack of experience in the elementary school. This, of course, is a frequent finding when administrative groups are studied. The chief administrator must supervise an elementary as well as a high school program. A situation is certainly undesirable in which two-thirds of the administrators of the independent schools lack this essential background in elementary education.

Conversely, the county superintendents, in relatively large numbers, possess a considerable amount of elementary experience. Seventy-three per cent of the group have such a background and offer an average of 5.98 years of experience at the elementary level. A similar percentage have an average experience of 5.8 years as high school teachers. However, the county superintendents do not have the background of administrative experience that is offered by the independent group.

Stevenson found that 54 per cent of the city superintendents in 1934 averaged 3.4 years as high school teachers and that 55.7 per cent had served for an average of 3.8 years in the elementary school.¹² Depp found that 71.3 per cent of the county superintendents had 3.3 years of experience as elementary teachers, whereas 44.8 per cent had taught an average of 1.6 years at the secondary level.¹³ The present

¹² Stevenson, *op. cit.*, pp. 27 and 29.

¹³ Depp, *op. cit.*, p. 36.

study, with the single exception of the percentage of superintendents of the independent systems having elementary experience, indicates larger percentages and longer experience records for the present administrative group than were found in the studies mentioned.

It is probably worthy of consideration to note the small number of county superintendents who had other administrative experience previous to entering their present work. Only 5 per cent had previously served as county superintendent and only 3 per cent had served as superintendent of an independent district. This fact in itself throws some light on the manner in which these positions are filled. Suggestions made in a later chapter, relative to the desirable manner of electing school superintendents, are evidently not being followed to any marked degree by the Kentucky county boards of education.

This general conclusion is probably portrayed with greater definiteness by the data presented in Tables XIV and XV. In these tables the last position held, previous to the election as superintendent, is indicated.

Table XIV. The Percentage of Superintendents of County Districts Entering Their Present Work From Positions of Various Types

Position held previously	Number of superintendents	Per cent
High school teacher.....	68	57
Elementary school teacher.....	26	22
High school principal.....	17	14
Elementary school principal.....	1	1
Independent district superintendent	1	1
County superintendent	1	1
Miscellaneous	6	5
Totals	120	101

In the case of the county superintendents, the position most frequently serving as an entrance to the superintendency was that of high school teacher. Sixty-eight, or 57 per cent, of the county group entered the superintendency in this manner, whereas only 31 per cent of the independent administrators received their last previous experience in such positions. On the other hand, 61, or 43 per cent, of the latter group were serving as high school principals when they were elected to their present positions. Only 14 per cent of the county superintendents were engaged in such work when their elections took place.

Table XV. The Percentage of Superintendents of Independent Districts Entering Their Present Work From Positions of Various Types

Position held previously	Number of superintendents	Per cent
High school principal.....	61	43
High school teacher.....	44	31
Independent district superintendent.....	18	13
County superintendent	4	3
Elementary teacher	3	2
Miscellaneous	7	5
No previous experience.....	5	4
Totals	142	101

In this instance, too, the background of elementary experience is in favor of the county school officials. While 22 per cent of their number last served as elementary teachers only 2 per cent of the independent district superintendents are so classified. While this fact does not guarantee superiority of performance on the part of the county superintendents it does add weight to the other evidence presented indicating their more extensive contacts with elementary work.

One word of caution should probably be advanced at this point. It is entirely possible that, in several instances, experience classified in the sources consulted as *high school principal* actually referred to the principalship of a twelve-grade school. While this fact was not indicated in the records it is a definite possibility and should be kept in mind. This situation could well raise the figures pertaining to elementary experience to a considerable degree.

In Table XVI the general tenure situation for Kentucky superintendents is presented. These data show that the administrators have been in their present positions for from 1 to 34 years with a median for the county superintendents of 7.2 years and for the independent district superintendents of 6.8 years. Stevenson's median for the city group in 1934 was 8.8 years¹⁴ and Depp found the comparable figure for the county superintendents to be 4.4 years in 1936.¹⁵ Considering the discrepancy between Stevenson's study and the data of this investigation, as has been explained previously, it seems safe to say that the Kentucky school superintendents are now remaining in one position for a longer period than they did in former years.

¹⁴ Stevenson, *op. cit.*, p. 33.

¹⁵ Depp, *op. cit.*, p. 36.

Table XVI. Number of Years Kentucky Superintendents Have Spent in Their Present Positions, Including 1940-41

Number of years	Number of superintendents		Number of years	Number of superintendents	
	Counties	Independent districts		Counties	Independent districts
1	6	7	19	0	2
2	6	11	20	0	3
3	25	12	21	0	1
4	2	24	22	2	2
5	11	9	23	0	0
6	4	12	24	0	0
7	30	8	25	1	0
8	4	4	26	0	0
9	10	5	27	1	1
10	0	3	28	0	0
11	5	7	29	0	0
12	3	4	30	1	0
13	1	5	31	0	0
14	6	5	32	0	0
15	0	5	33	0	0
16	0	2	34	1	0
17	1	6			
18	0	4			
			Totals	120	142

Median years in present positions: County superintendents—7.2; Independent district superintendents—6.8.

In the Department of Superintendence study the city superintendents reported a median of 6 years in the position held in 1931¹⁶ while 43 per cent of the rural superintendents had been in their positions less than 5 years.¹⁷ The present investigation indicates a wholesome advance over these figures and also brings out the rather interesting fact that the results of this national study are reversed in Kentucky in that the county superintendents of this state enjoy longer tenure.

The Superintendents' Training

The evaluation of any professional group is concerned with the training of its personnel. One approach to this evaluation is through the amount of academic and professional preparation of the individual members of the group as evidenced by the degrees which they hold.

Table XVII presents information concerned with the number of Kentucky superintendents holding the baccalaureate degree and the institutions from which these degrees were received. Two-hundred

¹⁶ The Department of Superintendence. *op. cit.*, p. 118.

¹⁷ *Ibid.*, p. 205.

fifty-five, or 97.3 per cent of the superintendents have degrees from a collegiate institution. Five of the county superintendents and 2 of the independent group did not indicate the possession of such a degree in the data accompanying their last applications for certification.

Table XVII. Sources of the Baccalaureate Degrees Held by Kentucky Superintendents Serving During the Year 1940-41

Institution granting the degree	Number of superintendents holding degrees		
	Counties	Independent districts	Total
Western (Ky.)	34	25	59
Univ. of Kentucky	17	33	50
Eastern (Ky.)	20	7	27
Georgetown	1	14	15
Morehead	11	3	14
Centre	3	9	12
Berea	5	4	9
Murray	5	3	8
Wesleyan	3	4	7
Transylvania	1	6	7
Union	3	3	6
Louisville	2	0	2
Bowling Green Univ.	1	0	1
Bethel	0	1	1
Out of state.....	9	28	37
No degree	5	2	7
Totals	120	142	262

Of the number holding degrees, 85.5 per cent earned them in Kentucky institutions and 61.9 per cent of this group were trained in institutions supported by the state, in spite of the fact that these state colleges are relatively new institutions as compared with some of the private schools. This condition, however, is to be expected and simply is presented as evidence to the effect that the state colleges are doing the work they were established to do.

In so far as institutional records in this particular are concerned, Western Teachers College leads with 59 graduates of that college serving as superintendents in 1940-41. The next five institutions in order of frequency are—University of Kentucky 50, Eastern Teachers College 27, Georgetown 15, Morehead 14, and Centre 12. It is also apparent from the figures given in Table XVII that the teacher's colleges are more successful in placing their graduates in the county systems than they are in having members of their alumni elected to city superintendencies. Such results might well be expected. The independent district superintendents have been recruited to a marked degree from the ranks of the high school principals as indicated in Table XV. Previous

studies have shown that these principals have been trained largely in the colleges of liberal arts.¹⁸ The Kentucky situation evidently affords no exception to the general rule.

Additional insight concerning the baccalaureate degrees may be secured by reference to Table XVIII. These data indicate the years in which the degrees were granted and therefore afford one measure of recency of training. A majority of the county superintendents have been

Table XVIII. Number of Superintendents Receiving the Baccalaureate Degree in Various Years

Year	Number of superintendents		Year	Number of superintendents	
	Counties	Independent districts		Counties	Independent districts
Before					
1900	0	1	1921	1	5
1900	0	0	1922	2	2
1901	0	1	1923	1	4
1902	0	0	1924	3	12
1903	0	3	1925	6	9
1904	0	2	1926	4	7
1905	0	1	1927	7	12
1906	0	1	1928	15	8
1907	0	1	1929	7	11
1908	0	1	1930	11	8
1909	0	0	1931	7	5
1910	0	0	1932	8	7
1911	0	1	1933	16	5
1912	0	3	1934	9	2
1913	0	3	1935	5	3
1914	0	2	1936	4	1
1915	1	3	1937	2	2
1916	0	1	1938	2	2
1917	0	2	1939	1	0
1918	1	3	1940	1	0
1919	0	2			
1920	1	4	Totals	115	140

awarded their degrees since 1929 while the major portion of the independent group graduated prior to 1927. This difference in the date of graduation is amplified by the data pertaining to the years previous to 1921. Only 3 of the county superintendents had graduated at that date while 35, or 25 per cent, of the independent superintendents who have degrees had earned them before that year. This general situation is to be accounted for, no doubt, by the comparative recency of the state's attempt to increase the qualifications of the county adminis-

¹⁸ Eikenberry, D. H. *The Status of the High School Principal*. U. S. Bureau of Education, Bulletin, 1925, No. 24. p. 7.

trators. It is also true that the difference in the ages of the two groups accounts partially for the difference in the recency of college graduation.

In Table XIX certain information is presented concerning the master's degrees held by the superintendents. These figures should not be interpreted as meaning that only 92 of the 262 superintendents serving in 1940-41 possessed this degree. Depp found that 16, or 13.3 per cent, of the county superintendents held this degree in 1936¹⁹ and there is every reason to believe that there has been an increase in these figures since that date. However, there is apparently no official record available from which exact information on this point may be secured. The sources consulted give pertinent data to the time at which the last application for a certificate was made. Evidence of any additional work completed by the superintendents since that date, and there is certain to be some, is not available in the sources consulted.

Table XIX. Sources of the Master's Degrees Held by Kentucky Superintendents Serving During the Year 1940-41 as Indicated on Their Most Recent Applications for Certificates

Institution granting the degree	Number of superintendents holding the degree		
	Counties	Independent districts	Total
Kentucky	7	30	37
Columbia	1	14	15
Peabody	3	10	13
Chicago	0	7	7
Cincinnati	2	4	6
Western (Ky.)	0	3	3
Ohio State	0	3	3
Indiana	0	2	2
Louisville	1	0	1
Harvard	0	1	1
Colorado	0	1	1
Virginia	0	1	1
Pennsylvania	0	1	1
Alabama	0	1	1
Totals	14	78	92

Certain facts concerning the material in Table XIX may well be noted. It is apparent that the master's degree is more frequently held by the independent district superintendents than it is by the administrators of the county systems. Only 14, or 11.7 per cent, of the county superintendents held the master's degree at the time their last certificates were issued, whereas 78, or 48.1 per cent, of the independent group presented this qualification.

¹⁹ Depp, *op. cit.*, p. 35.

Certain deductions may also be drawn concerning the sources of these degrees. The University of Kentucky leads in this particular having granted one-half of the master's degrees held by the county superintendents and 38.5 per cent of those awarded to the independent administrators. The other degrees were granted by 13 scattered institutions with Columbia, Peabody, and Chicago appearing with the greater frequencies. Of the whole number of these degrees, 42, or 45.6 per cent, were earned in Kentucky institutions, clearly indicating that the majority of these superintendents have made use of graduate facilities located in other states. This condition is presented with added clarity when it is recalled that 85.5 per cent of the bachelor's degrees were granted by Kentucky Colleges. This situation is probably explained by the fact that, with the exception of a short period of years, the University of Kentucky has been the only institution in the state offering graduate work. It is probably also true that this fact is partially responsible for the low percentage of superintendents possessing graduate degrees. The excuse has often been advanced by the local superintendents that such training is not readily available. However, the experience of the Kentucky teacher's colleges with their graduate enrollments during the summer of 1941 indicates that with such work readily available the local administrators may not be so much concerned with additional training as they have indicated in the past.

One additional comment is pertinent. Although a large percentage of the superintendents do not have the master's degree, they frequently have the general supervision of high schools which are accredited by the Southern Association of Colleges and Secondary Schools. The principals of these high schools are required to hold the master's degree. Therefore, the incongruous situation is presented frequently of having a chief administrative officer who possesses less formal training than his subordinates. While this fact may not be of outstanding significance in individual cases, it nevertheless indicates a weakness in the system. The standard of the Association is such that it could well be interpreted as requiring the master's degree of the superintendent.²⁰ However, those responsible for the interpretation have not deemed it wise to include the chief administrators.

The data contained in Tables XX to XXIII were collected in an attempt to determine the amount and type of professional training possessed by the group under consideration. These data were secured from the transcripts of credit filed by the superintendents in the State Department of Education.

²⁰ Southern Association of Colleges and Secondary Schools. *Standards for Secondary Schools*. Article I, Section b.

Table XX. Undergraduate Courses in Education Taken by 119 County Superintendents

Courses	Superintendents having credit for these courses		Median semester hours taken
	No. of superintendents	Per cent	
General Administration	41	34.5	4
Elementary Administration	5	4.2	3
Secondary Administration	16	13.4	3
State School Administration	11	9.2	4
County School Administration	34	28.6	3
Rural School Administration	0	0.0	0
Problems of the County Superintendent	12	10.1	4
Rural School Problems	4	3.4	3
City School Administration	5	4.2	3
Local School Administration	0	0.0	0
Administration of Personnel	0	0.0	0
Administration of Special Divisions	1	0.8	2
School Buildings and Grounds	0	0.0	0
Educational Finance	18	15.1	3
Records and Reports	0	0.0	0
Pupil Accounting	4	3.4	3
General Supervision	24	20.2	3
Elementary Supervision	6	5.1	2
Secondary Supervision	7	5.9	2
Rural Supervision	53	44.5	3
General Elementary Courses	30	25.2	3
General Secondary Courses	54	45.4	4
General Education Courses	106	89.1	7
Psychology	103	86.6	5
Tests and Measurements	59	49.6	3
Special Methods Courses	50	42.1	4
Educational Philosophy	0	0.0	0
History of Education	49	41.2	4
Junior High School	14	11.8	3
Curriculum	12	10.1	3
Guidance Courses	4	3.4	3
Directed Teaching	76	63.9	6
Statistics	2	1.7	4
School Law	0	0.0	0
Kentucky School Law	0	0.0	0
Research and Thesis	1	0.8	3
Miscellaneous (not described)	12	10.1	8

Median number of semester hours taken by the group—28.

Certain general observations may be based on the data in Tables XX and XXI. In their undergraduate training the county superintendents, as a group, have credit for 6 semester hours more professional work than the independent superintendents. Whether this fact is to be considered as favorable to the county administrators is problematical. The amount of credit accumulated in professional

Table XXI. Undergraduate Courses in Education Taken by 126 Independent District Superintendents

Courses	Superintendents having credit for these courses		Median semester hours taken
	No. of superintendents	Per cent	
General Administration	44	34.9	3
Elementary Administration	3	2.4	2
Secondary Administration	20	15.9	3
State School Administration	9	7.1	3
County School Administration	11	8.7	3
Rural School Administration	0	0.0	0
Problems of the County Superintendent	3	2.4	3
Rural School Problems	3	2.4	3
City School Administration	9	7.1	3
Local School Administration	0	0.0	0
Administration of Personnel	0	0.0	0
Administration of Special Divisions	0	0.0	0
School Buildings and Grounds	0	0.0	0
Educational Finance	7	5.6	3
Records and Reports	0	0.0	0
Pupil Accounting	0	0.0	0
General Supervision	25	19.8	3
Elementary Supervision	7	5.6	3
Secondary Supervision	2	1.6	5
Rural Supervision	8	6.3	3
General Elementary Courses	18	14.3	4
General Secondary Courses	45	35.7	4
General Education Courses	96	76.2	7
Psychology	98	77.8	5
Tests and Measurements	45	35.7	3
Special Methods Courses	40	31.7	4
Educational Philosophy	0	0.0	0
History of Education	44	34.9	4
Junior High School Curriculum	10	7.9	3
Guidance Courses	13	10.3	3
Directed Teaching	6	4.8	3
Statistics	58	46.0	6
School Law	7	5.6	3
Kentucky School Law	1	0.8	2
Research and Thesis	0	0.0	0
Miscellaneous (not described)	2	1.6	5
	26	20.6	9

Median number of semester hours taken by the group—22.

courses also indicates a lack of academic training. The fact that almost one-fourth of the undergraduate work of the county superintendents was done in the field of education gives rise to the question as to whether or not these administrators have received the broad academic preparation which, in the light of modern standards, is so essential to adequate functioning in their work. The present program of train-

ing followed in the state, by its stipulation that education may not be offered as a major for a secondary certificate, is designed to secure training in two or more academic fields. A large portion of the individuals under consideration in this study are products of the older plan which permitted a major in education. On the other hand, the independent superintendents have been trained in larger numbers in the arts colleges and have a wider academic background of undergraduate instruction. The certification requirements for professional courses, however, make the difference between the two groups in this particular smaller than might be expected, since the liberal arts curriculum of earlier days did not give much attention to professional courses.

Both types of superintendents have given more attention to preparation at the secondary level than to training in elementary education. The data, considered as a whole, indicate the same general type of preparation for both groups with the county superintendents showing high percentages in the general field of rural education, general courses, and directed teaching. These differences are subject to careful consideration. In the first place, predominance of general courses at the undergraduate level is probably desirable, provided the more specific type of training is given attention in graduate programs. (References previously made to the graduate training of the county group indicate that this has not been done to a marked degree.) Also, since a larger proportion of the county superintendents received their training in the teacher's colleges than is true for the independent administrators, the conclusion seems warranted that these institutions are concentrating on courses of the general type.

