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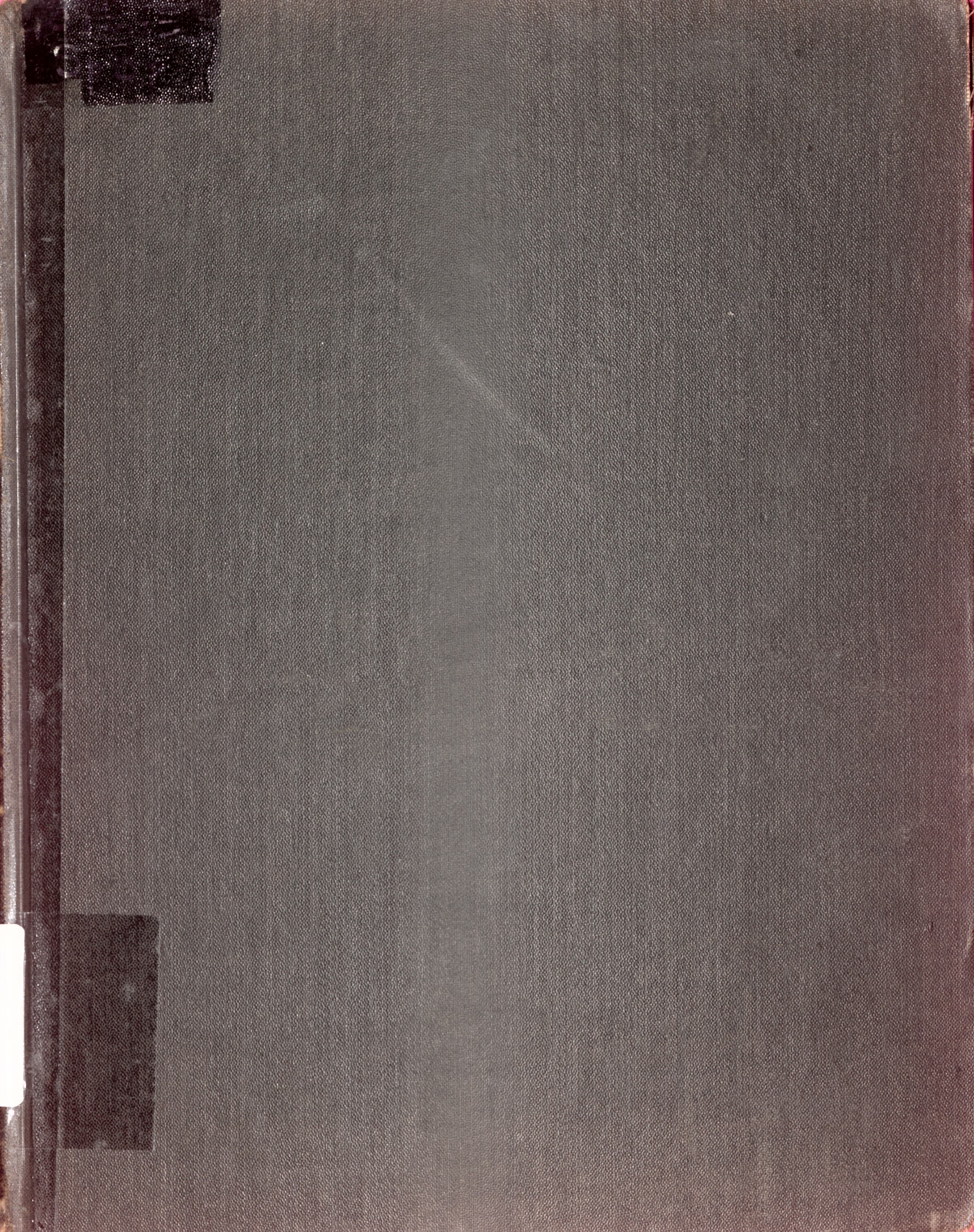
The Present Status of County Superintendents in the State of Tennessee

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THE PRESENT STATUS OF COUNTY SUPERINTENDENTS
IN THE STATE OF TENNESSEE

A dissertation submitted to
The Graduate Faculty of the Teachers College
of the University of Cincinnati
in partial fulfillment of the
requirements for the degree of

MASTER OF EDUCATION

1934

by

Corinne Hall Springer
B.S. Tennessee State Teachers College 1926

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have an equal chance to acquire training which will best fit them in facing life situations intelligently and courageously. The teachers and principals cannot do their most effective work without adequate supervision and administration on the part of the superintendent. If the superintendent is not with difficulties which limit his duties, his power and tenure of office, education suffers. The training of the county superintendent, his experience, the method of his appointment, his power to exercise certain duties, his growth into real leadership, his tenure of office, all, when limited provide reason for investigation into certain factors involved in his position is an effort to facilitate further his progress and success.

Aside from meeting the state requirements of qualifications for the profession, it is expedient that all educational leaders familiarize themselves with the most recent procedure in general practice, which

CHAPTER I

INTRODUCTION

Purpose of the Study

It is the purpose of this study to make an investigation of the present professional and economic status of Tennessee county superintendents. The rural schools of today are facing the problem of efficient administration. The boys and girls in these schools throughout the ninety-five counties in the State of Tennessee should have an equal chance to acquire training which will best fit them in facing life situations intelligently and courageously. The teachers and principals cannot do their most effective work without adequate supervision and administration on the part of the superintendent. If the superintendent is met with difficulties which limit his duties, his power and tenure of office, education suffers. The training of the county superintendent, his experience, the method of his appointment, his power to exercise certain duties, his growth into real leadership, his tenure of office, all, when limited provide reason for investigation into certain factors involved in his position in an effort to facilitate further his progress and success.

Besides meeting the state requirements of qualifications for the profession, it is expedient that all educational leaders familiarize themselves with the most recent procedures in general practice, which

are easily obtainable through current educational literature, contact and participation in educational meetings. The author proposes to find out the amount of reading or study done and the number of educational meetings attended by Tennessee county superintendents during the year 1931.

The county superintendent in Tennessee at present is elected in three different ways throughout the state, each county having its own procedure of election: first, by the local board of education; secondly, by the vote of the people; and thirdly, by the quarterly county court.¹ On this basis the office lacks state unification in the procedure of selection and is largely political. This being one of the important factors in the professional status of the superintendent, it is the aim of the study to discover to what extent these procedures are used in Tennessee and to give a tentative proposal for the remedy of the situation.

It is of relatively great importance that remuneration be regulated, not with reference to experience alone, but in accord with the amount of training. The study is, therefore, interested in the salary scale of Tennessee county superintendents and its comparison with the amount of training to ascertain what premium by way of remuneration is given for the higher trained Tennessee county superintendents.

¹ Annual Report of the Department of Education, p. 23. State of Tennessee, Nashville: Ambrose Printing Company, June, 1930.

Definition of the Problem

The study is concerned with the professional status of the Tennessee county superintendents, wherein are involved, the legal duties, the training, the experience, the method of election, the tenure of office, the superintendents' preference of method of election; also certain facts relative to the organization and the extent of the county school system of which he forms an integral part and for which he is largely responsible.

I. Concerning the professional status, an attempt is made to ascertain, as far as the data will permit, the following:

1. The legal duties: the laws which directly govern the superintendent's work and determine the extent of his power.
2. The training of Tennessee county superintendents with reference to the number of years spent in high school, liberal arts college, teachers college or university and the degree or diploma received; the type of certification; the number of hours in administration; the reading or study during the year 1931, done for further professional improvement; the number of educational meetings attended.
3. The experience of Tennessee county superintendents in terms of the number of years of teaching experience, the number of years of service in a principalship, the total number of years as a superintendent and the number of years in the present position.
4. The method of bringing about the Tennessee county superintendent's election.
5. The method of election which the superintendents consider the best and their reasons for the choice.

6. The extent of the superintendent's job in terms of the number of schools per superintendent; the number of teachers per superintendent and the number of pupils per teacher.

II. Concerning the economic status of Tennessee county superintendents, this study will attempt to present as far as the data will permit, the following:

1. The trend in salaries; the present salary contrasted with that of 1928 and 1917.
2. The present salary and the amount of it allowed by: the county court, the state and county board.
3. The amount of the superintendents' salary per pupil.
4. The amount of superintendents' salary per teacher.
5. The comparison of the superintendents' remuneration with training.