Comparison of the data in Tables XX and XXI also suggests that the training of the independent superintendents in undergraduate professional courses has been scattered to a greater degree than has that of the county group. In only 8 instances has a type of course been taken by more than 25 per cent of the independent administrators, while the figures for the county group indicate that in 11 cases more than 25 per cent of their number have credit in a given field.

The typical programs of training for the two groups are very similar, although the courses are not reported as frequently for the independent superintendents as has already been indicated. The median of 28 semester hours of professional training for the county superintendents typically consists of the following:

General Education Courses.....	7 semester hours
Psychology	5 semester hours
Directed Teaching	6 semester hours

Tests and Measurements	3 semester hours
General Secondary Courses	4 semester hours
Rural Supervision	3 semester hours
Total	28 semester hours

For the independent superintendents, the median of 22 semester hours in education takes the following form:

Psychology	5 semester hours
General Education Courses	7 semester hours
Directed Teaching	6 semester hours
General Secondary Courses	4 semester hours
Total	22 semester hours

It will be noted that in Table XXI the percentages having credit for general secondary courses and tests and measurements are the same, 35.7. Consequently, the typical program of the independent superintendents might well include 3 semester hours in tests and measurements as the fourth course and 1 semester hour in general secondary courses to complete the program.

The differences in these typical programs are probably to be accounted for by the difference in the total amount of professional training of the two groups. The county superintendents have typically used these additional hours to prepare for their specific task.

The data in Tables XXII and XXIII, which are concerned with professional training at the graduate level, are all in favor of the administrators of independent districts. The median number of semester hours of professional training at the graduate level for 101, or 71.7 per cent, of the independent superintendents was 24 when they last applied for certification. On the other hand, the corresponding figure for 39, or 32.5 per cent, of the county superintendents was 14 semester hours of graduate professional training.

The typical graduate program of the county superintendents consists of 3 semester hours in secondary administration; 3 hours in general administration; 3 in general supervision; 4 in research and thesis; with the final course being selected from either tests and measurements, special methods, educational philosophy, or statistics. On the other hand, the pattern for the independent administrators is 5 semester hours of credit in general education courses; 5 in general administration; 3 in general supervision; 3 in general secondary courses; 3 in secondary administration; 3 in tests and measurements; with the

remainder of the program being supplied by research and thesis or educational finance. In other words, it is evident that the independent district superintendents tend to make up at the graduate level the deficiency in general administration and supervision noted in their undergraduate preparation.

Table XXII. Graduate Courses in Education Taken by 39 County Superintendents

Courses	Superintendents having credit for these courses		Median semester hours taken
	No. of superintendents	Per cent	
General Administration	13	33.3	3
Elementary Administration	0	0.0	0
Secondary Administration	18	46.2	3
State School Administration	8	20.5	3
County School Administration	0	0.0	0
Rural School Administration	5	12.8	2
Problems of the County			
Superintendent	2	5.1	3
Rural School Problems	0	0.0	0
City School Administration	3	7.7	3
Local School Administration	1	2.6	3
Administration of Personnel	1	2.6	3
Administration of Special			
Divisions	4	10.3	3
School Buildings and Grounds	4	10.3	3
Educational Finance	9	23.1	3
Records and Reports	0	0.0	0
Pupil Accounting	0	0.0	0
General Supervision	12	30.8	3
Elementary Supervision	3	7.7	3
Secondary Supervision	2	5.1	3
Rural Supervision	5	12.8	3
General Elementary Courses	5	12.8	4
General Secondary Courses	12	30.8	3
General Education Courses	15	38.5	5
Psychology	4	10.3	4
Tests and Measurements	10	25.6	4
Special Methods Courses	10	25.6	3
Educational Philosophy	10	25.6	4
History of Education	7	17.9	3
Junior High School	3	7.7	2
Curriculum	6	15.4	3
Guidance Courses	2	5.1	2
Directed Teaching	0	0.0	0
Statistics	10	25.6	3
School Law	2	5.1	3
Kentucky School Law	1	2.6	2
Research and Thesis	12	30.8	4
Miscellaneous (not described)	0	0.0	0

Median number of semester hours taken by the group—14.

Table XXIII. Graduate Courses in Education Taken by 101 Independent District Superintendents

Courses	Superintendents having credit for these courses		Median semester hours taken
	No. of superintendents	Per cent	
General Administration	60	59.4	5
Elementary Administration	4	4.0	2
Secondary Administration	39	38.6	3
State School Administration	19	18.8	3
County School Administration	0	0.0	0
Rural School Administration	4	4.0	3
Problems of the County Superintendent	1	1.0	3
Rural School Problems	0	0.0	0
City School Administration	19	18.8	3
Local School Administration	11	10.9	3
Administration of Personnel	8	7.9	3
Administration of Special Divisions	6	5.9	4
School Buildings and Grounds	8	7.9	3
Educational Finance	32	31.7	4
Records and Reports	1	1.0	3
Pupil Accounting	0	0.0	0
General Supervision	49	48.5	3
Elementary Supervision	20	19.8	3
Secondary Supervision	11	10.9	3
Rural Supervision	1	1.0	1
General Elementary Courses	14	13.9	3
General Secondary Courses	45	44.6	3
General Education Courses	70	69.3	5
Psychology	28	27.7	4
Tests and Measurements	35	34.7	3
Special Methods Courses	24	23.8	3
Educational Philosophy	27	26.7	4
History of Education	29	28.7	4
Junior High School Curriculum	22	21.8	3
Guidance Courses	30	29.7	3
Directed Teaching	2	2.0	6
Statistics	5	5.0	3
School Law	27	26.7	3
Kentucky School Law	4	4.0	3
Research and Thesis	0	0.0	0
Miscellaneous (not described)	32	31.7	4
	2	2.0	13

Median number of semester hours taken by the group—24.

Again, as in the analysis of undergraduate work, training in elementary education is lacking. Practically no credit is indicated for either group in courses of this nature, with the exception of elementary supervision which has been studied by 19.8 per cent of the county superintendents. The inclusion of these courses in elementary supervision may be accounted for by the fact that such work has been accepted as meeting the legal requirement of general supervision.

Notable exceptions in the tabular presentations for the two groups are probably to be accounted for by the difference in the total amount of training and the source of entering the position. Apparently, large numbers of the Kentucky superintendents have prepared specifically for the position which they held previous to entering the superintendency rather than for the work which they now perform.

No data have been found which afford an exact comparison of these particular findings with the results of other studies. In the 1933 investigation of the Department of Superintendence it was found that, using 24 semester hours of credit as evidence of one year of graduate study, the city superintendents of the nation were divided as follows: "12 per cent with no graduate study; 27 per cent with one year or less; 41 per cent, between one and two years; 13 per cent, between two and three years; and 8 per cent with more than three years."²¹ On this basis the superintendents of independent districts in Kentucky would rank in the middle classification. However, the amount of graduate training for the national group has no doubt increased to a marked degree since 1933 and the standing of the Kentucky administrators suffers as a result. Again, in justice to these superintendents, it should be mentioned that a study based on an analysis of transcripts, some of which do not contain all of the work done by the individuals concerned, is much more exacting than an analysis of questionnaire returns which was only a sampling and probably a rather biased sampling at the best. This last assertion is made on the assumption that, since the return of the questionnaire is not obligatory, there may be a tendency for those who have the least training to fail to answer.

In that portion of the Department of Superintendence study concerned with the rural superintendent, data are presented indicating that 28 per cent of the total group reported that they had no graduate study; 21 per cent had more than 2 years of such training; while 51 per cent had some graduate work but less than 49 semester hours.²² On this basis the Kentucky county superintendents do not compare favorably with the national group even though a liberal allowance may be made for the different methods used in the two studies. This conclusion is supported by Depp's finding to the effect that the United States superintendents reported possession of the master's degree with greater frequency than did the Kentucky county superintendents in 1936.²³

²¹ Department of Superintendence, *op. cit.*, p. 110.

²² *Ibid.*, p. 194.

²³ Depp, *op. cit.*, p. 15.

Evidence of the Superintendents' Professional Interest

While certain phases of the professional interest shown by the Kentucky superintendents have already been given attention, two methods of securing insight into this situation offer additional evidence. These methods are—first, to determine the extent to which these individuals hold membership in their professional organizations, and second, to find out how much they are contributing to the professional literature. In the first instance, the membership lists of the American Association of School Administrators for the period 1931-40 were canvassed for the names of Kentucky superintendents allied with that organization. In the second approach, the files of the Kentucky School Journal and the Education Index were examined for the same period to determine the contributions to the literature of the profession.

Membership in the national professional organization.—Table XXIV contains the data showing the percentages of the two groups of superintendents holding membership in their national organization during the period indicated. Although comparative data are not available, the results are not flattering. At no time during the period studied did more than 12 per cent of the county superintendents hold such membership, and the highest percentage for the independent division was 18. It may even be possible that these figures compare favorably with similar data for other states, but the conclusion is nevertheless defensible that on this measure of professional interest the record of the Kentucky superintendents is inadequate. Furthermore, the tabulation brought out the fact that the record, as it stands, was made possible by a few individuals who aligned themselves with the organization over the entire period, or a major portion of it. These superintendents,

Table XXIV. Percentage of Kentucky Superintendents Holding Membership in the National Department of Superintendence, 1931-40.

Year	Counties		Independent districts	
	Number of superintendents	Per cent	Number of superintendents	Per cent
1931-32	6	5	29	11
1932-33	4	3	22	9
1933-34	4	3	17	7
1934-35	6	5	25	13
1935-36	11	9	23	13
1936-37	14	12	26	16
1937-38	12	10	27	18
1938-39	9	8	25	17
1939-40	14	12	26	18
1940-41	10	8	26	18

it might be added, are those who stand highest with reference to general professional reputation in the state.

Contributions to professional literature.—Another measure of professional interest is the extent to which the individuals concerned are making contributions to the literature of their chosen activity. Although definite conclusions are not warranted in individual cases on this basis, some light should be thrown on the general situation. An individual superintendent may be highly professional and not do any writing for publication. On the other hand, it is probably safe to say that those who do contribute to the literature are deeply interested in the advancement of the group as a whole and in the promotion of their own individual status.

The evidence pertaining to this type of professional interest has been secured in two ways. The Education Index was consulted for the period 1931-40 and all articles of any nature written by the Kentucky superintendents were noted. In addition, the files of the Kentucky School Journal were examined for the same period and a similar tabulation made.

Table XXV contains the information relative to the contributions of the Kentucky superintendents as indicated by the Education Index. According to this source of information, the county superintendents are not writing for publication. Only 4 articles were credited to this group during the ten-year period. The record of the independent superintendents is somewhat better although in this instance, also, very little writing has been done. A number of the articles credited

Table XXV. Contributions of Kentucky Superintendents to Educational Literature, 1931-40, According to the Education Index*

Year	Number of superintendents contributing		Total
	Counties	Independent districts	
1931-32	1	1	2
1932-33	1	3	4
1933-34	0	5	5
1934-35	0	5	5
1935-36	1	6	7
1936-37	0	3	3
1937-38	0	2	2
1938-39	1	6	7
1939-40	0	10	10
1940-41 ^a	0	3	3
Totals	4	44	48

* Contributions to the Kentucky School Journal not included.

^a To May 31, 1941.

to this latter group were actually papers read before the Annual Educational Conference of the University of Kentucky and appeared in the published proceedings of that meeting. This fact is illustrated by particular reference to the figures for 1939-40. In this year the independent superintendents were credited with 10 publications but exactly one-half of these were papers of the type mentioned.

In Table XXVI similar data are offered pertaining to contributions to the Kentucky School Journal, the publication of the Kentucky Education Association which appears monthly during the school year. The records of the two groups are relatively similar although the county superintendents' is somewhat more consistent. This latter group has had an average of 4.1 articles published each year of the period while the average for the independent superintendents is 5.3.

Table XXVI. Articles Contributed by the Kentucky Superintendents to the Kentucky School Journal, 1931-40

Year	Number of superintendents contributing		Total
	Counties	Independent districts	
1931-32	4	1	5
1932-33	3	11	14
1933-34	3	5	8
1934-35	5	4	9
1935-36	3	14	17
1936-37	6	5	11
1937-38	5	5	10
1938-39	5	3	8
1939-40	3	1	4
1940-41	4	4	8
Totals	41	53	94

No data were found which might be used as a basis of comparison on either of these measures of professional interest. The Kentucky superintendents may be either high or low when similar groups in other states are examined. However, considering the fact that these leaders should have something of value to offer to the profession at large, and in view of the additional idea that such activity should be of worth to the individual concerned, the Kentucky superintendents should do more writing.

Again, as was mentioned in connection with membership in the national organization, most of the articles were written by a few individuals who contributed consistently to the literature during the period and these men are recognized as being among the superior school administrators of the state.

Summary

The present status of the Kentucky superintendents has been described on the basis of evidence secured from official sources, and this evidence has been interpreted in the light of data applying to this particular group in other years and to the school administrators of the nation.

There are four times as many people qualified legally as school superintendents in the state as there are superintendencies to be filled, and approximately one-fifth of those who hold the superintendent's license have had it renewed for life.

The independent district superintendents are approximately four years older than the county administrators. As compared with earlier studies, the former group remains at about the same age level but the median age of the latter has advanced about two and one-half years since 1936. When compared with the superintendents of the United States, the Kentucky independent administrators are found to be about the same age but the county superintendents are younger.

Practically all of the superintendents are men and there has been a noticeable decrease in the percentage of women serving in the position in the last ten years. More women are acting as superintendent in the county systems than is true for the independent districts.

The salary situation is better than it was a few years ago but adequate compensation for educational service still constitutes one of the major problems of the commonwealth. Kentucky superintendents are underpaid when compared to similar officials in other states.

Many of the Kentucky school systems are small, both when the number of teachers employed is considered and when enrollment is made the basis for judgment. Most of these small systems are classified as independent districts.

On the basis of available figures, the turn-over situation in the state is about the same as that found in the nation at large. In the independent districts, conditions in this respect have improved considerably in the last ten years. Judging from the experience of the last five years Kentucky needs about 27 new superintendents annually.

The independent administrators are more experienced by about three years than are the members of the county group. A larger proportion of the county superintendents have had elementary school experience than is true for the chief officers of the independent sys-

tems. This latter group is superior in preparation at the secondary level and has also had a larger amount of administrative experience previous to entering their present positions. In general, the experience records are more extensive at the present time than has been found to be true in similar studies made in former years.

In Kentucky, the county superintendents enjoy somewhat more extended tenure than do their associates in the independent districts. The figures for both groups are improved in this respect over comparable data of five and seven years ago.

All but seven of the Kentucky superintendents held a baccalaureate degree when their last certificates were issued. The large majority graduated from Kentucky colleges and 61.9 per cent of these were awarded their degrees by institutions which are supported by the state. The county superintendents have, as a group, graduated more recently than have the independent administrators.

The data pertaining to graduate training favor the superintendents of the independent districts. At the time the last certificates were issued more than four times as many of these administrators held the master's degree than was true for the chief school officers of the counties. The majority of the graduate degrees were earned outside of Kentucky.

The county superintendents have more undergraduate professional training and the independent administrators have a larger amount of this type of work at the graduate level. It also seems probable that the academic background of the independent group is superior to that of the county officials. Both groups have given more attention to preparation at the secondary level than to training in elementary education. In fact, the conclusion seems warranted that the individuals now serving as superintendents prepared specifically for the work they were doing previous to becoming superintendents. When compared to the school administrators of the nation, the total amount of training of the Kentucky superintendents seems to be inferior, particularly in the case of the county administrators.

On the two measures of professional interest, the Kentucky superintendents do not make a satisfactory showing. They have not allied themselves with the national organization of superintendents to any marked degree, and their contributions to the literature of education are meager in amount.

CHAPTER V

The Present Plan Followed by Kentucky in Securing Its Educational Leaders

The component parts of the plan followed by Kentucky in securing its educational leaders are found in three sources, viz., the state constitution, the statute law, and rules and regulations adopted by subsidiary agencies to which authority has been delegated by action of the General Assembly. In this chapter, the various phases of the existing plan as provided for in these three sources will be presented, in order that the reader may have a clear understanding of the status of the state's attempt to secure well-equipped school administrators.

Constitutional Provisions Affecting School Administration

Certain provisions of the Kentucky Constitution affect, either directly or indirectly, the state's program for securing trained school administrators. These sections are those concerned with the general mandate concerning education; the manner, time, and place of holding elections; safeguards placed upon official salaries; qualifications relative to eligibility for office; and certain requirements placed upon state officers in general. These various constitutional provisions will be presented in the order named.

The general mandate concerning education.—Section 183 of the Constitution states—"The general assembly shall by appropriate legislation, provide for an efficient system of common schools throughout the state." The language of this provision is simple and the intention of the framers clear. It is made the duty of the legislative body to provide for education and, with the exceptions noted in the immediately following paragraphs, no limitations are placed upon the action that may be taken.

Provisions for holding elections.—Although certain specific requirements concerning elections are made in sections 145 to 154 of the Constitution the schools are exempted from their provisions by section 155. This section reads as follows:

The provisions of sections 145 to 154 shall not apply to the election of school trustees and other common school district elections. Said elections shall be regulated by the general assembly, except as otherwise provided in this Constitution.

In other words, the members of the constitutional convention realized that the election of school board members, and the securing of school officials, constituted a problem different in nature from that of electing the other officers of the government. The way is left open for separate school elections if the General Assembly so desires. The legislative body has not as yet made such a provision. The election of members of boards of education occurs in conjunction with the general election which is held on the first Monday in November. However, the names of the candidates for these offices are placed on a separate ballot which bears no party emblem.

Salary limitation of public officers.—The division of the Constitution having the greatest direct effect upon educational administration is that found in section 246. This section provides that:

No public officer, except the governor, shall receive more than five thousand dollars (\$5,000.00) per annum as compensation for official services independent of the compensation of legally authorized deputies and assistants which shall be fixed and provided for by law. The general assembly shall provide for the enforcement of this section by suitable penalties, one of which shall be forfeiture of office by any person violating its provisions.

The term "public officer" has been interpreted broadly by the courts¹ although its meaning is uncertain in relation to its application in certain instances. It is not pertinent, at this point to comment on the advisability of this stipulation concerning the limitation on official salaries, however, it should be remembered that it was originally made in 1891.