It is necessary to define certain terms peculiar to the Tennessee county school system such as "county court," "county board" and "scholastic population" since these occur consistently throughout the body of the thesis. Early in the development of municipal government in Tennessee the county court functioned as a governing group for the community and appears never to have had any constitutional basis. It is a body for local self government which was in existence prior to 1796 and exists to the present day. The following are educational duties of the

2

Robert Hiram White, Development of the Tennessee State Educational Organization, 1796-1929, p. 238. Contribution to Education, No. 62. Nashville: Department of Education, George Peabody College for Teachers, 1929.

3

county court: Elect and fix salaries of all employees.

1. Elect members of the county board of education.
2. Provide necessary funds for the county board of education.
3. Require school reports of progress and expenditures from the county board of education through the county superintendent.
4. Submit to the voters of the county the proposition to issue bonds for school property.
5. Levy taxes necessary to meet the school budget.
6. The county judge or chairman of the county court shall approve the bond of the county superintendent and make quarterly settlements, of the high school and elementary school funds, to the county trustee and county board of education.

The county board of education is comprised of seven members, elected by the county court, one member to be elected each year, each to serve for a period of seven years. Members must have a practical education, be residents of the county and are paid not more than four dollars a day for services. The following are the major duties of the county

board of education:

1. Elect one of its members as chairman of the county board for one year. The chairman and the county superintendent constitute the executive committee of the board.
2. Assign the duties of the county superintendent.

3

Public School Laws of Tennessee, p. 24. Edited by P. L. Harned, Nashville: State Department of Education, 1925.

4

Public School Laws of Tennessee, p. 11. Edited by P. L. Harned, Nashville: State Department of Education, 1925.

3. Elect and fix salaries of all employees.
4. Dismiss employees and suspend pupils.
5. Approve the school budget.
6. Visit schools when necessary.
7. Make consolidation and provide transportation.
8. Determine the length of school term.

The scholastic population is the census of the persons between the ages of six and eighteen to be enumerated biennially by capable and reliable census enumerators hired by the county board of education.

Methods and Materials

The survey, historical and statistical methods are used in this study. At the State Department of Education, Nashville, Tennessee, the last record of the qualifications and basis of election of the county superintendent was that of 1926, a result of a survey conducted by James A. Roberts, Assistant Commissioner of Education. Since the qualifications in 1926 were not adequate for 1932, and recent data were not available, it became necessary to use the questionnaire device. The sources from which data were collected for the study are the following:

1. Records on file at the office of the State Commissioner of Education.
2. State reports of the United States Bureau of Education.
3. State reports to the governor of Tennessee.
4. Public school laws of Tennessee.
5. United States Bureau of Education Bulletins.
6. Current educational literature.

A questionnaire was sent to each of the ninety-five county superintendents as a means of getting data for the year 1931, on the superintendents' qualifications, salary, source of salary and method of election. Of the ninety-five counties, a response was received from seventy-three counties, making a seventy-six per cent representation.

Development of the Office Limitations of the Study

In presenting an account of this investigation, the writer wishes to acknowledge the limitations in the study. No attempt was made to investigate the following:

1. The elementary school training of the Tennessee county superintendents.

2. The contributions to literature and awards for distinguished achievement.

3. Property ownership and the number in family.

While personal appearance, personality and character are relevant factors for judging efficiency, on account of the impracticability of including these items in a questionnaire, items concerning personal as well as social status were omitted.

William A. Cook, Central and State School Administration, p. 156. New York: Thomas Y. Crowell, 1927.

Ward H. Keweenaw, Review of Educational Legislation, Biennial Survey of Education, Chapter 3, p. 410. Washington: United States Department of Interior, Office of Education Monographs, 1928-1929.

county has rapidly attained an important place in public education. There is a decided trend toward placing greater responsibility upon the county as a unit in educational affairs. This responsibility, it should be remembered, was shifted from the district and not from the state.

CHAPTER II

As early as 1804 in Tennessee, the county superintendent was under the management of the Tennessee County Superintendent.

HISTORICAL BACKGROUND OF THE OFFICE OF THE

TENNESSEE COUNTY SUPERINTENDENT

The legislature showed Development of the Office was designed for the poor, who had no lands or property to support and educate them. There

An attempt is not made here to give a complete history of the development of the office of the Tennessee county superintendent.

The first suggestion in Tennessee of departure from local control of public education marks its beginning as early as 1804 when development. In discussing the development of the office of the county superintendent from a national standpoint, Cook writes:

He came into existence generally during the middle portion of the last century. Sometimes he was the outgrowth of a township superintendent. Again he developed from a county commissioner of school lands, for which official there was a general demand after the land grant policy of the nation was instituted. Or he replaced a lay board on whom duties relative to the schools were accumulating faster than they could discharge them The office has grown faster than the officer and the present problem of the county superintendency is to make the superintendent catch up with his position, and to readjust him to the changing character of the duties of the office.

2

Keesecker also writes: compensation was allowed for services rendered;

In general, the community unit, township or district was the first in the field, but since the beginning of the present century the

1 Robert Allen White, Development of the Tennessee State
Education, William A. Cook, Federal and State School Administration,
p. 166. New York: Thomas Y. Crowell, 1927.

2 Ward W. Keesecker, Review of Educational Legislation,
Biennial Survey of Education, Chapter 8, p. 410. Washington: United
States Department of Interior, Office of Education Monograph, 1926-1928.

county has rapidly attained an important place in public education. There is a decided trend toward placing greater responsibility upon the county as a unit in educational affairs. This responsibility, it should be remembered, has shifted from the district and not from the state.

As early as 1806 in Tennessee, the common schools were under the management of school commissioners in each county. At this time the legislators thought that public education was designed for the poor, who had no lands or property to support and educate them. There was no conception of state responsibility for public education.

The first suggestion in Tennessee of departure from local control of public education marks its beginning as early as 1821 when the county trustee was in charge of the school commissioners whose chief duties were, to reside in the neighborhood and superintend the various schools located on the several tracts of land. In 1823, the county courts were required to appoint "five discreet persons" who were to compose the board of school commissioners for each county. It was the duty of these commissioners to submit an annual report to the county court showing the amount of money received and the purposes for which the funds were used. No compensation was allowed for services rendered; the tenure of office being two years and no longer.

Robert Hiram White, Development of the Tennessee State Educational Organization, 1796-1929, p. 21. Contribution to Education, No. 62. Nashville: Department of Education, George Peabody College for Teachers, 1929.

3
4
5
6
Ibid., p. 27.
Ibid., p. 28.
Ibid., p. 31.

The suggestion of growth into centralized authority appears
 7
 in the following:

At designated intervals, the county court in each county in the state appointed one commissioner in each captain's company in each said county which commissioners were directed to meet on the third Saturday in April, 1830, at their respective regimental grounds for the purpose of providing said regiment into "school districts of convenient size." The qualified voters in each district were to elect five trustees for said district for a term of one year. The trustees thus elected were to organize themselves into boards for their respective districts by selecting a chairman, a clerk and treasurer. The chairman of the several districts were then to meet on the first Saturday in every June for the purpose of choosing not less than five nor more than seven discreet and intelligent citizens for common school commissioners for said county. The school commissioners so chosen were to organize themselves into a board and to elect a chairman for the county. On the whole, the trustees were charged with administering the following provisions of the law, namely: the employment of teachers, submitting to the school commissioners an annual report specifying salaries paid to teachers, the length of school term, attendance, number of pupils taught in each subject and the average tuition charge per pupil per month. The commissioners were directed to assign to each member of their body a specified district with the understanding that said commissioner would visit each school under his jurisdiction at least once every year and examine condition of each school and progress of pupils. Furthermore, it was made the duty of the school commissioners to submit both to the legislature and to the secretary of state, a report covering the fiscal and financial items of the county as related to the common schools.

Thus, in 1830, the position of the school commissioner, appointed by the county court, responsible for the functional machinery of the various districts in his county and for the school report

"covering the fiscal and financial items of the county as related to the common schools" was in a measure, similar to the present day county superintendent. However, there was a lack of unified and centralized organization and no law for remuneration of officials. The first provision for the position of the county super-

intendent in Tennessee was made in March 1867 when in compliance with practice in other states, a bill was passed which was to go into effect the following June.⁸ Great opposition and slow execution of this law caused its repeal in 1869 and the office of the county superintendent was made optional in the act of 1870. In 1873, however, the position of the county superintendent of schools was made compulsory and has remained as such to the present day.