Safe-guards on official salaries.—One other stipulation is made in the constitution concerning the salaries of officers. Section 161 provides that—"The compensation of any city, county, town, or municipal officer shall not be changed after his election or appointment, or during his term of office." In section 235 the same protection is granted to "public officers." Each of these provisions has been interpreted strictly by the courts.²

Eligibility for office.—Apparently the only constitutional requirement for holding office that applies to the school superintendent is contained in section 239. The language of this section is:

Any person who shall, after the adoption of this constitution, either directly or indirectly, give, accept or knowingly carry a challenge to any person or persons to fight in single combat, with a citizen of this state, with a deadly weapon, either in or out of the state, shall be deprived of the right to hold any office of honor or profit in this Commonwealth; and if said acts, or any of them be

¹ *Alvey v. Brigham et al.* 150 S. W. (2) 936.

² *Breathitt County v. Noble*, 116 S. W. 777; *Fox v. Lantrip*, 162 Ky. 178, 172 S. W. 133; *Beauchamp v. Snyder*, 170 Ky. 220, 185 S. W. 868; *Phillips v. Broach*, 186 Ky. 38, 216 S. W. 80.

committed within this state, the person or persons so committing them shall be further punished in such manner as the general assembly may prescribe by law.

Of course this provision is obsolete at the present time, but it is in full effect and illustrates in rather apt fashion the weakness of writing specifics into the fundamental law. It further serves as argument for the position that Kentucky is in immediate need of a constitutional revision.

The school superintendent, as well as any other officer in Kentucky, is required to take the constitutional oath. Section 228 of the Constitution states:

Members of the general assembly and all officers, before they enter upon the execution of the duties of their respective offices, and all members of the bar, before they enter upon the practice of their profession, shall take the following oath or affirmation: I do solemnly swear (or affirm, as the case may be) that I will support the Constitution of the United States and the Constitution of the Commonwealth, and be faithful and true to the Commonwealth of Kentucky so long as I continue a citizen thereof, and that I will faithfully execute, to the best of my ability, the office of according to law, and I do further swear (or affirm) that since the adoption of the present Constitution, I, being a citizen of this state, have not fought a duel with deadly weapons within this state, nor out of it, nor have I sent or accepted a challenge to fight a duel with deadly weapons, nor have I acted as a second in carrying a challenge, nor aided or assisted any person thus offending, so help me God.

Requirements placed upon state officers in general.—At various places in the Constitution stipulations are made concerning requirements that apply to officers of the state. Some of these are self-executory while others depend upon action of the legislative body. No officer shall accept or use a free pass or passes on any railroad, steamboat, or other common carrier on penalty of forfeiture of his office.³ The general assembly is charged with the responsibility of providing for the execution of bonds by all officers.⁴ An officer shall not be interested in any contract for public printing.⁵ And, finally, no term of office shall exceed four years and the incumbent shall continue to hold the office until his successor is duly elected and qualified.⁶

Statutory Provisions Affecting School Administration

The statutory provisions controlling the Kentucky educational program, with a few exceptions in the form of amendments, are found in the Acts of 1934 and are commonly referred to as the Kentucky School Code. As the result of an extensive survey of the general educational situation in the state, the entire body of law referring to

³ *Constitution of the Commonwealth of Kentucky*, Section 197.

⁴ *Ibid.*, Section 224.

⁵ *Ibid.*, Section 247.

⁶ *Ibid.*, Section 93.

the schools was rewritten and presented to the general assembly in that year. Those sections of the law which are pertinent will be presented at this point.

General statutory provisions.—In the Kentucky School Code the county is accepted as the basic school district with the proviso that cities of the first five classes, already organized as independent school districts, shall continue as independent units and all other existing independent districts shall continue to function as such, as long as the school census enumeration shall be 250 or more white children. When the census figure falls below this number the State Board of Education has the right to abolish the district, although the Board may issue special permits which entitle the unit in question to operate for four years.⁷ As a result of this statutory requirement the number of separate school districts has decreased from 314 during the school year 1934-35 to 262 in the year 1941-42.⁸ Under the law, also, all school districts, county and independent, are considered on the same legal basis. Statutes applying only to the county schools and others written for city systems do not exist. Special provisions for either type are made as exceptions to the general statute.

The authority to levy taxes is placed in the fiscal court for the county systems and in the councils of cities of the first four classes when such cities are operating as independent districts. In addition, the amount of the levy is fixed by the school board in all school districts of the state with the single exception of Louisville. In this instance the determination of the levy falls within the duties of the council. All levies must observe the minimum limit of \$0.25 and the maximum of \$1.50 on each \$100 of property subject to local taxation as well as the maximum figures provided for special divisions.⁹

Certification of school administrators.—The law of 1934 provides that:

The certification of all superintendents, supervisors, attendance officers, and other administrative, supervisory, or other instructional employees shall be vested in the State Board of Education. All certificates provided for by this act and that may be issued under this act shall be issued in accordance with the published rules and regulations of the State Board of Education through its executive officer, the Superintendent of Public Instruction. Certificates shall be issued, reissued, and renewed to former students, students, and graduates of the state teachers' colleges of Kentucky for white persons and the College of Education of the University of Kentucky upon the basis of the completion of curricula prescribed by the

⁷ Acts of the General Assembly of the Commonwealth of Kentucky, 1934. Chapter 65, Article V, Sections 2 and 3.

⁸ Kentucky Public School Directory for the years stated.

⁹ Acts of the General Assembly of the Commonwealth of Kentucky, 1934. Chapter 65, Article V, Section 35.

Council on Public Higher Education for each or any of the certificates provided herein or as may hereafter be provided by law, and the curricula when so prescribed may be approved by the State Board of Education.¹⁰

The State Board of Education is also authorized and directed to approve curricula of the private colleges of the state when these curricula comply with the rules and regulations of the Board.¹¹

Although the law vests the certification power in the State Board of Education, it limits the authority of this body in later sections by defining the kinds of certificates that shall be issued and, also, by listing the requirements that shall prevail. The certification provisions which apply to administrators will be described at this point.

The law provides that a certificate in administration and supervision shall be issued¹² which shall be valid for use in any position of superintendent, principal, supervisor, teacher, or attendance officer.¹³ Furthermore, this administrative certificate is issued in two grades called the *provisional* and the *standard*.

The Provisional Certificate in Administration and Supervision is valid for four years, and may be issued to a person who has had at least two years' successful teaching experience and who is a graduate of a standard four-year college or university. The applicant must have completed a standard four-year college or university curriculum for the training of administrators and supervisors. This certificate may be reissued or renewed every four years after three years' experience during the life of the certificate or upon presentation of one-half year of standard college or university work of graduate grade, prescribed in the same manner as for the original issue.¹⁴

The Standard Certificate in Administration and Supervision is valid for five years and is issued to those who, in addition to meeting the requirements for the provisional certificate, have completed one year of standard graduate work. This certificate may be extended for life on the presentation of evidence that the holder has had three years of successful experience during the life of the certificate.¹⁵

The law further specifies that to receive a certificate an applicant must be of good moral character and at least 18 years of age;¹⁶ that all certificates of former issue, valid at the time the act was passed,

¹⁰ *Ibid.*, Chapter 65, Article VII, Section 1.

¹¹ *Ibid.*

¹² *Ibid.*, Section 3.

¹³ *Ibid.*, Section 3 (c).

¹⁴ *Ibid.*, Section 3 (c) (1).

¹⁵ *Ibid.*, Section 3 (c) (2).

¹⁶ *Ibid.*, Section 10.

shall remain in force;¹⁷ that a fee of \$2.00 for original issuance and of \$1.00 for renewal shall be paid by the applicant;¹⁸ and that the State Board of Education shall have the right, on the written recommendation of the Superintendent of Public Instruction, to revoke certificates for immorality, misconduct in office, incompetency, or wilful neglect of duty.¹⁹

Organization features affecting the superintendency.—Certain features of organization as provided in the statutes have an effect upon the superintendent's office. A considerable degree of control of the local educational enterprise is found in the Kentucky plan.

Local school authorities are required to make an annual financial report to the State Board of Education showing all funds received from the Commonwealth and a detailed statement of expenditures for the year;²⁰ the common school fund must be used for the payment of teachers;²¹ the minimum school term is fixed at seven months;²² local board members may be removed by the State Board of Education for immorality, misconduct in office, incompetency, or wilful neglect of duty;²³ local school budgets must be approved by the State Board of Education;²⁴ and additional controls concerning taxation and the creation of debts are provided.

In addition to the specific limitations placed upon local school districts by the statutes, the State Board of Education is granted rather extensive discretionary powers. The section of the law describing the powers and duties of this body follows:

Subject to and in conformity with the Constitution and laws of the Commonwealth, the State Board of Education shall have the management and control of the common schools of Kentucky, public higher education for negroes, and public vocational education and vocational rehabilitation.

The State Board of Education is hereby authorized from time to time, on the recommendation and with the advice of its executive officer, the Superintendent of Public Instruction, to prescribe, print, publish and distribute at public expense such rules, regulations, courses of study, curriculums, bulletins, programs, outlines, reports, and placards as it may deem to be necessary for the efficient management, control and operation of the schools under its jurisdiction, provided that all rules and regulations of the State Board of Education shall have been published before they shall be deemed in full force and effect.²⁵

¹⁷ *Ibid.*, Section 5.

¹⁸ *Ibid.*, Section 7.

¹⁹ *Ibid.*, Section 8.

²⁰ *Ibid.*, Article II, Section 5.

²¹ *Ibid.*, Section 3.

²² *Ibid.*, Section 7.

²³ *Ibid.*, Section 13.

²⁴ *Ibid.*, Article V, Section 35.

²⁵ *Ibid.*, Article III, Section 12.

Complementing this blanket authorization, the General Assembly has also placed upon the State Board the obligation of adopting, on the recommendation of the State Superintendent, rules and regulations relating to grading, classifying, and accrediting all common schools;²⁶ school census;²⁷ plans and specifications for new buildings and for all additions to or alterations of old structures;²⁸ sanitary conditions, medical inspection, and physical education;²⁹ transportation;³⁰ minimum courses of study and educational equipment of school buildings and classrooms;³¹ holidays and special days together with the payment of teachers during absence caused by illness or quarantine;³² budgets and salary schedules;³³ and uniform record blanks.³⁴

The Superintendent of Public Instruction, in his own right, has the power of recommending, to the proper authorities, the removal of superintendents, principals, teachers, and other public school officers for immorality, misconduct in office, incompetency, or wilful neglect of duty.³⁵ Furthermore, he is charged with deciding controversies which may arise involving the proper administration of the public schools³⁶ and, in so doing, is given access to all papers, books and records of all teachers, trustees, superintendents, or other school officers.³⁷

The 1934 Act also provided for the election of a local board of education to be composed of five members and chosen from the district at large.³⁸ Provision was also made for arranging the terms of these officers in such a way that not more than three members would be elected at any one time. The attempt was made in the law to define the duties of this board and the language of the statute is as follows:

Each board of education shall have general control and management of the public schools in its district and may establish such schools and provide for such courses and other services as it deems necessary for the promotion of education and the general health and welfare of pupils as are consistent with the rules and regulations of the State Board of Education. . . . The board shall have control and management of all school funds and shall have under its control and management all public school property of its district and shall have the right to use such funds and property to promote public education

²⁶ *Ibid.*, Article IV, Section 21.

²⁷ *Ibid.*, Section 22.

²⁸ *Ibid.*, Section 23.

²⁹ *Ibid.*, Section 24.

³⁰ *Ibid.*, Section 25.

³¹ *Ibid.*, Section 26.

³² *Ibid.*, Section 28.

³³ *Ibid.*, Section 29.

³⁴ *Ibid.*, Section 30.

³⁵ *Ibid.*, Section 13.

³⁶ *Ibid.*, Section 12.

³⁷ *Ibid.*, Section 15.

³⁸ Amended, *Acts of the General Assembly of the Commonwealth of Kentucky, 1940*, p. 304.

in such ways as it may deem necessary and proper. Each board shall exercise generally all powers in the administration of its public school system, appoint such officers, agents, and employees as it may deem necessary and proper, prescribe their duties, and fix their compensation, and terms of office.

Each board shall have power to fix the time and place of its meetings, to make, amend, adopt, and repeal rules, regulations, and by-laws for its meetings and proceedings, for the government, regulation, and management of the public schools and school property of such district, for the transaction of its business, and for the qualification and employment of teachers and the conduct of pupils. Such rules, regulations, and by-laws shall be consistent with the general school laws of the Commonwealth and shall be binding on such board of education and parties dealing with it until repealed by an affirmative vote of three members of such board.³⁹

One of the duties assigned by law to the local board of education is that of selecting a superintendent of schools and it is specified in the statute that the appointment may be for a term of one, two, three, or four years.⁴⁰ Additional stipulations are to the effect that—the applicant must present to the board a statement, signed by the Superintendent of Public Instruction, indicating that he has been duly issued a certificate of administration and supervision; the superintendent shall be the executive officer of the board and shall meet with it except when his own tenure, salary, or administration are under consideration; and that his salary shall be determined by the board and shall be not less than \$1,200 a year. The law also provides that the superintendent may be removed from office for cause at any time by a vote of four members of the board, provided that he is given written notice of 15 days signifying the board's intention.

The attempt is also made in the statute to describe the powers and duties of the superintendent in a rather definite manner. A summary of these provisions is presented in the following list:

The superintendent shall see that the laws relating to the schools, the by-laws, rules, and regulations of the State Board of Education, and the regulations and policies of the district board of education are carried into effect

He shall be the professional adviser of the board in all matters, except as provided by the law for certain exceptions in cities of the first and second classes

Under the direction of the board he shall prepare all rules, regulations, and by-laws, and statements of policy, specific and general, for the board for its approval and adoption

He shall have general supervision, subject to the control of the board of education, of the general conduct of the schools, the course of instruction, the management of business affairs except as otherwise provided in cities of the first and second classes

He shall nominate, for the board's consideration and approval, as many assistant superintendents as he may deem necessary

³⁹ *Acts of the General Assembly of the Commonwealth of Kentucky, 1934. Chapter 65, Article V, Section 29.*

⁴⁰ *Ibid.*, Section 29.

He may remove assistant superintendents from office with the approval of three members of the board

He shall recommend to the board for appointment, promotion, transfer, or dismissal all principals, supervisors, teachers, and other public school employees except for certain exceptions in first and second class cities

He may suspend any teacher or other employee for cause deemed by him sufficient, subject to the approval of the board

He shall devote himself exclusively to his duties

He shall have the power to appoint and remove clerks whose number and compensation shall be fixed by the board

He shall examine the condition and progress of the schools of his district, and shall keep himself informed of the progress in other districts

He shall prepare, or have prepared, all budgets, salary schedules, and other reports required by his board and by the State Board of Education

He shall advise himself of the need of extension of his school system

He shall receive and examine reports from teachers and other school officers

He shall be responsible to the board for the general condition of the schools

He shall make recommendations to the board concerning the filling of vacancies in the office of school trustee when they occur

He shall furnish to any franchise paying corporation in his district the boundary of his school district. This shall be done on or before the first day of July and a copy of this report must be filed with the county clerk

He shall not buy teachers' claims nor be interested either directly or indirectly in such claims

He shall not act as an agent for any textbook company

He may serve as secretary of the board

In other words, the attempt is made, in the School Code, to describe the relationship of the board of education and the superintendent of schools in such a way that the chief school officer will be able to function as a professional and that the board will confine its activities to its proper sphere. The language of the statute is particularly clear on one point, viz., the right of the superintendent to recommend personnel for employment, subject to the board's approval. After giving this power to the superintendent, the statute makes an additional stipulation:

In the event that the board of education cannot agree with the superintendent as to any certificated person recommended by such superintendent, such board of education may appeal to the State Board of Education to review the case and the decision of the State Board of Education shall be final.⁴¹

⁴¹ *Ibid.*

Provisions Affecting School Administration Which Have Resulted From the Delegation of Authority

As noted in preceding references to the statutes, the General Assembly has delegated authority in certain matters to the State Board of Education acting through the Superintendent of Public Instruction, the State Department of Education, and the Council on Public Higher Education and the work of the last named body is of particular significance at this point.

The Council on Public Higher Education was created by the general assembly in 1934 in the following language:

For the purpose of coordinating the work of public higher education in this Commonwealth, there is hereby created a Council on Public Higher Education.

The Council on Public Higher Education shall be composed of the following members: The president or chief executive officer of the following institutions of higher learning for white persons—the University of Kentucky, Eastern Kentucky State Teachers College, Western Kentucky State Teachers College, Murray State Teachers College, and Morehead State Teachers College; a member, other than the Superintendent of Public Instruction, of the board of regents of each of the four above mentioned state teachers' colleges, said member to be selected by the board of regents of each teachers' college; three appointive members of the board of trustees of the University of Kentucky to be selected by the board of trustees of said University; two lay members of the State Board of Education to be selected by the State Board of Education; the dean of the College of Education of the University of Kentucky; and the Superintendent of Public Instruction, who shall be ex officio chairman of the Council. When the Council shall meet to consider curricula for teacher training, three persons who are from accredited institutions of higher learning, who are not members of the Council and who have been appointed by the Executive Committee of the Association of Kentucky Colleges and Universities shall be invited to meet with the Council in an advisory capacity.⁴²

The Council, in carrying out its legal functions, employs the services of one committee whose work is of particular significance. This is the Advisory Committee on Teacher Training and is composed of the State Director of Teacher Training, the dean of the College of Education of the University of Kentucky, the deans of the four teachers' colleges, and the deans of two of the private colleges of the state who are appointed by the chairman of the Council. This committee has the program of teacher training under constant study and makes its recommendations to the Council for consideration.

In 1935, the Council on Public Higher Education, with the approval of the State Board of Education, prescribed curricula leading to the issuance of the Provisional Certificate in Administration and Supervision and the Standard Certificate in Administration and Supervision.

⁴² *Ibid.*, Article XI, Sections 1 and 2.

Two basic assumptions were made by the Council. First, the fields of administration and supervision were defined as including superintendents of schools and school systems, assistant superintendents, general and special supervisors, elementary and secondary school principals, assistant principals, and principals of special schools.⁴³ The second basic assumption was stated in the following terms:

It is believed that to set up one certificate valid only for the elementary principalship, another valid only for the secondary principalship, and another valid only for holding a superintendency would tend to confuse people and would be difficult to administer. . . . In the end it was decided to prescribe a curriculum which would train for general administration and supervision, with minimum training provided in the four-year curriculum, and to provide for specialized training during the fifth year.⁴⁴

The acceptance of this last named principle made the task of determining the nature of the administrator's program of training extremely difficult. Since the Provisional Certificate in Administration and Supervision may be granted on four years of college work, the attempt was made to base the administrator's curriculum on four-year curricula already existing for the preparation of elementary and secondary teachers. It was provided that the prospective administrator should include courses in administration and supervision, and in addition, a minimum of six semester hours in elementary education if he has completed the curriculum for high school teachers, or six semester hours in secondary education if he has prepared for elementary work.⁴⁵

In other words, the plan was devised in such a way as to qualify the administrator with training designed to prepare for classroom teaching at either the elementary or secondary level, plus six semester hours of general work in administration and supervision, and an additional six hours of credit at the level for which he has not prepared specifically. As the plan actually works, the individual frequently completes his program of teacher preparation and at a later date earns the 12 hours of additional credit. However, the fact remains that at the present time a student may choose his courses wisely, graduate from college, teach 14 months in an elementary and/or secondary school and be legally qualified thereafter to hold any position in the public schools of Kentucky for the remainder of his life, the only stipulation being that he shall engage in educational work for three years out of every four.

⁴³ Commonwealth of Kentucky Educational Bulletin. *Teacher Education and Certification*. p. 195.

⁴⁴ *Ibid.*

⁴⁵ *Ibid.*, p. 196.

The only provisions made by the Council relative to requirements for the Standard Certificate in Administration and Supervision are that the applicant must have completed the requirements for the issuance of the Provisional certificate in Administration and Supervision and, in addition thereto, have secured a master's degree with a graduate major in administration and supervision. It is recommended by the Council that this graduate major should include 12 or more semester hours in courses in general administration and supervision and courses emphasizing special administrative problems.⁴⁶

Summary

In Chapter V the plan followed by Kentucky in securing educational administrators has been described. The various phases of this plan are found in the state constitution, the statute law, and rules and regulations adopted by subsidiary agencies operating under authority delegated by the state legislative body.

The constitutional provisions, for the most part, are those which apply to officers of the state in general and consequently affect the superintendent of schools. The provision establishing a salary limitation of \$5,000 a year on public officers is the stipulation of greatest significance.

The statutory provisions are concerned with general requirements which affect the superintendency; the standards established for certifying school administrators; and features of organization which operate as determining factors on the superintendent's work. The particular significance of these organizational features is that they indicate that the state authority exercises a considerable degree of control over the local educational enterprise, and that an attempt has been made to distinguish between the work of the local board of education and the functions of the superintendent.

The rules and regulations of subsidiary agencies of particular importance are those dealing with the training program designed to prepare school administrators. This program consists of a meager extension of the curricula planned for the preparation of elementary and secondary teachers.

⁴⁶ *Ibid.*, p. 198.

CHAPTER VI

Principles Upon Which A Program Designed to Prepare Efficient School Administrators Should Be Based

Before any attempt is made to make suggestions concerning the particular program that should be followed by Kentucky in training its school administrators, it is necessary to describe an acceptable plan designed for this purpose. With this accomplished, the program followed by Kentucky can be evaluated and recommendations made for improvement. Accordingly, an attempt will be made to answer the following question—What are the principles upon which a program designed to secure efficient school administrators should be based?

To secure efficient administrators in the public schools it is essential that certain fundamental principles be recognized and made integral parts of a state's educational program. In broad outline, the state must set up necessary guarantees that it will be protected itself in that only those who meet its requirements may be considered for positions. Furthermore, the office of superintendent of schools must be dignified to the extent that it will attract men and women of the highest type and training. The office, therefore, must give certain guarantees of freedom of action, security, reward, and opportunity for accomplishment commensurate with similar work in the fields of private enterprise. On any other basis the interests of public education will suffer.

There are four media through which the foregoing guarantees may be secured. Certain principles may be made a part of the state constitution, the statute law may contain the necessary safeguards, the rules and regulations of the board of education may delegate the essential attributes to the superintendency, and enlightened public opinion may demand that its highest educational officer be granted powers necessary to the exercise of true professional leadership. Probably a plan that makes use of all four of these media will be most effective, and it is on this assumption that the discussion proceeds.

The literature of educational administration is voluminous and in the course of its development much attention has been given to the superintendent. Many of the numerous educational surveys have been concerned with this officer and the recommendations made in these studies constitute a valuable source of information. The surveys have

been made by those who in some way or other have established themselves as authorities in school administration, and the recommendations they have made have been advanced in the light of peculiar situations found in the situations investigated. When, for a considerable period of time, these recommendations are found to be in agreement they may be accepted as having some fundamental value. Again, the literature contains numerous expressions of the opinions of educational experts relative to various phases of the problem of securing efficiency in the superintendent's office. This expert opinion comes from university professors of educational administration and also from the broader field of public administration, from professional school superintendents, and to a lesser degree from interested laymen. These statements of opinion express the results of observation of educational work. Although, in many instances, the statements are not supported by objective evidence they are considerable in amount and rather uniform in their implications. Consequently, they may be accepted as criteria descriptive of the superintendency at its best, in so far as present knowledge is able to determine what is most desirable.

That this assertion has evidence in its favor is indicated by the following statement from one who although interested in administration is not primarily concerned with its applications to educational problems. He writes:

The scientific method of approaching the problems of public administration has probably had wider application in the public schools than in any other branch of government. The National Education Association, the colleges of education of the great universities, The Federal Office of Education, state departments, and research agencies in city school systems have been applying themselves to the development of standards for many years.¹

The attempt will be made, therefore, to answer the question raised in this chapter by use of a four-fold division. Suggestions will be made relative to—first, principles designed to protect the state; second, principles designed to protect the administrator; third, principles designed to protect the profession of school administration; and fourth, principles underlying an adequate training program for school administrators. These divisions will be presented in the order named

Principles Designed to Protect the State

Education is a function of the state. This principle has been established for such a period of time, and has been so widely upheld by the courts that it needs no substantiating evidence in its support. How-

¹ Pfiffner, John M. *Public Administration*. The Ronald Press, New York, 1935. p. 504.

ever, with this statement as a premise it follows that it is the obligation of the state to take the steps necessary to establish and maintain a school system that is as efficient as possible. In so far as this obligation of the state affects the immediate study it is concerned with securing efficient administrative personnel and establishing an organization designed to facilitate the functioning of the personnel.

Securing efficient administrative personnel.—The state secures efficient personnel through the exercise of its licensing power. This involves legislation recognizing the power of the state to control the governmental function in question and declaring its intention of so doing, the establishing of certain minimum standards for participation in the activity, and the further declaration that it will be considered illegal for anyone not holding the state's license to engage in the function. In the field of education this licensing power has usually been called the power of *certification* and the license itself a *certificate*. That the state should establish and maintain a plan of certifying those who engage in the education of its future citizens needs no defense and all the states of the Union are doing this, with varying degrees of success, at the present time. However, experience indicates that there are certain features in the existing plans that are desirable and others that are definitely unsound. A state's program for the certification of its educational administrative officers should be based on acceptable principles.

1. The state legislative body should set up by law minimum and general standards for certification. The specific requirements, the interpretation, application, and upward revision of these general standards should be delegated to the State Board of Education acting through its professional staff in the State Department of Education.² This principle is not recognized in many of the plans now followed by the states.³ However, the soundness of the proposal is apparent to even cursory examination. Education is not static. Standards pertaining to its personnel are relative and subject to constant modification as the demands made upon the schools are increased and the programs designed to train personnel are refined. Need for educational personnel varies from year to year. Supply and demand factors change. The general legislative machinery is too complicated to secure the action required. Frequently, attempts at legislative change of certification laws are opposed by unprofessional elements who for selfish reasons wish to maintain the status quo. Regressive steps may also be promoted by

² National Education Association. *A Self-Survey Plan for State School Systems*. p. 115.

³ Peterson, B. H. "Certification of School Administrators in the United States." p. 786.

similar interests. Determining the detailed requirements is a professional task and one which should be handled with dispatch. Legislators are not qualified to pass upon detailed technical qualifications and laws once placed upon the statute books are difficult to repeal. The whole practice of legislative bodies, related to their attempts to write specifics into the statute law is conducive to inefficiency. An acceptable certification law should do two things—"fix minimum standards and empower the board of education to interpret these standards into rules and regulations and to set higher standards when deemed advisable."⁴ Only in this way can a long-view program of continuous educational policy be planned.

2. Special certificates should be required for superintendents of schools. The practice of requiring some type of certificate to teach in the public schools is as old as public education itself⁵ but the same cannot be said for the provisions made by the states to secure competent administrative personnel. In the earlier years the position was taken, apparently, that the ability to teach was a sufficient guarantee of the ability to administer. This conclusion was reached because of the fact that the work of the superintendent of schools was confined largely to educational phases of the task while the so-called business management of the schools was attended to by some other official. Gradually, however, the realization has grown that the public expects certain accomplishments and services from its educational administrators for which experience in teaching and the usual teacher-training programs do not prepare adequately.

The Kentucky Educational Commission in its report of 1922 made the following assertion on this point:

Different kinds of school work call for different kinds of preparation. Elementary school teaching calls for one kind of training, high school teaching for another kind. A sound certification system will, therefore, provide for as many kinds of certificates as there are kinds of school work calling for specific and prolonged preparation.⁶

Another writer in the field, writing at about the same time, presented his views in these words:

Whether or not educational leadership is subject to specialization depends upon whether or not technical knowledge of a high order is necessary for the successful solution of the problems of administering a school system or an educational institution, and again, upon whether or not such a body of technical knowledge is at the command of those who would be trained for such service. . . . Since specialized certification is generally recognized as a means of pro-

⁴ National Education Association, *op. cit.*, p. 115.

⁵ Cubberley, Elwood P. *State School Administration*. p. 621.

⁶ Kentucky Educational Commission. "Better Trained Teachers." p. 169.

professionalizing teachers, may we not conclude that specialized certification is a means of professionalizing educational leaders. And again, since the oldest established professions have attained their professional prestige through zealously guarded admission based on evidence of technical knowledge, may we not finally conclude that specialized certification is a potent and practical means of professionalizing educational leadership?⁷

The administration and supervision of schools is a specialized task. The various problems of school business administration, personnel administration, plant management, and public relations call for the exercise of abilities not guaranteed by successful classroom effort. Moreover, the technical knowledge required for the successful solution of these special problems is available for those who care to master it. "The recent development of the various branches of educational science increases the demand for specialization. . . . Authorities agree that special requirements should be established for the certification of administrators and supervisors."⁸

A general certificate in administration and supervision is not adequate and some distinction should be made between the several types of credentials required of administrative officers. Such was the recommendation of the Kentucky Educational Commission.⁹ Peterson came to the following conclusion :

So far, a majority of the states requiring the certification of school administrators have failed to recognize the need for special and different training for each type of school administrator. The present trend in the certification of school administrators is in the direction which takes cognizance of this need.¹⁰

Reller makes this suggestion :

Many of the states are now issuing certificates for administrative officers and this represents a step in the right direction. In many instances, however, these certificates do not insure a careful selection nor adequate training and should be modified to be of more functional value.¹¹

One of the most comprehensive plans designed to secure this special training is that followed by the state of Washington.¹² In that state an actual attempt has been made to provide for competent administrators of the various types and the specialized nature of the several positions has been recognized. Without such provisions the number of individuals holding the general administrative certificate becomes large, with

⁷ Hart, Frank W. "Special Certification as a Means of Professionalizing Educational Leadership." pp. 124-8.

⁸ National Education Association, *op. cit.*, p. 115.

⁹ Kentucky Educational Commission, *op. cit.*, pp. 169-70.

¹⁰ Peterson, *op. cit.*, p. 786.

¹¹ Reller, Theodore L. "Improvement in the Status of the Local Superintendent of Schools." p. 20.

¹² Bolton, Frederick E., Cole, Thomas R., and Jessup, John H. *The Beginning Superintendent*. p. 24.

the result that the average school board member is very likely to feel that filling a specific administrative office is a relatively simple task. With a plan which includes more specific training for superintendents the board member and the public at large will probably take a different attitude.

Furthermore, it has been shown previously in this and similar studies that superintendencies are filled from principalships. One writer in commenting on the situation makes this pertinent suggestion: "Men who resign principalships to become superintendents are frequently leaving the field of work for which they are trained and are very likely to find themselves attempting a job for which they are not trained."¹³ The principalship is a special job and requires specific training, but the same statement can be made concerning the superintendency.

The suggestions made at this point, and the facts presented previously in this study indicating the background of training secured by a provision for a general administrative certificate, lead to the conclusion that the second principle essential to a state's plan for securing efficient educational administrators should be the requirement of special certificates for superintendents of schools.

3. Two grades of the administrative credential should be provided. Two degrees of efficiency in educational administration should be recognized by a state's certification program. These degrees of efficiency are represented by the individual who barely meets the minimum requirements established by the state authority, and the other individual who has gone beyond this minimum and is recognized as a professional. Such a provision furnishes a mark of distinction for the latter individual and serves as a spur to further endeavor to the former. Current practice supports this suggestion.¹⁴

Not more than two grades of the administrative credential are recommended in as much as simplicity is a desirable characteristic of any certification plan. The desired results may be secured by providing two types and a larger number would make the system unnecessarily complex.

4. No life certificate should be issued but a continuous credential should be provided for the professional administrator. This principle has not been advocated by any large number of authorities but it has

¹³ Curfmann, W. W. "Recruiting City Superintendents." p. 46.

¹⁴ American Association of School Administrators. *Standards for Superintendents of Schools.* p. 24.

been advanced forcefully by some.¹⁵ The weakness of the life diploma lies in the fact that once obtained it is always in force regardless of whether it is used or whether the holder makes any attempt to keep abreast of educational developments. On the other hand, some special credential should be provided for those administrators who are truly professional and are making educational administration a life career. A permanent certificate, carrying the provision that the holder should give evidence at specified intervals, e. g., every four or five years, that he is continuing his professional advancement should prove of worth. This evidence of professional advancement should be considered broadly and could well take several forms. However, it should be impossible for anyone to hold a certificate by which he might leave the profession for a considerable period and then return at a later date fully certified.

5. No fee should be charged by the state for the issuance or renewal of its teaching certificates. So far as the writer is able to determine, only one authority has given this matter his attention. Cubberley, writing in 1906, advanced the principle in these words:

The state must, as we have frequently said, require those who expect to teach its children to pass an efficiency test; and from time to time, as conditions warrant, the state should increase the requirements demanded for entering the work. The test is necessary, and all prospective teachers must be required to take it, in one form or the other. This test is erected by the state for its own protection, but in more than four-fifths of the states the teacher, and not the state, pays the expense of this test in the form of an examination or certificate fee.

This is nothing more than a form of petty graft imposed on the most poorly paid of all public servants, and against which the teacher has no recourse. . . . The examination is a state necessity for the protection of the children of the state, and the state should assume the expense for it.¹⁶

Although he uses the word *examination* in the foregoing quotation, Cubberley plainly indicates in the context of his discussion that his proposal would also apply to the issuance of certificates on credentials. This principle may be defended adequately. Certification represents the state's machinery for applying the merit system to the selection of educational personnel and it is fundamentally wrong to ask the affected individuals to defray any part of the cost. The federal government finances its civil service and should do so. A state should do likewise. The sum involved is usually nominal but a thoroughly sound certification plan will not require that it be paid by those who receive certificates.

¹⁵ Evenden, Edward S., et. al. "Teacher Personnel in Public Schools of the United States." p. 109.

¹⁶ Cubberley, Elwood P. *The Certification of Teachers.* p. 43.

6. Provision should be made for the revocation of certificates and the rights of both the state and the holder of the certificate should be protected. In spite of the care that may be taken in the issuance of certificates an occasional individual will be licensed who is not worthy. The certifying system adopted by a state should take such a possibility into account and provide for the revocation of certificates by means of a dignified and formal proceeding. At the same time, the rights of the holder of the certificate should be protected against arbitrary, malicious, or unfair action on the part of those given the power to revoke certificates. Such an arrangement is only fair, but the fact remains that in 1938 only 15 of the 48 states made any mention whatsoever of the rights and privileges of teachers in such cases; only 11 states provided for an appeal by teachers; and only one state had a procedure for reinstatement if such action should be justified.¹⁷ Such a situation is manifestly unfair. Provision is uniformly made for guaranteeing the legal rights of professional accountants, architects, lawyers, physicians, and nurses when they are accused of conduct for which their licenses may be revoked.¹⁸ Similar guarantees should be made for those who hold educational credentials. Appeal to the courts for relief is not adequate for the hesitancy of judicial bodies to inquire into acts involving the exercise of discretionary power is well established. Since the privileges to be guaranteed are professional in nature, the right of appeal to the State Board of Education should certainly be granted and in the near future the final decision should probably be lodged in the state professional organization of which the individual in question is a member, e.g., the state organization of school administrators if the appellant is an administrator.

7. No certificate should be issued unless the applicant furnishes an acceptable certificate of sound physical and mental health. This principle seems to be so justified as to need no argument in its support. The importance of good health to the efficient performance of duty, and the close association of all educational officers with children constitute sufficient evidence. Furthermore, the growing practice of establishing state teacher retirement systems offers additional argument. However, in 1939 only nine states required health certificates from those applying for a superintendent's license and only one of these (California) made the additional requirement concerning mental health.¹⁹ The Committee on Certification of Superintendents of Schools of the Ameri-

¹⁷ National Education Association. *Statutory Status of Six Professions*. p. 224.