After the year 1874, he was to be elected biennially by the county court.⁹ In 1867 he was elected by district directors for three years. At that time, the requirement specified that he must be a person of acquirement and skill in the art of teaching and must examine candidates for teaching.¹⁰ In 1874, the required qualification of the county superintendent was that "he shall be a person of literary and scientific attainments, and when practicable, of skill and experience in the art of teaching." The act of 1895 specified that candidates for the office of the Tennessee county superintendent must file with the chairman of the county court, a certificate of qualification being based upon examinations held under rules and regulations adopted by the board. Here, the opportunity of setting up standards for the chief

8

History of Tennessee, p. 431. Nashville: Goodspeed Publishing Company, 1886.

9

Robert Hiram White, Development of the Tennessee State Educational Organization, 1796-1929, p. 231. Contribution to Education, No. 62. Nashville: Department of Education, George Peabody College for Teachers, 1929.

10

Ibid., p. 231.

Robert Hiram White, Development of the Tennessee State Educational Organization, 1796-1929, p. 231.

executive official in the various counties was placed in the hands
 11
 of the state board of education.

Women have served as county superintendents since 1868. In 1915, women became eligible to election on boards of education. At this time the county superintendent was made secretary of the board with the requirement of the minimum training of two years of college work with twenty-four months of teaching experience. In 1907, the county board of education became the unit of school administration with jurisdiction over the county as a whole instead of school districts as before.

Textbook Law

A uniform textbook law for the state of Tennessee was passed in 1899, with the restriction that the county superintendent was to recommend adoption and give advice concerning the selection of textbooks for the schools in the county. Such flexibility in the law is highly desirable, since the climatic, social and living conditions vary in different localities throughout the state. Textbooks best serve their purpose when adaptable to the environment and to the pupils who are to use them.

Transition of Licensing of Teachers

From 1873 to 1913 the local licensing of teachers was in the hands of the county superintendent. After the act of 1913, teachers'

certificates were issued by the state commissioner of education. At present, teachers' certificates are issued by the state commissioner of education. Here, the transition of local control of the granting of teachers' certificates to that of state control, is evident.

Evidence of Higher Status of Training for County Superintendents

In 1925 county superintendents were required to have four years of college training from an approved institution, twenty-seven hours in education and twenty-four months of teaching or supervision experience. Here specification for the training of the superintendents by the state, shows an attempt to maintain a higher status of training for the county superintendent.

Thus, in Tennessee, the county superintendent replaced the local school commissioner and gradually the state assumed its responsibility for public education. The expansion from local school district control to that of county unit control, which became responsible through the county superintendent to the chief state official, shows the gradual growth and advancement in public education in Tennessee during the latter half of the past century and the beginning of the present century.

Summary

1. In 1806, there was a lack of state and county responsibility for public education. The local school district commissioner was the chief official and received no remuneration for services, public education being designed for the poor.

2. In 1821, the county trustee was the chief and responsible official presiding over the local school district commissioners.

3. In 1823, the county court required of the local school commissioners an annual report of school finance and progress and was therefore, responsible for public education.

4. In 1830, an annual report was required of the local school commissioners by the legislature and secretary of state who assumed the responsibility of public education.

5. The office of the local school commissioner was replaced by the county superintendent in 1867; became optional in 1870, compulsory in 1873 and remains as such to the present day.

6. A certificate of qualifications for county superintendents was not required by the state board of education until 1895.

7. The local licensing of teachers which had prevailed since 1873, was abolished in 1913 and teachers' licenses are now issued by the state commissioner of education.

8. Women have served as county superintendents since 1888 and became eligible to election on boards of education in 1915.

9. The county board of education became the unit of administration for the county as a whole in 1907.

10. In 1925, the qualification requirement for the county superintendent was four years of college education from an approved institution, twenty-seven hours in education and twenty-four months of teaching experience.

CHAPTER III

THE LEGAL DUTIES OF TENNESSEE COUNTY SUPERINTENDENTS

In considering the legislation governing the duties and the power of Tennessee county superintendents, it is necessary to set up tentative divisions of duties which may be used as a basis for significant classifications. According to current literature, the primary functions of a superintendent are: (1) to make recommendations, which may be designated as administrative duties; (2) to execute legislation, which may be classed as executive duties; (3) to keep records and make reports, which may be classed as clerical duties; (4) to supervise, which may be called supervisory duties. This chapter is, therefore, concerned with the laws which determine the Tennessee county superintendents' administrative, executive, clerical and supervisory duties. The chapter will also present the legal requirements which have to do with the qualifications, the certification and the election of Tennessee county superintendents. In order to present the facts concerning the legal phases which have been previously enumerated, it is necessary to refer to the Public School Laws of Tennessee. Laws taken from different parts of the edition of the Public School Laws of Tennessee for 1925 were used in the compilation of the laws in the remainder of this chapter.