¹⁸ *Ibid.*

¹⁹ American Association of School Administrators. *Standards for School Superintendents*. p. 25.

can Association of School Administrators included this provision in their list of minimum requirements for those entering the superintendency.²⁰ The state, in line with its obligation of establishing and maintaining an efficient school system, should make such a requirement in its statutes. Probably the next few years will see a rapid acceptance of this principle. The importance of health is again being brought to public attention in no uncertain terms. The nation's defense program may well have a wholesome concomitant effect upon the educational personnel of the several states.

8. No certificate should be issued unless the applicant is a citizen of the United States. The importance of requiring all workers in the public schools to be citizens is also intensified during a period of national crisis. The schools are established, in part, as institutions for the perpetuation of American culture and ideals. Certainly it is not asking too much to require that those who receive their livelihood from public funds should declare their allegiance to the extent of becoming citizens. The situation in 1939 is represented by the following excerpt from the report of the special committee of the American Association of School Administrators:

United States citizenship is written into the requirements for certification in eight states. California specifies, in addition, that an applicant for an administrators credential be a citizen of California. In many other states citizenship is assumed or is specified by law regardless of certification requirements.²¹

This prerequisite for beginning superintendents was recommended by the Association's committee in its final report.²²

While the question of United States citizenship may not be a problem in many of the states, the principle advocated here should be a definite part of their certification plans.

9. A superintendent's certificate should not be issued to an applicant who is less than 25 years of age. Probably there is general agreement that some minimum age requirement should be made for the issuance of these certificates but just what the age should be is questionable. That a degree of maturity not essential to teaching success should have been attained by the school's chief administrative officer seems apparent. The committee of the American Association of School Administrators found that only 12 of the states had estab-

²⁰ American Association of School Administrators. *The Superintendent of Schools and His Work*. p. 47.

²¹ American Association of School Administrators. *Standards for Superintendents of Schools*. p. 25.

²² American Association of School Administrators. *The Superintendent of Schools and His Work*. p. 47.

lished a minimum age for superintendents in 1939 and that these provisions extended from 17 to 23 with an average of 18.²³

The final determination of a minimum age for superintendents is largely arbitrary. However, the committee of the American Association of School Administrators fixed the minimum at 25 years and that is the basis for its acceptance in this study. The choice is supported by other findings in the present investigation which deal with the desired training and experience of beginning superintendents.

10. No certificate should be issued to an applicant who does not meet desired standards relative to personality and character. To require that all holders of a state's educational certificates should meet desired standards of personality and character seems to be fundamental, but it is recognized that the measurement of these qualities is very uncertain and that existing laws making such provisions are not regarded seriously in many instances. However, this is no excuse for ignoring the principle if it is important. One purpose of certification is to protect the child, and all others connected with the school system, from school officers who are incompetent, immoral, intemperate, and undesirable. It follows that frequent checks must be made on these qualities.²⁴ Probably such an investigation should be conducted at each certificating period. Confidential information could be secured from dependable sources and some conclusion reached. As an essential part of such a provision it should be stipulated in the law that this confidential information, given at the request of state authorities, should be privileged.

11. No residence requirement should be made for any of the certificates issued. The boundaries set about the various certificates should be stated in professional terms only, and not in the language of geography. It is to the advantage of a low ranking state to certify educational officers from higher ranking states. Employers of teachers, principals, and supervisory officers should be free to choose the person best qualified for the job in question regardless of his previous residence. Cubberley recognized the importance of this principle at an early date.²⁵ Fifteen states had adopted the provision, as it applied to their county superintendents in 1931.²⁶ Localism in the selection of school officers cannot be considered progressive.

²³ American Association of School Administrators. *Standards for Superintendents of Schools*. p. 25.

²⁴ Bowers, Harold J. "Ten Principles of Teacher Certification." p. 92.

²⁵ Cubberley, Elwood P. *State School Administration*. p. 634.

²⁶ Newsom, N. William. "Evaluation of the Legal Status of the County Superintendent," p. 46.

12. Minimum qualifications for the issuance of certificates should be established by law and these should demand as high evidence of initial preparation as a state's economic and educational conditions will permit. Since the question of minimum requirements for the superintendency is treated in detail in a following section of this study (see pp. 430-3) no amplification of the principle will be made here. Suffice it to say that in the statement of such qualifications the weight of attention should be placed upon *educational* rather than *economic* conditions. Economic factors cannot be ignored, but the chief task of educators is to place standards where they should be and then "compel the tax-payers to provide adequate salaries."²⁷ It would be far better to have standards that are too high and make use of some emergency measure to meet temporary conditions than to have the mediocrity resulting from the adoption of standards that are too low.

Providing adequate organizational machinery.—In addition to providing for adequate personnel, a state's educational plan must be marked by certain characteristics of good organization if the best school administrators are to be secured. While the state should maintain desirable controls it must at the same time allow sufficient opportunity for the exercise of individual initiative if competent men and women are to be attracted to the profession. Furthermore, delegation of the state's authority must be so planned that the resulting system will meet modern educational demands. The state's machinery affecting educational administration may be considered under two headings. These are—first, the extent to which the control of education should be centralized; and second, the provisions that are to be made for local boards of education. Principles applying to each of these problems will be presented in the order named.

1. Centralizing tendencies in education should not destroy local initiative and effort. The movement toward centralization in government has been taking place for a considerable period. Education has not escaped the general trend. From the extreme local nature of the early educational efforts the direction has been consistently toward a higher degree of central authority. That much of this is desired is admitted readily. That education is a state enterprise and not one of purely local concern has been advanced previously in this study. That responsibility should be fixed and that the state authority should exercise supervision over the local agency may also be defended. But just where is this process to stop, or should it stop at all?

²⁷ Cubberley, Elwood P. *The Certification of Teachers*. p. 70.

The following statement is taken from the report of the Educational Policies Commission :

It is sound policy which designates education as a function of the state. Since education is a matter of general concern and not one which may be left safely to the complete control of local communities, the state has the right and the obligation to mandate a general program of education.²⁸

Such a statement as the foregoing cannot be questioned, but certain writers have gone so far as to suggest that the appointment of local superintendents should be subject to the approval of state officials²⁹ and that state authorities should exercise the power of removal over local school officers.³⁰ The second of these proposals can probably be more ably defended than the first. However, does either suggestion indicate the best way to obtain the desired result, viz., securing a competent local superintendent of schools? Is there any evidence that the typical administrative officer at the state level is of a superior quality to the local administrator? Would not such a provision give a local selecting agency an opportunity to dodge its obligation by shifting responsibility to the state agency? Such possibilities, coupled with the chance of destroying local interest and initiative, forces the conclusion that in this particular instance centralized control is undesirable. The state should, as suggested previously, place its minimum standards high enough to secure efficient personnel and leave the selection and dismissal to the local authority. One state official has expressed the situation in these words—"The purpose of the state should be to strengthen local control and not to supplant the local governmental structure."³¹ This problem is one that is involved with the whole subject of home rule. Probably there is no exact answer at the present time but the state can easily overstep desired bounds.

At one other point the centralizing tendencies of government seem at variance with desirable educational practice. To quote again from the report of the Educational Policies Commission :

The prevailing policy in the United States has kept the local administration of schools separate from other governmental functions. This is accomplished through setting up the board of education as a separate corporation. In the majority of the cities the local board of education enjoys the right to levy taxes, to make a budget, and in every other particular to control and administer a system of public education. . . . Efficiency in administration has resulted from the separation of school and general administration. . . . Freedom from partisan political interference is most certainly

²⁸ Educational Policies Commission. *The Structure and Administration of Education in American Democracy*. p. 44.

²⁹ Newsom N. William, *op. cit.*, p. 46.

³⁰ The Efficiency Commission of Kentucky. *The Educational System of Kentucky*. p. 304.

³¹ Grace, Alonzo G. "Principles of State School Administration." p. 19.

guaranteed by the fiscal independence of the board of education. . . . The board of education should have full responsibility for all necessary services of the school system.³²

These excerpts from the report of the Commission indicate the problem involved. If the best superintendents are to be available, the position must be free from partisan influence and it must be so designed that the truly professional educator can operate efficiently. The independence of the school system from other agencies is fundamental to these objectives.

2. A satisfactory division of authority between the local board of education and the superintendent should be established. In this study the board of education will be considered only as it affects the position and work of the superintendent. From the organizational standpoint the board should be elected from the local district at large and should be comprised of five members, one member to be elected annually at a special election held for that purpose.³³ Such provisions will give the superintendent a board of desirable size with which to work, will insure the opportunity of developing a long-view and continuous educational policy, and will do much toward removing the educational system from partisan politics.

However, the consideration of chief importance in this connection is that the powers and duties of the board of education on the one hand, and those of the superintendent on the other, should be clearly defined. The large majority of the cases of difficulty arising between boards of education and superintendents are the result of indefiniteness at this point or because one of the parties has chosen to ignore the rights of the other.

One authority in public administration amplifies the situation in these words:

In no branch of public administration has this failure to distinguish clearly between functions which are of a policy-determining, quasi-legislative, and quasi-judicial character and those which are purely administrative and, on the basis of this to determine the responsibilities and duties of the board and the administrative officer, been more in evidence and productive of more harm than in that of school administration. Almost without exception friction between these authorities has resulted from this cause.³⁴

Fundamentally, the cause of trouble lies in the failure to understand and differentiate between that which is political or policy forming and that which is administrative. In the final analysis, government is concerned with two major functions—planning and doing. The line

³² Educational Policies Commission, *op. cit.*, pp. 44-52.

³³ Cubberley, Elwood P. *State and County Educational Reorganization*. pp. 38 and 39.

³⁴ Willoughby, W. F. "Organization of Operating Services: The Bureau and Board or Commission Types of Organization." pp. 131-2.

dividing the two fields is not definite, but careful thinking shows that such a division does exist. Planning is of two types. It is first necessary to determine the policy, what is to be done, in broad outline and general terms. This is properly a legislative act. After the general plan is determined it becomes necessary to put the plan into action and in so doing the broad, outline plan must be refined into specifics and details. This step is legislative in character but it does not fall within the province of the legislative body. Rather, it should be performed by the administrative officer acting as the responsible agent of the legislative group.

The foregoing discussion describes, in a general way, the relationship that should exist between the board of education and the superintendent of schools. The board represents the people and theirs is the final responsibility. However, in the proper exercise of this function the board will select a responsible executive officer, delegate to him the powers and duties essential, and confine their own efforts to the legislative function in its broader aspect.

A number of authorities have given careful attention to this problem and the proposed division of responsibility which follows represents the consensus of their conclusions.³⁵

The board of education should elect an executive officer, the superintendent

The board of education should appoint all other school officers, teachers, and employees on the nomination of the superintendent

The board of education should exercise the power of dismissal for cause over the superintendent, and over all other school officers, teachers, and employees on the superintendent's recommendation

The board of education should adopt an annual budget which has been prepared by the superintendent

The board of education should approve the purchase and sale of buildings and sites, plans for new construction, the purchase of supplies and equipment, repairs requiring capital outlay, and contracts for transportation on recommendation of the superintendent

The board of education should adopt textbooks; courses of study; salary schedules; standards pertaining to the qualifications for school officers, teachers, and employees; plans for in-service training; and plans for the organization of the schools on the recommendation of the superintendent of schools

The board of education should approve suspensions of school officers, teachers, and employees recommended by the superintendent

³⁵ Strayer, George D. "The Superintendent and the Board of Education." pp. 19-21. Bobbitt, Franklin. "Principles of Organization and Administration." pp. 311-13. Strayer, George D. "The Administration of the Schools." pp. 16-17. Englehardt, Fred. "The Board of Education and the Executive." pp. 93-4. Educational Policies Commission. "The Administration of Public Education: Local School Administration." pp. 60-4. Reller, Theodore L. "Improvement in the Status of the Local Superintendent of Schools." pp. 19-20. Newsom N. William. "Evaluation of the Legal Status of the County Superintendent." p. 46. Morrison, John Cayce. *The Legal Status of the City Superintendent.* pp. 149-52. Cubberley, Elwood P. *State and County Educational Reorganization.* pp. 40-4, 48-52.

The board of education should establish schools and school districts on the recommendation of the superintendent

The board of education should adopt rules and regulations governing its own procedure in which the position of superintendent of schools is assigned the desired responsibilities and relationships

The board of education should require reports from the superintendent concerning the effectiveness with which the school system is being run

The board of education should hold the superintendent responsible for a high degree of administrative efficiency and for carrying out the established policies of the board

The board of education should act as a committee of the whole in its meetings

The board of education should determine and certify for levy needed taxes on the recommendation of the superintendent

The board of education should apportion state and local school funds on the basis provided by law and, if discretion is permitted, should be guided by the recommendation of the superintendent

The board of education, on the recommendation of the superintendent, should see that all laws pertaining to education and all regulations of the state board of education are enforced

It might be concluded from the language of the preceding list, either that the board of education should be an approving agency or that the superintendent is to be considered as an innocuous recommending officer of no actual significance. Neither conclusion is warranted. The approval power of the board of education should constitute an exercise of its sound discretion. The right of recommendation on the part of the superintendent simply emphasizes the fact that this officer is an initiatory agent upon whom the board must depend for technical information and advice. "Every single aspect of the administration requires a division of functions between lay and professional—the latter initiating in everything and directing and performing the labors; the board exercising continuous control through approval or disapproval."³⁶ In other words, the responsibility of the board should be thought of as *primary*, while that of the superintendent is *derived*.

To guarantee this desired relationship the state must provide certain safe-guards. Lay boards cannot be depended upon to grant the proper degree of authority upon their own initiative. The state should, through its statutes, establish the desired relationships in as definite terms as possible. To be doubly effective, it would be well, when possible, to establish certain features by constitutional provision. These specific features are—the election of the board of education from the district at large, the appointment of the superintendent as the professional executive officer of the board, and the fiscal independence of the school district. These provisions are so fundamental that

³⁶ Bobbitt, *op. cit.*, p. 349.

they might be removed from the possibility of capricious action on the part of legislative bodies. Constitutional amendments are difficult to secure but if a state should be so fortunate as to have the principles mentioned written into its fundamental law the potential influences of partisan activity will be reduced.

Simply passing laws, however, is not adequate. Any law lacking the support of public opinion will be ineffective. Professional educators must promote a constant program designed to develop and maintain enlightened public opinion on the part of board members and the people in general.

Principles Designed to Protect the Administrator

In addition to protecting itself the state should guarantee certain rights to the individual administrator, not only because they are rightfully due him but also because by so doing the state incidentally assures itself of more efficient administration. Certain of these provisions have been discussed at other points but a few have not received consideration. These are—the superintendent should be given a contract containing those features designed to protect him as a professional administrator; he should be paid a salary commensurate with his preparation and fitness for the work; he should enjoy a tenure of office that will guarantee a degree of personal security and be conducive to constructive effort; and his office should be freed from the influence of partisan politics. These provisions will be discussed in the order named.

The superintendent's contract.—It is presumed that the superintendent of schools will be given a contract by the board of education the terms of which will follow accepted practice as described in pertinent sections of this study. Suitable provisions will be made for the term of office, salary, and duties and responsibilities to be performed. However, it is essential that the contract contain a specific clause providing for its termination and the particular item of importance in this connection is concerned with the matter of *notice*.

The superintendent has no vested interest in the office, neither should he be subject to unforseen or arbitrary action on the part of the board. As a professional educator he is entitled to the consideration of having time to prepare his case, if a controversy is involved, and opportunity to secure a new position. One writer³⁷ has suggested that notice of six months should be given by either party wishing to terminate the contract. This figure seems to be unnecessarily

³⁷ Morrison, John Cayce. *The Legal Status of the City Superintendent*. p. 149.

high to secure the results desired and might even prove to be a needless handicap, particularly to superintendents who are offered new positions. Three-months notice seems to be adequate. In the event of notice on the part of the superintendent the board would have adequate time to secure his successor. The effect upon the superintendent has already been mentioned. Furthermore, the presence of such a clause in the contract between the board and its superintendent should have the effect of guaranteeing careful consideration on the part of both parties when entering into the original agreement.

The superintendent's salary.—On the presumption that higher qualifications will be required of the superintendent than of other school officers, and in view of the greater hazards attached to the position, the conclusion is warranted that the superintendent's salary should be considerably higher than others in the school system.

Under existing conditions salaries must of necessity vary according to locality. Not all school districts are equally able to pay. The superintendent should receive a monetary reward commensurate with his training, experience, and length of service. No state should permit a situation to exist that will in any way influence general opinion to look upon mediocre salary provisions as adequate. Probably no statement of minimum salaries to be paid for the position should be made in the law. As in other instances referring to minimum provisions, the layman is prone to forget that the suggested figure is one defining the absolute lower limit and look upon it as being satisfactory. Likewise, legal maximum limits for official salaries are undesirable. The very fact that such a provision is made indicates conservative action. The figure specified will probably be low as a result and certainly has the effect of establishing a false value of salaries on the part of the public in general. The legal limit, since it is the highest salary that can be paid, is looked upon as of sumptuous proportions when actually it probably deserves no such evaluation.

When an adequate salary is provided the school district is in position to demand talent and training of a high order from its school superintendent. Furthermore, men and women of the type desired will be attracted to the work in larger numbers.

The superintendent's tenure of office.—Securing adequate tenure of office for school administrators is one of the items of major importance to be considered in any program designed to improve the qualifications of those who hold such positions. "Brevity of tenure retards the development of the profession and is a decided hindrance

to the progress of education."³⁸ Broadly stated, a superintendent should be retained as long as his services prove efficient. By following this practice better personnel will be attracted to the work and the community will receive a higher type of educational service.

A fundamental distinction between types of administrative positions should be kept in mind. Fowlkes has described the situation in the following terms:

Two basic types of public administrators now exist in the United States. The first group of public administrators are those who are either appointed or elected to office for a given period of time and whose functions are those of general administrative jurisdiction. Despite the generality of the work of these officials, many, if not most of their functions are very definitely established by law. . . . These public employees, whose work is of a general rather than a technical administrative nature, as individual employees find it exceedingly difficult to play much part in the formulation of policies. . . . Such officials are administrators of law, not of men. It is practically impossible for them to enjoy long tenure, since in many cases, such as is true of some governors, they are elected for only a given period of time and may not be candidates for reelection or reappointment.

Let us now examine the second type of public administrators that we have in this country. These may be described as technical administrators. It is their function to render specific technical service. It is not only their privilege, but their responsibility, to engage in experimentation. To fill their offices well they must eternally be submitting improved policies, better techniques, higher and more efficient service. When these technical administrators think they have arrived at an improved policy, they present pertinent recommendations to their governing boards and, in most cases with efficient administrators, these recommendations are approved and put into practice. The work of these technical administrators is flexible, distinctive, and, in many cases unique. Theirs is an administration of men. They may enjoy long tenure. The superintendent of schools is one of these technical administrators.³⁹

With the foregoing description of the superintendent's work in mind, even casual thinking should establish the desirability of reasonably long tenure for the position. Providing for continuous and long-view educational policy is fully as important as any service rendered by any public official. It cannot be characteristic of a plan which involves frequent changes in the chief administrative officer. Much has been heard in recent years relative to tenure for teachers but little about security for administrators, in spite of the fact that insecurity in this office has far-reaching effects both on the administrator himself and the school which he serves.

It is doubtful, however, that the superintendent should be granted continuity in office. Because of the importance of leadership to the welfare of the educational program, mistakes made in the as-

³⁸ Department of Superintendence. *The Status of the Superintendent*. p. 17.

³⁹ Fowlkes, John Guy. "Security of Tenure for the School Superintendent." p. 646.

signment to its responsibilities must be remedied. Furthermore, provision must be made against deterioration in office. A policy involving an initial term of approximately three years followed by automatic appointment thereafter,⁴⁰ and carrying the notice clause previously mentioned (pp. 424-5) should prove satisfactory.

It should be remembered, however, that the security of the superintendent is basically a problem of educating the public. The school board members themselves must be convinced of the necessity of following the plan proposed and public sentiment in general must also be in support of the policy. The responsibility for realizing this objective rests primarily with the superintendents themselves. A program of education conducted by the superintendents' organizations, accompanied by professional conduct on the part of the individual superintendent that is worthy of emulation, seems to be the logical proposal.

Freedom from partisan politics.—That the schools should be free from the effects of partisan politics in all of its forms is a principle almost universally recognized in theory by the general public. In practice, however, the situation is frequently undesirable. No administrative program can be efficient that is subject to partisan pressures but the existing situation is far from ideal in this respect. Reller has presented the problem in this fashion:

So long as a significant part of the public looks upon the educational system as a way of securing spoils, it is going to be difficult to have efficient local administration. So long as citizens are going to attempt to secure the appointment of sons, daughters, and friends to the teaching staff on the basis of friendship and patronage, local administration will remain feeble and inefficient. If the rules of the board give to the superintendent responsibility for initiating the appointment of all teachers, he will not be able to exercise the function well unless there is a public which would resent interference with the superintendent in the discharge of his duty by any board member or any other person.⁴¹

In some instances the superintendents themselves are at least partially responsible for the undesirable conditions existing. Any recourse to partisan political methods on their part paves the way for a complete breakdown in professional conduct. Again, the professional organizations should be wholeheartedly behind a continuous program designed to develop proper attitudes in public thinking. Any code of ethics adopted by such a group should certainly condemn partisan political activity on the part of its membership and should provide for rather drastic action if the principle is violated. To the

⁴⁰ Morrison, John Cayce, *op. cit.*, p. 149.

⁴¹ Reller, Theodore L. "Improvement in the Status of the Local Superintendent of Schools." p. 21.

extent that such conduct is demonstrated by any individual superintendent, to that extent the entire profession of school administration is affected. Partisan political methods and efficient administration cannot harmonize and the movement to correct undesirable practices should come from within the profession itself.

Principles Designed to Protect the Profession of School Administration

There is a profession of school administration. Strayer⁴² has defined the term profession as: "a calling requiring a command of specialized knowledge which is applied skillfully in the service of individuals or of the community." He further explains in the same general statement that the two essential elements of professional activity are—a body of scientific knowledge and an adequate ethical system which controls the practice of those who engage in the activity.

School administration possesses these essential elements. The body of knowledge is not complete but neither is the science of medicine. All who are serving as school superintendents do not act entirely from the highest professional motives but the same indictment may be made of certain legally qualified doctors and lawyers. In considering this question, the authority just quoted makes the following assertion:

Surely we may propose that we have been in the process of developing a profession of school administration. We have a body of knowledge based upon scientific inquiry. We have men and women who show great skill in the application of this knowledge in state, county, and city school systems throughout the nation. These men and women are actuated by a system of ethics which places service to the community above all other values. . . . We may claim without fear of contradiction that we have in the development of the office of superintendent of schools the first and most important example of the utilization of the service of a professional executive in American government.⁴³

Suggestions have been made at various points concerning possible activities of the professional organizations of superintendents. The national organization of school superintendents was established in 1866⁴⁴ and has probably had more influence on the development of the profession than has any other single force. State organizations have also been effective, both in improving the status of

⁴² Strayer, George D. "Building the Profession of School Administration." p. 469.

⁴³ *Ibid.*, p. 471.

⁴⁴ Strayer, George D. "Rise of Public School Administration." p. 15.

the superintendency and in advancing the cause of education as a whole. One professional prerogative, however, has not been given a great deal of attention and that is the prerogative of determining and controlling the membership of the profession.

The special committee on the Certification of Superintendents recommended the adoption of a code of ethics by the American Association of School Administrators and that this body should attempt to secure favorable action on such a code by state and local professional groups.⁴⁵ With such a code adopted, is it unreasonable to presume that the state organization should have some definite plan for enforcing the provisions of the code, and that its efforts should have a legal basis? In other words, should provision not be made for professional disbarment? Some states have made a provision of this kind for rescinding the licenses of unscrupulous lawyers and physicians⁴⁶ and similar arrangements could be made for school administrators. If educational administration is a professional activity, the professional conduct of its membership could well be controlled by the membership itself through the establishment of appropriate committees by the state professional organization. Establishing such a system would not guarantee ideal conditions. Such conditions have not been established in those professions that are already using the plan. But the step would be in the right direction and the machinery essential to desired action would be available.

Even with this suggested control of its membership established, however, the most effective force to be exercised by the professional organization of superintendents will be through its educational program designed to influence board members and the public. The importance of this educational program has been mentioned previously. A special committee of the state professional group should be assigned this specific task. Their program should be carefully planned and kept constantly before the public. The movement to establish state organizations of school board members should aid in this particular. The superintendents' group should work in close harmony with these newer organizations and encourage them in every possible way. Much of the educational activity recommended here might well be carried on through the channels of the board members' associations.

⁴⁵ American Association of School Administrators. *The Superintendent of Schools and His Work*. p. 48.

⁴⁶ *Carroll's Kentucky Statutes*. Section 101-1, Sections 2613-15.

Principles Underlying an Adequate Training Program for School Administrators

Training for the position of superintendent may be secured from two sources—in colleges and universities and from experience in school work. The position taken by the writer is that both of these sources should be utilized in an adequate training program, and the immediate section will be concerned with determining the desired amounts of both formal training and experience, together with suggestions relative to the most desirable types of training to be obtained. Again, the consensus of opinion as expressed in the literature will be used as the criterion upon which conclusions are based.

Amount of training desired for superintendents.—Educational administration is a specialized task. The time has passed when an individual may be considered qualified to hold the highest position in the public schools simply because of demonstrated success in the general business world. Although subject to certain limitations, the best criterion of adequate preparation is the amount of formal training possessed.⁴⁷

As early as 1924 a resolution was passed by the National Education Association which declared:

Teachers who are prepared for their work by a generous liberal education, and by sound professional training, shall be provided for all schools. We believe that the minimum training for teaching should be not less than four years beyond high school graduation. . . . During the next five years preparation should go completely to the four year level.⁴⁸

The foregoing quotation indicates the goal for teachers as established by their national organization 17 years ago. That this proposal has not been universally adopted is true, but various states and localities are moving in that direction with the additional recommendation of a fifth year already accepted by those that are most progressive. Furthermore, various accrediting agencies have established the master's degree as a minimum requirement for the high school principalship in their member schools.⁴⁹

With these situations in mind, some basis is provided for reaching certain conclusions relative to the desired preparation of superintendents. "It is reasonable to propose that the responsible head of a school system should be equally as well trained for his work as the

⁴⁷ Florida Educational Survey Commission. "School Personnel." p. 182.

⁴⁸ Department of Superintendence. "Professional Problems in School Control." p. 125.

⁴⁹ Southern Association of Colleges and Secondary Schools. *Standards for Secondary Schools*. Article IV, Section b.

best prepared teacher in his system."⁵⁰ Such a proposal seems entirely fair. If the superintendent is to be the leader, if he is to command the respect of his co-workers and the community, his technical preparation must be of the highest order.

In Table XXVII several statements by various authorities are presented which pertain to the amount of training desired for school administrators. These suggestions range from "as well trained as the best prepared teacher" to "three years of graduate training." However, an examination of the several recommendations does indicate that there is general agreement on a minimum requirement of one year of formal training beyond college graduation. This standard has been advanced for at least 25 years and it is recommended in the most recent study dealing with the problem.⁵¹ One year of graduate work may, therefore, be accepted as desirable minimum training for superintendents, with the understanding that the fact that it is a minimum standard be given due emphasis. In this way a program designed to bring about the more extensive training advocated in some of the more recent recommendations in Table XXVII may be realized.

Years of experience desired for superintendents.—The value of educational experience as a prerequisite for service is relative. Some experience is excellent and some is detrimental. However, the experience factor as a prerequisite for service in the superintendency is worthy of consideration. Teachers will probably have greater confidence in administrators who have had actual contacts with the classroom. The superintendent who has done classroom work will see problems from the teacher's point of view. Reeder has described the situation in these words:

Whether the school system be large or small, the superintendent is the generalissimo of its forces and must direct the school system in all its parts. The greater his acquaintance with the several parts of the system, the more intelligent will be his decisions with reference to those parts and to the whole. For achieving acquaintance there is no full substitute for actual experience in the ranks.⁵²

In addition, the plan of requiring teaching experience as a prerequisite to the superintendency acts as a selective process. Some individuals may ordinarily anticipate administrative work and during the probationary period find that they are better fitted for other types of effort.

⁵⁰ Florida Survey Commission, *op. cit.*, p. 184.

⁵¹ American Association of School Administrators. *The Superintendent of Schools and His Work*. p. 47.

⁵² Reeder, Ward G. "The Needed Qualifications of a Superintendent." p. 117.

Table XXVII. Statements of Authorities Concerning the Amount of Training Desired for School Superintendents and the Date the Statement Was Made

Authority	Date	Statement of desired training
General Education Board, Maryland Survey	1916	A college graduate and not less than one year of professional work in an approved university
Kentucky Educational Commission	1922	At least one year of special study [above college graduation]
Department of Superintendence, First Yearbook	1923	From one to three years of specialized professional graduate work
General Education Board, Indiana Survey	1923	At least one year's graduate work
Florida Survey	1929	As well trained as the best prepared teacher
Reeder	1929	Master's degree a minimum. Three years of graduate training desirable
Strayer	1929	One or two years of graduate training required by most progressive communities. Three years desirable
Broome	1930	At least two and probably three years of graduate work
Newsom	1932	At least one year of college work in supervision and administration
National Survey of the Education of Teachers	1933	Five to six years of preparation [above high school graduation]
Board of Education, Tuscaloosa County, Alabama	1936	At least one, and preferably two years of special professional training
Van Kleek	1936	Not less than five years beyond high school and preferably six or seven years
Special Committee of the American Association of School Administrators	1940	A minimum of one year of graduate study

In the state surveys made by the General Education Board the length of this preliminary service was uniformly fixed at five years;⁵³ Newsom has suggested three years;⁵⁴ Murphy found three years to be the desirable minimum;⁵⁵ and the committee of the American Association of School Administrators fixed the term at the same figure.⁵⁶ In view of this evidence three years of previous experience may be accepted as a desirable minimum, with the reservation that a year be considered as nine months. In the states in which a shorter school term is found, that fact should be taken into account, if the period is described in terms of years. Furthermore, some provision should be made to guarantee as broad an experience as possible. The writer doubts the advisability of attempting to write into the standards any provisions relating to the amount of preliminary training that should be spent at the various levels. Rather, the attention of employing boards should be directed toward the importance of selecting superintendents who have as wide a background of experience as possible. The typical superintendent will have supervision of both elementary and secondary training. He will work with principals, supervisors, and teachers. The more contacts he has with the work of these various levels and officers the better will be his chances for general success.

The minimum provision pertaining to experience should be waived only in the event that some form of the internship is made a part of the training program for school administrators. This feature of preparation will be discussed at a later point.

The types of formal training desired for superintendents.— Although it is not proposed to set up a detailed curriculum for the training of school administrators it is essential that the general nature of the formal training program to be provided should be given consideration.

Probably the most comprehensive investigation dealing with this problem was conducted by Murphy.⁵⁷ In attempting to determine the basic elements of a training program for city school superintendents he made use of a jury of 35 experts in educational administration. Of this number, 18 were nationally recognized university professors of educational administration and 17 were city superintendents of schools who were also looked upon as being out-

⁵³ Kentucky Educational Commission, *op. cit.*, p. 157. General Education Board. "Improvements in County Organization." p. 167. Indiana Educational Survey Commission. "Better Local Administration." p. 211.

⁵⁴ Newsom, N. William, *op. cit.*, p. 46.

⁵⁵ Murphy, Asael B. "Training the City Superintendent." p. 292.

⁵⁶ American Association of School Administrators, *op. cit.*, p. 47.

⁵⁷ Murphy, Asael B. "Training the City Superintendent." *School Executives Magazine* 51:291-3, March, 1932.

standing. The members of this jury were first asked to rate the various academic fields as *most desirable* or *least desirable* relative to their value in contributing to the efficiency of the superintendent. The results of this phase of his investigation are given in Table XXVIII. The university professors and the superintendents were in substantial agreement concerning the importance of the several fields and their combined judgments were to the effect that the most useful divisions for academic minors of superintendents were sociology, psychology, economics, English, and political science. The field of philosophy also received a relatively high rating in that it was considered *most desirable* by 47 per cent of the jury.

This same group was also asked by Murphy to evaluate the several standard courses in educational administration and, in addition, to indicate the amount of attention to be given to each course in terms of semester hours. The results of this part of his investigation are presented in Table XXIX. The combined judgments of these authorities was to the effect that the most essential courses in educational administration for superintendents were School Finance, 2 semester hours; Organization and Administration of Supervision, 2 hours; Public School Business Administration, 3 hours; Organization and Administration of the Curriculum, 2 hours; Administration of Teaching Personnel, 2 hours; Public Relations and Publicity, 1.5 hours; Organization of Schools and School Systems, 2 hours; and Schoolhousing, 3 hours.

Table XXVIII. Percentage of Judges Rating Fields Other Than Education As Most Desirable or Least Desirable⁵⁸

Field	University professors		City Superintendents		Composite	
	M.D.	L.D.	M.D.	L.D.	M.D.	L.D.*
Sociology	72	6	82	0	77	3
Psychology	65	6	76	0	71	3
Economics	61	22	65	6	63	14
English	50	25	71	6	62	14
Political Science	59	6	44	6	52	6
Philosophy	37	44	57	0	47	23
Biological Science	29	21	38	12	33	17
Public Speaking	7	29	44	31	27	30
History	23	31	25	12	24	20
Law	8	54	8	69	8	62
Physical Education	9	64	8	58	9	61
Mathematics	7	57	6	63	7	60
Physical Science	0	50	6	21	4	36
Languages	0	92	0	53	0	70

* M.D.—most desirable.
L.D.—least desirable.

⁵⁸ Murphy, *op. cit.*, p. 292.

Table XXIX. Percentage of Judges Rating Various Topics of Educational Administration As Essential or Not Important and the Amount of Time to Be Devoted to Each⁵⁹

Topics of Educational Administration	Per cent		Median units of credit		
	Essential	Not essential	University professors	Superintendents	Composite
School Finance	80	3	2	2	2
Organization and Administration of Supervision.....	77	11	3	3	3
Public School Business Administration	74	9	2	2	2
Organization and Administration of the Curriculum.....	69	3	2	2	2
Administration of Teaching Personnel	69	6	2	2	2
Public Relations and Publicity	66	9	1	2	1.5
Organization of Schools and School Systems	60	6	1	2	2
School housing	54	11	2.5	3	3
Education and the State.....	46	29	1	1	1
Practical Application: Surveys or Interneships.....	43	26	4	3	3
School Officials: Functions and Duties.....	43	26	1.5	2	2
School Surveys	37	34	2	1	2
Professional Relations	37	34	1	1	1
Records and Reports.....	34	26	1	2	2
Research	34	14	2	2	2
Administration of Pupil Personnel	31	20	1.5	2	2

Courses dealing with Education and the State, Practical Applications: Surveys or Interneships, and School Officials: Functions and Duties were also considered as essential by more than 40 per cent of the jury.

⁵⁹ Murphy, *op. cit.*, p. 293.

As a third phase of the Murphy study, the experts were asked to give their opinion relative to the other fields of education that were most essential in a superintendent's training. In Table XXX the results of this part of his study are presented.

Table XXX. Percentage of Judges Rating Fields of Education As Essential or Not Important and the Amount of Time to Be Devoted to Each⁶⁰

Fields of education	Per cent		Median units of credit		
	Essential	Not important	University professors	Superintendents	Composite
Theory or Philosophy of Education	86	3	3	4	3
Educational Sociology	80	0	3	3	3
Educational Psychology	80	0	3	3	3
Supervision	74	3	3	3	3
Curriculum	60	0	2	3	3
Tests and Measurements.....	54	9	2	2	2
Educational Statistics	54	9	2	3	2
History of Education.....	40	15	3	2	3
Methods	37	15	3	2.5	3
Vocational Education and Guidance	29	31	2	2	2
Special Education	11	43	2	2	2

In the opinion of more than half of the jurors the most essential supporting education courses in the order of their importance were Theory or Philosophy of Education, 3 semester hours; Educational Sociology, 3 hours; Educational Psychology, 3 hours; Supervision, 3 hours; Curriculum, 3 hours; Tests and Measurements, 2 hours; and Educational Statistics, 3 hours.