¹ Public School Laws of Tennessee, pp. 13, 16, 17, 18, 19, 20, 24, 26, 33, 43, 45, 47. Edited by F. L. Harned, Nashville: State Department of Education, 1925.

Administrative Duties

It shall be the duty of the County Superintendent:

(a) To make such recommendations to the County Board of Education as he or she deems for the best interest of the public schools, but in no case shall he or she have a vote on any question coming before said Board.

(b) To recommend to the County Board of Education supervisors, teachers, clerical assistants, and other employees in the county schools.

(c) To recommend to the Board salaries for teachers in accordance with the salary schedule and the salaries and wages of all other employees nominated by him.

(d) To prepare annually a budget for the schools in his county, and to submit same to the County Board of Education for its approval, and to present it to the County Court for adoption at its April session, which budget shall set forth in itemized form the amount necessary to operate the schools of the county for the scholastic year beginning on the first day of July following. Any change in the expenditure of money as provided for by the budget shall be first ratified by the County Board of Education and the County Court.

Executive Duties

It shall be the duty of the County Superintendent:

(a) To act for the Board in seeing that the laws relating to the schools, and of the State and the County Board of Education are faithfully executed.

(b) To attend all meetings of the County Board of Education and to serve as a member of the Executive Committee of said Board without additional compensation.

(c) To require the use of the State course of study for all the public schools and the system of promoting pupils through the several grades thereof in connection with the regulations of the State Commissioner of Education.

(d) To assign teachers to the end that the best interests of the schools may be promoted thereby, pending the meeting and approval of the County Board of Education.

(e) To serve as Chairman of the local examining committee on all examinations of teachers held in his county.

(f) To be present at all quarterly and annual settlements of the County Trustees with the County Judge or Chairman of the County Court covering all school funds arising from State apportionments, county levies and all other sources, and report his acts to the County Board of Education.

(g) To give his full time and attention to the duties of his position as County Superintendent.

(h) To perform such other official duties as may be prescribed by law.

(i) That the County Superintendent as ex-officio Secretary of the County Board of Education be required to give bond, to be approved by the Chairman of the County Court, to the amount of five hundred dollars (\$500.00), for faithful discharge of his duties.

Clerical Duties

It shall be the duty of the County Superintendent:

(a) To sign all certificates and diplomas of pupils who complete the courses of study prescribed for the elementary and high schools.

(b) The County Trustee shall require the County Superintendent to attach a voucher to every school warrant amounting to one hundred dollars (\$100.00) or more drawn by the County Board of Education for any purpose other than the salaries of the supervisors and teachers, showing that said Board has complied with the law requiring contract to be let on competitive bids.

(c) Immediately after the election of teachers by the County Board of Education in any county for any year the County Superintendent shall report to the State Commissioner of Education, on forms supplied by said Commissioner, the name, kind of certificate, experience and efficiency of each teacher elected and the operating expense of the county elementary schools for the preceding year and such other information as may be required. Upon the receipt of such full and accurate report from the County Superintendent, subscribed and sworn to, the State Commissioner of Education shall ascertain the amount of school funds that will be available for county elementary schools from sources as herein provided, and all other sources, and said Commissioner shall draw vouchers on the State Comptroller in July and January of each year, for amounts which, when added to the amount available to the county for elementary schools from the above mentioned sources, will be sufficient to pay the salaries and operation expenses for the elementary schools of said county according to the state salary schedule for a period of eight scholastic months.

(d) The county superintendent, on or before the first day of July of each year, shall certify to the County Trustee the average daily attendance of the schools under his direction and of the city schools in his county, and the County Trustee shall distribute all elementary school funds, State and County, except the Equalizing Fund for county elementary schools as provided in this Act, to the county and city or cities in proportion to the average daily attendance as thus certified to him.

(e) All reports of County Superintendents on average daily attendance shall be accompanied by affidavits from officials that the reports are correct; and any school official, teacher, principal, or County Superintendent making false reports as to average daily attendance, scholastic population or number of teachers and salary schedule shall be guilty of a felony and subject to the penalty for such offense.