Broome,⁶¹ in 1930, reported the results of an inquiry he made of 15 superintendents of cities having a population of 50,000 to 1,000,000, one state superintendent, and three deans of schools of education who had previously been city superintendents. His inquiry

⁶⁰ Murphy, *op. cit.*, p. 292.

⁶¹ Broome, Edwin C. "What Attributes Contribute Most to a Superintendent's Success?" *Nations Schools* V:21-5, May, 1930.

was concerned with the professional equipment and personal qualities essential to success in the superintendency. Although his results are reported in general terms, certain portions of his findings are enlightening.

One essential quality that was mentioned frequently by his correspondents was a *background of scholarship and culture*. Broome's comment on this point seems pertinent:

The sort of education here implied may be gathered perhaps, while one is practising the profession of school administration, but it will be less embarrassing for future superintendents in their associations with the college president and other intellectual leaders of the community, if, before being accepted by a school of education for the pursuit of technical courses in school administration, they should be required to present evidence of such fundamental education as is described above.⁶²

The concensus of opinion of the 19 men involved in Broome's investigation was also to the effect that a professional breadth of view as cultivated through courses in social psychology, sociology, business administration, economics, and philosophy was highly essential. In addition, a study of current educational practice was strongly recommended, the work to be done either on a case study basis in the university or through some form of internship. Finally, the practical study of educational measurements and statistics was deemed to be highly important in as much as a large part of a superintendent's success rests upon his ability to present a case convincingly to his board and to the public.

Numerous authorities have made statements concerning the superintendent's preparation but only a few can be mentioned.

Cubberley, in 1929, made the following assertion:

The exact nature of the preliminary training [of the superintendent] is perhaps less important than that it should be good, and that it should challenge the best efforts of the student, awaken worthy ambitions, and stimulate the development of a high ideal of service. The preparation should be broad, and should early open up to the student permanent interests in fields of music and art, literature, history, science, economics, and human welfare. These he needs for breadth and understanding. . . . In addition to this preliminary and general preparation the student needs to superimpose a technical preparation in educational theory, and a practical preparation in actual school practice.⁶³

The first Yearbook of the Department of Superintendence, published in 1923, made these recommendations regarding the desired training:

The educational preparation of the superintendent should include the following amounts and kinds of work: (1) Graduation

⁶² *Ibid.*, p. 22.

⁶³ Cubberley, Elwood P. "The Superintendent of Schools." pp. 223-4.

from a standard college, the courses in which should result in (a) breadth of information, (b) intensive specialization in at least one field of study, (c) general and fundamental courses in the science of education, (d) general and fundamental courses in economics and sociology. (2) From one to three years of specialized professional graduate work designed especially for the technical training of school administrators. This work should include such courses or such lines of work as state and city school administration, principles of supervision, educational psychology, history and philosophy of education, general and educational sociology, economics, finance, and other such courses as bear directly upon the work of a city superintendent. This graduate work should give them through direct instruction, observation, supervised practice, participation in surveys or organized apprenticeship, a mastery of the actual technique of administering school systems of various sizes.⁶⁴

Strayer, in an address before the Department of Superintendence in 1937, outlined the general training program for the superintendent as follows:

The administration of schools must be definitely related to the other governmental agencies and to other social services. Surely any man or woman who would serve our profession must be thoroughly grounded in his knowledge and appreciation of our government and our social institutions. Social theory and the philosophy of education must have their places in providing the administrator with his scale of values. The objectives of education will be satisfactorily stated only by those who have devoted themselves to the study of educational sociology and the philosophy of education. . . . Many of the problems with which the school administrator must deal fall in the field of economics. One who would serve adequately in the field of school administration must have a wide knowledge of finance and taxation. . . . One who would practice in the field of school administration must have a command of the knowledge which has been developed dealing with pupil personnel; teacher selection, training, and leadership; curriculum development; the planning of adequate buildings and equipment; the improvement of methods of finance and business management; and other phases of administration.⁶⁵

The same authority at an earlier date, 1925, also made this statement:

The principal emphasis in professional courses for the training of superintendents must be upon the analysis of the work to be done, and the development of the techniques essential to the adequate solution of the problems the administrator must solve. . . . Knowledge of the facts of educational administration cannot be substituted for practice in applying those facts to the solution of administrative problems.⁶⁶

Bolton, Cole, and Jessup recently have declared:

The superintendent's academic training should be broad and accurate. In connection with a four-year college or university course leading to a bachelor's degree the prospective superintendent should major in some academic field and acquire a real mastery of

⁶⁴ Department of Superintendence. *The Status of the Superintendent*. p. 17.

⁶⁵ Strayer, George D. "Building the Profession of School Administration." pp. 472-3.

⁶⁶ Strayer, George D., et al. *Problems in Educational Administration*. p. ix.

it. The auxiliary subjects should be so selected as to afford a real acquaintance with the fields of literature, history, and the sciences. He should feel at home in these subjects and be able not only to appreciate them but to counsel pupils and teachers when he enters the field of supervision. An acquaintance with economics, sociology, and political science is necessary as a background for constructive educational leadership in the community.

The superintendent should possess scholarship and culture entitling him to mingle with the best educated members of the community. He should feel at home in a representative group of citizens including doctors, lawyers, social workers, parent-teacher leaders, ministers, city officials, and business men. Other teachers and high school pupils should respect his scholarship because of its soundness and his culture because of its genuineness.

No superintendent should stop short of the master's degree. The major should be in education and the minor in some academic subject, preferably in psychology, sociology, economics, or political science.⁶⁷

Finally, the special committee of the American Association of School Administrators offered the following as one of their recommendations:

The Association urges collegiate institutions to cooperate with it and with state departments of education in providing—Cultural and professional study in areas such as political science and government, economics, sociology, public finance, child psychology and hygiene, teacher personnel, school administration, public relations, vocational education, and curriculum development.⁶⁸

From the foregoing citations relative to the training of the superintendent certain common elements may be extracted with considerable assurance that they are well-founded. There is general agreement that the superintendent's undergraduate training should provide him with a broad cultural background, that he should, during this period, develop a considerable degree of facility in some academic field, that particular attention to the social sciences is highly desirable, that his education courses at this level should be general and fundamental in nature, and that all of his undergraduate work should be marked by thorough and sound scholarship.

There is also quite general agreement expressed by the several authorities concerning the nature of the superintendent's technical training. On the broad foundation described in the preceding paragraph, he should develop his technical proficiency along lines designed to prepare him to meet the problems of the school administrator as they arise. Included in this technical preparation should be found approximately 18 semester hours of credit in courses dealing with school finance, organization and administration of

⁶⁷ Bolton, Cole, and Jessup, *op. cit.*, pp. 21-2.

⁶⁸ American Association of School Administrators. *The Superintendent of Schools and His Work*. pp. 47-8.

supervision, public school business administration, organization and administration of the curriculum, administration of teaching personnel, public relations and publicity, organization of schools and school systems, and schoolhousing.

The internship for the superintendency.—One other type of desired training was mentioned in several of the quotations presented in this section. The opinion was advanced by several of the authorities that in some way the future administrator should be brought into contact with the practical problems of the superintendency, previous to his appointment to full-time work. The soundness of such a proposal is apparent. Student teaching has been a prerequisite requirement for classroom service in the public schools for many years. Medical education has also made use of the principle in training physicians. No type of training on the basis of theory can hope to replace practical contacts in any field of endeavor. In the past, these practical contacts have been secured by superintendents after they were on the job and through the general procedure of trial and error. As a result, the more progressive school boards, when looking for a new superintendent, are interested generally only in those individuals who already have some administrative experience to their credit. Under such circumstances promising young men who have definitely prepared themselves for school administration are handicapped.

One plan advanced for solving the problem just presented is that of the interneship for school administrators. The interneship has been described as "a plan for enabling a man with more training than experience, to short-cut by years under expert guidance, the mastery of the essentials in administering all phases of a school system."⁶⁹ As early as 1910, Spaulding⁷⁰ advocated a plan of this nature. Twenty-three years later he was able to introduce it, for the first time, with a group of advanced graduate students, in three school systems in and near New Haven.⁷¹

Reller,⁷² in 1939, presented a plan of this nature which may be summarized as follows: The state should make an appropriation to a leading university for the work, the amount of which should be adequate to pay those who would supervise the program and, in addition, to guarantee the interne a small salary during the training

⁶⁹ Tink, E. L. "The Interneship for the Superintendency as the Interne Sees It." p. 39.

⁷⁰ Hill, Clyde M. "Twentieth Century Trends in the Teaching of School Administration." p. 72.

⁷¹ *Ibid.*

⁷² Reller, Theodore L. "A State Program for the Training of Superintendents of Schools." p. 25.

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period. Those selected for interneship should be highly qualified and promising individuals who would agree to devote three years to it. They would be granted a special administrative certificate at the completion of the period.

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Although only 13 universities were making use of such a general plan in 1939,⁷³ the proposal seems to offer distinct possibilities. It should have the result of attracting young men of outstanding ability to the field of educational administration who, at the present time, may not care to spend the long trial period in the ranks. The state each year would have a corps of young people who should be better prepared for the superintendency than are equally able men and women who have had to secure their practical contacts through the usual experience medium. Assuming that the training centers are properly chosen, the contacts afforded with successful superintendents should be invaluable. And, finally, the school systems in which the internes work should receive valuable service from highly trained personnel at a low cost.

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If classroom experience is essential for the young teacher previous to taking a teaching position, if clinical and hospital contacts are a desirable component in the training of the physician, can it not be equally well defended that a similar type of experience should be provided for the superintendent of schools? Furthermore, does not the interneship afford opportunity for a more desirable type of practical training than is to be found in the typical school system? The writer is convinced that both of these questions should be answered affirmatively and that the period spent as an interne should constitute the final step in a state's program for providing desirable training for school superintendents.

Summary

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In this chapter an attempt has been made to advance certain principles that should be found in an acceptable program designed by a state to secure efficient school administrators. The principles selected have been taken from the literature of educational administration and may be summarized in the following manner:

I. The state should exercise its licensing power in order to guarantee the securing of efficient administrative personnel and its plan for so doing should be characterized by certain provisions.

1. The state legislative body should establish by law minimum and general standards for certification and the specific requirements,

⁷³ American Association of School Administrators. *Standards for Superintendents of Schools*. p. 39.

the interpretation, application, and upward revision of these general standards should be delegated to the State Board of Education acting through its professional staff in the State Department of Education.

2. Special certificates should be provided for superintendents of schools.

3. Two grades of the administrative credentials should be issued.

4. No life certificates should be issued but a continuous credential should be provided for the professional administrator.

5. No fee should be charged by the state for the issuance or renewal of these certificates.

6. Provision should be made for the revocation of certificates and the rights of both the state and the holder of the certificate should be protected.

7. No certificate should be issued unless the applicant furnishes an acceptable certificate of sound physical and mental health.

8. No certificate should be issued unless the applicant is a citizen of the United States.

9. A superintendent's certificate should not be issued to an applicant who does not meet desired standards of personality and character.

10. No residence requirement should be provided for any of the certificates issued.

Furthermore, the state should provide organizational machinery adequate to secure proper balance—first, between state control and local initiative; and second, between the local school board and the superintendent.

II. The state should take the steps necessary to guarantee certain professional rights to the administrators.

1. The superintendent should be given a contract which provides for adequate notice if it is to be discontinued.

2. The school administrator should receive a salary in keeping with his training, experience, and length of service.

3. Provisions relating either to minimum or maximum salaries should not be made in the law.

4. The superintendent's tenure of office, after a suitable trial period, should be automatic.

5. The superintendency should be removed entirely from the influence of partisan politics.

III. Additional protection should be afforded the profession of school administration by providing legally that a functioning state organization of superintendents might expel from the profession those who may be guilty of unprofessional conduct. The state organization of superintendents should also organize and promote a program of education designed to inform the public concerning desirable professional relations and standards.

IV. The training program of the superintendent of schools should include certain essentials.

1. The amount of preparation indicated by possession of the master's degree as a minimum requirement.

2. At least 27 months of teaching experience.

3. A program of formal training in which the undergraduate work should be broad and fundamental with emphasis on the social sciences, and the graduate program should be marked by consideration of the technical problems to be faced in the superintendency.

4. A period of internship which should constitute the final step in the superintendent's preparation.

CHAPTER VII

Changes That Should Be Made in the Kentucky Plan to Secure the Development of an Efficient Administrative Group

With the administrative situation existing in the Kentucky schools surveyed, the plan followed by the state in securing its school superintendents described, and a modern program for obtaining trained personnel proposed, the final step in the problem is concerned with applying the principles of this modern program to the Kentucky situation.

Certain features of the present plan will be found to be satisfactory but other phases will need to be changed or modified, and the purpose of this chapter will be to indicate the needed changes and modifications. These suggestions will be made under the general classifications of Desirable Modifications in Educational Organization, Proposed Changes in Certification, Protection for the Administrator, The Need for an Effective Professional Organization, and A Comprehensive Training Program.

Desirable Modifications in Educational Organization

The organizational framework of the Kentucky school system is determined by constitutional and statutory provisions. In certain instances these legal stipulations do not meet the demands of a modern state school organization and in other cases the peculiar conditions in Kentucky require special treatment. The proposed changes in the state's legal framework will be considered under two headings—*needed constitutional guarantees* and *desired statutory provisions*.

Needed constitutional guarantees.—Proposals to the effect that the Kentucky constitution should be amended seem to be wasted effort. Only on rare occasions can an amendment be adopted. However, sentiment for a new constitution is growing and, in the event that such action should be taken, certain features should be included which would improve the state's educational organization in so far as the superintendents are concerned.

The first of these desired constitutional provisions is that elections of school board members should be held separately and not at

the same time as the elections of civil officers. The constitution permits this practice but the General Assembly has never seen fit to adopt the policy. Such a step would do much toward taking the election of board members out of politics. The plan in use, carrying with it the temptation of election alliances and trades, is indefensible. There is no rational connection between the welfare of the schools and partisan politics. A constitutional guarantee to the effect that the election of those who are to determine the policies of the local school units would be conducted on a separate day, and considered by the electorate as a specific problem, should be a forward step.

There should also be a constitutional stipulation requiring the election of school board members from the school district at large. This suggestion is made on the basis that this particular method of electing board members is desirable and that Kentuckians will not permit a statutory provision to this effect to go unchallenged for any very great length of time. The Code of 1934 set up the plan of election at large and the General Assembly of 1940 provided for the election of board members from specified districts within the counties.¹ Previous references in this study indicate that the general problem of local politics has been present throughout the educational history of the state. The program described in Chapter VI of this study suggests that the provision under consideration be made a part of a state's fundamental law. Such action in Kentucky should do much toward providing more settled and stable conditions under which the schools operate.

As a third guarantee, the constitution should provide that the school superintendent be appointed by the board of education. It is admitted that such a proposal is unusual. The method to be used in securing such officers is not considered, generally, as matter for inclusion in a state constitution. In the opinion of the writer, however, such a proposal is justified in Kentucky. Since the adoption of the method of appointment in 1920, not a single regular session of the General Assembly has been held without one or more proposals being introduced that were designed to provide a return to the system of popular election. Frequently, such proposals have passed one house; on occasion they have been approved by both houses of the Assembly and have been vetoed by the governor; and once (1932) an Act of this kind was permitted to become law without the governor's signature² and was rendered inoperative by the Court of Appeals on the basis of a technicality. There is no good reason for

¹ *Kentucky Common School Laws, 1940*. p. 333.

² *Acts of the General Assembly of the Commonwealth of Kentucky, 1932*. Chapter 68.

this situation to continue. There is no point in having a matter of this nature presented constantly as an item of contention. The method of appointment is the correct method and it should be placed in the constitution and thereby be removed from the possible influence of legislative whims.

In the event that a new constitution is written, no provision should be made pertaining to a maximum salary for school officers. Whether the fundamental law of the state should define a maximum salary for other state officials is beyond the scope of the immediate investigation. However, Kentucky has been handicapped educationally by the salary limitation placed in the constitution and the school system should be released from the effects of a provision of this type.

Needed statutory provisions.—The legal provisions contained in the School Code of 1934 are, on the whole, satisfactory. In a few instances, however, they do not comply with the ideal program.

The importance of fiscal independence for the school district has been established in the educational literature. As an aid toward keeping the schools free from partisan political influence, and as an inducement to attract capable personnel to the superintendency, it cannot well be overemphasized. Accordingly, the division of the statutes which grants discretionary power in determining the rate of taxation for school purposes to civil authority in cities of the first class should be changed. Such a district should have the same advantages as are exercised by other school units. The board specifically elected to attend to the welfare of the schools will, as a rule, be in better position to determine the educational needs than will those individuals who do not have this particular viewpoint. Legal maximums for these tax rates are provided in all instances and constitute controls whenever a check is necessary. Additional control in the hands of the civil governing authority is both unnecessary and undesirable.

Another weakness in the School Code is that which permits multiple control in certain school districts. The position is taken in the present study that the superintendent of schools should be responsible to the board of education and that he should be the head of the entire educational enterprise of the school district. All other educational officers in the local school system should be responsible to the superintendent and in no event should such officers feel that their responsibility is directly to the board. On this basis, the exception made to the general statute which permits

boards of education in first and second class cities to select business directors who may be directly responsible to the board should be repealed. The authority of educational administration overwhelmingly favors this recommendation. Multiple control is almost certain to cause friction eventually. The political influences responsible for this feature in the existing statutes did not have the welfare of the state's educational system at heart when they secured its adoption.

A third needed improvement in the statutes is concerned with reducing the number of school districts. Considerable advance has been made along this line in recent years. The number of small districts has been reduced materially but the movement should continue. There are a considerable number of small schools operating as independent units. While the continuance or discontinuance of a given unit should not depend upon size alone, there is a definite indication that several of these districts should be made parts of the county systems.

Proposed Changes in Certification

In Chapter VI principles relating to a desirable plan of certification were presented. The extent to which these principles should be applied to the Kentucky system will be considered.

Certificating authority.—The first of these principles stated in Chapter VI advanced the idea that minimum and general standards for certification should be established by the state legislative body but that specific requirements, the interpretation, application, and upward revision of these general standards should be delegated to the State Board of Education acting through its professional staff in the State Department of Education. This principle should be included in the Kentucky program. The existing certificate requirements were adopted by the General Assembly in 1934. Already there has been a considerable amount of discussion concerning needed revisions. The chief obstacle to successful action mentioned is that of securing legislative approval. The determination of professional standards in detail is a professional problem and not one which should be turned over to the typical legislative group for solution. Since curricula and the general control of higher education in Kentucky is already assigned to the Council on Public Higher Education it might be well to make additional use of this body by having its membership make necessary recommendations to the State Board of Education. The Council, which includes representatives from the various institutions of higher learning,

the State Board of Education, and the State Department of Education, is in an excellent position to know the professional needs of the state and to exercise a constant control over the various educational activities. Furthermore, since the actual adoption of the standards would be in the hands of the State Board of Education the interests of the state as a whole would be protected. With such an arrangement made a part of the statutes, desired modifications in requirements could be made as needed. Entrenched groups of teachers or administrators who might be opposed to change would not have to be placated. Pressures so frequently brought upon members of the legislature would no longer be effective. Briefly, the task of determining standards should be performed by those who are best prepared to accomplish it.

Special certificates for superintendents.—The second principle of certification was stated as follows: special certificates should be provided for superintendents of schools. The position of superintendent is the most important in the local school system. The work calls for an individual who has the training and personal qualifications for the task of general school administration. The Kentucky system is not designed to secure competent administrative personnel to the extent needed. When a state has 1,110 men and women qualified legally to fill 262 positions some change in policy is indicated. According to existing regulations, the same training demanded of a superintendent qualifies the individual for any other position in the public schools. The preparation made by a principal for his work makes that officer a legally qualified superintendent. It may be true that to provide separate credentials for the several types of administrative positions would make for confusion and difficulty of administration (See p. 407), but difficulties of this type should not be allowed to stand in the way of a procedure designed to increase efficiency in the several administrative positions. The principalship is a specialized task; supervision is work calling for a particular type of skill; and the superintendency is an undertaking which has its own specific problems. The state should develop these specialists and certify them for the particular jobs for which they prepare, in spite of the fact that a certain amount of administrative skill may be essential when putting the plan into operation.

Grades of the administrative credential.—The Kentucky plan takes into account the principle that two grades of the administrative certificate should be provided. The Provisional and Standard Certificates in Administration and Supervision are designed as

credentials to be given to administrators according to their training and experience. The first certificate is granted when the minimum requirements are attained and the second is awarded to the individual who has secured special training beyond the required minimum. The weakness in these certificates is that the qualifications demanded for their issuance are too low. The exact nature of the desired qualifications, however, will be discussed at a later point.

Life certificates.—The position has been taken that no life certificates should be issued, but that a credential should be provided for the professional administrator that would be continuous so long as evidence of professional interest and advancement was presented to the authorities at certain stated intervals. A life certificate is comparatively easy to secure in Kentucky. In too many instances the result is that the individual program of training ceases when the life credential is granted. A plan should be adopted which provides that when minimum training requirements for the superintendency are reached the lowest grade of superintendent's license will be awarded. After a suitable trial period, marked by evidence of successful performance, the permanent credential should be granted. This latter certificate should stay in force as long as the individual holding it is engaged actively in school administration and gives evidence, every four or five years, of desired professional activity. *Desired professional activity* should be defined broadly to include formal training, writing, travel, experimentation in the local school system, and other items of like significance. Such a provision would not be easy to administer and it is entirely possible that an unscrupulous superintendent might be able to defeat the purposes of the plan. However, the proposal is based on the theory that individuals who are engaged in an activity should be constantly on the alert to improve their effectiveness in the activity. A plan that promises even partial accomplishment along this line is worthy of consideration.

Fees for issuing and renewing certificates.—Principle five in Chapter VI stated that no fee should be charged by the state for the issuance or renewal of its teaching certificates. In line with this principle Kentucky should abolish its fee system for the issuance of educational credentials. The argument in favor of this proposal has been advanced previously and will not be repeated. The sum collected in this manner is relatively small but, since the whole theory underlying the practice of certification is concerned with the

protection of the state, the state itself should pay the entire cost of administering the certification system.

Revocation of certificates.—At the present time, Kentucky makes provision for revoking certificates. This power is lodged with the State Board of Education which acts on the recommendation of the Superintendent of Public Instruction. A provision for revocation should remain in the statutes with the eventual addition that the state organization of school superintendents should have some part in the proceeding. Under the existing arrangement the individual against whom action is brought must be given ten days notice of the proposed action and opportunity to be heard.³ However, no arrangement is made for possible reinstatement, and such a feature should be added to the statute. Appeal to the courts is not an adequate professional remedy. Again, a functioning state organization of administrators could well be called upon to cooperate.

Physical examinations.—Kentucky should provide for adequate physical examinations for all applicants for teaching certificates and this would, of course, include the superintendents. The state is justified in demanding that its employees be healthy. Those who are in close association with children are under a special obligation to be physically fit and free from all contagious and infectious diseases. The applicant for a certificate should be required to pass such an examination, and a similar check should be made at each renewal period.

United States citizenship.—Holders of educational credentials should be citizens of the United States and a provision of this type should be incorporated into the Kentucky system. This particular point is not of any great significance in as much as Kentucky does not have any large number of inhabitants who are foreign born. However, the item is of sufficient importance to warrant its inclusion in a well rounded program.

Minimum age for superintendents.—Under the arrangement now in force, a young man or woman who has reached the age of 18 years can secure a teaching certificate in Kentucky. After teaching two years this individual is qualified legally to hold any position in the schools of the state, provided certain required formal training has been secured. A minimum age should be established for superintendents. On the basis of consensus of opinion, it has been

³ *Kentucky Common School Laws, 1940.* p. 385.

suggested previously (p. 417) that a minimum age of 25 years is desirable. Although none of the Kentucky superintendents are younger than this, such a requirement would serve as additional protection to the state and the profession.

Standards relating to personality and character.—The Kentucky statutes now state that certificates are not to be issued to persons who are of questionable moral character.⁴ However, the provision is ineffective and might well be omitted from the legal requirements. A plan should be devised that would emphasize the importance of character and personality and secure accurate evaluations of these qualities. When certificates are issued or renewed, evaluations should be received from reliable sources according to a well-defined plan. Possibly the state should follow the practice of some business concerns and pay competent people for information of this type. As an essential feature of the plan such information, if solicited, should be classed as privileged provided it is given on a gratuitous basis.

Minimum qualifications for superintendents.—The minimum qualifications for school superintendents in Kentucky should be defined as possession of the master's degree and 27 months of experience in educational work.

The master's degree is the standard of preparation approved by general concensus of authority. This amount of training is readily available in the state. Adequate time should be allowed for the incumbent group of administrators to secure this preparation and a system of temporary permits could be devised to meet the needs of the period of transition. Additional requirements are being made in other school positions and the superintendents should be required to keep pace.

The minimum requirement of 27 months of experience in educational work is also suggested on the basis of the concensus of present opinion. The qualification is stated in terms of months in order to take into account the seven months school term. The state should have no trouble in securing adequate numbers of men and women who meet this requirement.

Protection for the Administrator

In Chapter VI certain principles were advanced which were designed to protect the school administrator himself. These provisions, it was argued, should be made in order to safeguard the

⁴ *Ibid.*

position of the school superintendent to the extent that he could work under conditions guaranteeing a reasonable degree of security, thereby assuring more efficient performance on his part, and aiding in the attraction of more competent individuals to the profession. The principles suggested were concerned with giving the superintendent a satisfactory contract, a salary commensurate with the importance of his work, adequate tenure of office, and freedom from the influence of partisan politics in the discharge of his duties. The program to be followed in securing the last three of these objectives will be described in the following section of this chapter.

The superintendent's contract.—The purpose underlying the practice of giving the superintendent of schools a contract is twofold. The rights of both the state and the individual administrator should be protected. The principal weakness to be found in the plan existent in Kentucky is concerned with the method of terminating the agreement. According to the statute now in effect a superintendent may be removed by a vote of four members of a board of education for cause, provided that a written notice setting out the charges for removal must be spread on the minutes of the board and given to the superintendent 15 days before action is taken on his removal.⁵ In addition, a board of education may refuse to renew the administrator's contract when it expires, either with or without notice.

Such provisions as the foregoing are not satisfactory. The contract should contain a clause describing the method of termination in all instances in which the agreement is to be discontinued. The proceeding involved should be dignified and fair to all concerned. It has been suggested that three months may be considered as an adequate period of notice. A period of notice of this length meets other requirements of the Kentucky statutes effectively. The superintendent holds office from July first to June thirtieth⁶ and teachers may be elected any time after April first.⁷ Three months, therefore, would guarantee to the superintendent the same information that the law permits in the case of teachers. Kentucky should incorporate this suggested period of notice into its statute law and the method adopted should apply, both to removal from office and failure to renew existing contracts.

⁵ *Ibid.*, p. 340.

⁶ *Ibid.*, p. 339.

⁷ *Ibid.*, p. 341.

Need for an Effective Professional Organization

Kentucky has a state organization of school superintendents. Beyond this statement very little can be said. An annual meeting is held and those individuals who care to do so pay a fee of \$1.00 a year. The organization has no comprehensive program. On occasions that legislation affecting the superintendents adversely is proposed, the group rallies temporarily to forestall such action. In fact, the general activities of this body of administrators are so unorganized and futile that certain of the educational leaders of the state are frank in observing that the organization should be abolished.

However, there is a definite place for an organized group of professional school administrators, provided that it does adopt a comprehensive program and takes steps to put that program into effect. The purpose of this section is to suggest certain features of such a program of action.

Education of the general public.—Probably the item of major concern to a state organization of school superintendents should be the education of the general public along lines designed to develop a better understanding of the nature and importance of good school administration. Many of the undesirable situations described in the instant study are the results of lack of understanding on the part of the public. A definite publicity program should be inaugurated in an attempt to correct this condition. Features that should be emphasized in this program of publicity are: the nature of the superintendent's work, the need for adequate tenure in office, the importance of removing the schools from the sphere of partisan politics, and the desirability of increasing salaries.

The public should be informed concerning the relative functions of a board of education and the superintendent of schools. It is true that the statutes define these duties in an effective way, however, the fundamental distinction between *policy forming* and *administration* is not made clear. In certain local school units of the state the spheres of action of the board and the superintendent have been divided effectively. There is no good reason why it could not be done in the other units. The results would not be immediate. Opposing habits of thought and practice are deep-rooted. However, a long-view program conducted by the state professional organization could achieve the desired ends. Board members would then be elected on a different basis and when elected would act in the

approved manner, both because they would know their duties and because the public would demand this type of action.

The same general type of procedure should be followed by the state organization of superintendents relative to the questions of tenure, influence of partisan politics, and salary. Statute law is not sufficient. The interests of a special group of educational workers are involved and this group itself should assume the major portion of the burden of securing the rights and privileges it deserves. When citizens become conscious of the importance of these issues, and recognize their bearing upon the welfare of the educational system, they can be counted upon to cooperate. The proof of this statement is that such results have already been achieved in isolated instances.

Control of the membership.—To carry out the program suggested in the preceding paragraphs, and to exercise the prerogatives of a truly professional group, the state organization of superintendents should have very definite control over its membership. Under conditions which now exist in various parts of the state, the public cannot be expected to accept in good faith the publicity program suggested in the preceding division. The practices followed by certain local superintendents in securing their appointments and in maintaining themselves in office are certain to defeat the whole plan. The state organization should take action designed to eliminate such practices and this action should be marked by certain characteristics.

First, the state professional group should co-operate with the national association of administrators in adopting a code of ethics for the profession, and when this code is adopted should take the steps necessary to assure its being put into practice by the membership. This procedure involves some measure of control over entrance into the profession, the revocation and reinstatement of credentials, and professional disbarment. In Kentucky, the members of the legal profession are under control of the Court of Appeals acting through the Kentucky Bar Association as an administrative agency.⁸ The same general authority over physicians is granted to the State Board of Health.⁹ A similar plan relative to the control of the school superintendents could well be provided. In one sense this stipulation is already made. The State Board of Education may revoke certificates on recommendation of the State Superintendent

⁸ *Carroll's Kentucky Statutes*, 1936, Section 101-1.

⁹ *Ibid.*, Section 2613-15.

of Public Instruction. The administration of this type of action should be placed, eventually, in the hands of the state organization of school superintendents. A step of this kind should not be taken until the state organization has demonstrated its ability and willingness to exercise the degree of authority indicated. The Kentucky school administrators should begin looking in the direction of attaining this professional goal.

A Comprehensive Training Program

The minimum amount of training for school superintendents, as proposed in this investigation, is possession of the master's degree. In addition to this general requirement, those charged with determining the content of the training program should include certain factors in their plan, both as it affects the undergraduate preparation of these individuals and their subsequent graduate training.

Undergraduate training of the superintendents.—The undergraduate program of training designed for the preparation of school superintendents should provide a broad cultural background, and the professional courses at this level should be general and fundamental in nature. Since this undergraduate program is also planned to prepare the individual for teaching, it is probable that those who are to qualify as administrators will be forced to earn more than 128 semester hours of credit for the baccalaureate degree. A stipulation of this nature is not unfair. If 128 semester hours of work are necessary to prepare for teaching, an individual should not expect to attain this objective and prepare for administrative activity at the same time.

Attention should also be given to guiding these prospective administrators toward choosing courses in the general field of the social sciences. The importance of this suggestion is readily apparent. The superintendent must deal constantly with social problems and social situations. His need for adequate training in social subjects cannot well be overemphasized.

An adequate program of undergraduate instruction should also concern itself with preventing the gaps in preparation which appear in the programs of training followed by many present-day administrators. Particularly should this attempt be concerned with training in the fine arts and vocational education. Too often the typical transcript of credit indicates that these fields have been ignored.

Graduate training of the superintendents.—If a year of graduate training is to be required of those who would be school superin-

tendents, the year's work should be planned definitely to meet the demands of this particular type of school activity. Of the 30 semester hours of work required at the graduate level, approximately 18 hours should be in education and should include courses in finance, organization and administration of supervision, business administration, curriculum, administration of teaching personnel, public relations and publicity, organization of schools and school systems, and school housing. The writer is inclined to add that, at the present time in Kentucky, this requirement in education might well include a course in school law. The frequent instances of litigation involving the superintendents of the state do not serve as aids to advancing the prestige of the profession in the eyes of the layman. Furthermore, many of the causes of controversy have been settled previously by the courts in definite terms. Acquaintance with the statutes should aid the superintendent in meeting the demands of his work and, at the same time, avoid the numerous instances in which the affairs of the local school units are aired publicly in the courts.

In most instances the remaining 12 semester hours of work should be concentrated in some academic field, and in all cases in which the elementary program is followed at the undergraduate level an academic minor should be required during the fifth year. This last suggestion is made in view of the fact that the program of training for elementary teachers, as provided by the state authorities, does not insure extensive study in any subject-matter field.

The internship for the superintendency.—At least one graduate institution in Kentucky should begin experimentation with a program of internships for prospective superintendents. Argument in support of this type of training has been advanced previously. In the event that such a program should be inaugurated, those who follow the plan in their preparation should be exempted from all, or a part, of the minimum experience requirement for securing an administrative credential. The internship arrangement could be valuable as a medium of training and might also serve to make preparation for school administration more attractive to qualified young people. If the plan should be adopted, the appointments should be available only to a select group who give evidence of unusual promise. The University of Kentucky is apparently well located to do this work.

Summary

In the light of modern educational thought and certain peculiar conditions existent in Kentucky, a number of changes should be

made in the state's plan for securing administrators for the public schools.

In the event that a constitutional convention is called in the near future, a few of these changes should take the form of constitutional provisions guaranteeing separate school elections, the election of school board members from the district at large, and the method of appointment of the superintendent by the board of education. Furthermore, the section of the existing constitution providing a maximum for the salaries of school officers should be abolished. Other needed revisions in the existing framework of organization should be provided by statute. Fiscal independence should be granted to all school districts, the possibility of multiple control eliminated, and the number of school districts decreased.

The state should revise its system of certification. The modifications made should include granting the control of certification to the State Board of Education which would act on recommendations of the Council on Public Higher Education; issuing special certificates for superintendents; discontinuing the issuance of life credentials and substituting therefor permanent certificates subject to continuous renewal so long as the individual concerned is active in educational work and gives evidence at stated intervals of professional interest and advancement; abolishing the present system of fees for issuance and renewals; revising the plan of revoking certificates and providing for reinstatement of credentials; requiring physical examinations and evidence of United States citizenship from applicants for administrative licenses; establishing a minimum age of 25 years for the superintendent; adopting desired practices for determining the character and personality qualifications of applicants for certification; and establishing the master's degree and 27 months of experience as minimum requirements for the superintendency.

The state should also extend protection to the administrators by adopting a contract form which would provide for three-month's notice in the event that either the superintendent or the board of education decide that their agreement should be broken or not renewed.

A large proportion of the general task of improving the administrative situation in the state should be undertaken by the state organization of superintendents. Their efforts should be concentrated on a program designed to educate the public concerning the desirable distinction between functions of the board of education and the superintendent, the importance of suitable tenure for the local school

administrator, the desirability of removing the schools from the influences of partisan politics, and the need for salaries commensurate with the importance of the work. The state professional organization should also assume certain controls over its membership to insure desirable conduct on the part of the administrators, and eventually should be granted the administration of professional disbarment proceedings with final action to be taken by the State Board of Education.

The general training program of the prospective school administrator should be so planned by the state authorities that the undergraduate preparation will guarantee a broad cultural background with particular attention to the social sciences, and with special safeguards drawn to prevent the omission of fundamental experiences, particularly in the fields of the fine arts and vocational education. At the graduate level, major emphasis should be placed on specific training for the superintendency with attention at this point also being given to the development of facility in a subject-matter field, particularly in those cases involving individuals who have prepared for elementary teaching under the existing Kentucky plan.

Finally, the possibility of making use of internships as a means of affording desirable training for prospective superintendents should be investigated by at least one of the Kentucky graduate schools. The University of Kentucky seems to be well-located for this purpose.

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