(f) To make a quarterly report to the quarterly County Court through the County Board of Education of the receipts and expenditures of the public school funds, the needs of the county elementary and the county high schools, the progress made in their development and such other information as to the administration of the public schools as it may require.

(g) To keep in well-bound books furnished by the county and arranged according to the regulations prescribed by the State Commissioner a detailed and accurate account of all receipts and disbursements of the public school funds, the account of elementary and high school funds to be kept separate.

(h) To issue within ten days all warrants authorized by the County Board of Education or the County Trustee for expenditures of public funds.

(i) To require all teachers to submit to him for record their certificates, or authority to teach, given by the State Commissioner of Education, and to keep a complete record of same.

(j) To file all contracts entered into with teachers and employees of the County Board of Education before they begin their services in the public schools.

(k) To furnish to teachers or principals the names of pupils belonging to their respective schools, said list to be taken from the census enumeration or other reliable records and file in this office.

(l) To issue certificates relative to the employment of minors; provided, that such certificates for pupils belonging to the schools of a city or incorporated town shall be issued by the Superintendent of such city or town.

(m) To receive subscriptions for establishing and maintaining school libraries to deposit same with the County Trustee and to report to the State Commissioner of Education the amount thus deposited and the books desired.

(n) To require reports of average daily attendance from superintendents of cities and incorporated towns and to report to the State Commissioner of Education any failure on the part of city superintendents or principals to make such reports.

(o) To report to the County Trustee and the State Commissioner of Education on or before the first day of July of each year the average daily attendance in the schools of the county and of the cities and incorporated towns therein.

(p) To make a written report, quarterly, to the County Court for the County Board of Education of all reports and expenditures of the public school funds which account shall contain full information concerning the condition, progress and needs of the schools of the county and which shall be audited by the County Judge and the Finance Committee of the County Court.

(q) To report to the County Court and the State Commissioner of Education whenever it shall appear to him that any portion of the school fund has been, or is, in danger of being misappropriated or in any way illegally disposed of or not collected.

(r) To make reports to said Commissioner of Education when requested by him; and on or before the fifteenth day of July, annually, to make to the said Commissioner, on forms furnished by him, a full and complete report for the year ending the thirtieth day of June preceding.

(s) To deliver to his successor all records and official papers belonging to said position and in case of his or her refusal to deliver such records and files on demand of his or her successor, he or she shall be guilty of a misdemeanor and fined not less than fifty dollars (\$50.00) nor more than two hundred fifty dollars (\$250.00) and a like penalty for each month during which he or she shall persist in withholding the same.

(t) To file with the State Commissioner of Education a copy of the budget adopted by the Quarterly County Court within ten days after its adoption.

(u) To furnish to the State Commissioner of Education a list of the teachers elected by the County Board of Education and their respective salaries, on forms furnished by said commissioner.

(v) To keep in a well-bound book furnished by the County Board of Education a complete and accurate record of the proceedings of all meetings of the Board and of his official acts.

Supervisory Duties

It shall be the duty of the County Superintendent:

(a) To have general supervision of all county schools and to visit the schools from time to time and advise with the teachers and members of the Board of Education as to their condition and improvement.

Qualifications of the County Superintendent

(a) The County Superintendent shall be a person of literary attainment and experience in the art of teaching and school administration, and shall have a certificate of qualification issued by the State Board of Education. Provided this paragraph shall not affect Chapter 260, Private Acts of 1925; provided all County Superintendents' Certificates outstanding at the time of the passage of this Act shall be valid for the time and purpose for which they were issued, unless revoked for misconduct, inefficiency or neglect of duty. Provided, further, that no such certificate shall be revoked without a hearing to the holder thereof as herein provided.

(b) A certificate based on examination, valid in any county in the State for a period of four years shall be issued to the applicant for the position of County Superintendent who has passed a satisfactory examination on such elementary and high school subjects as may be prescribed by the State Board of Education and in the general and instructional aspects of high school administration, under the rules and regulations made by the State Board of Education; provided, that the applicant for such certificate shall not be under twenty-four years of age and shall have had at least two years of credit from the University of Tennessee or a state teacher training institution, or the other college, or university approved by the State Commissioner and State Board of Education, and shall have had at least twenty-four months of successful experience as teacher or supervisor in the public schools of the State. Such certificate may be renewed for a period of four years, provided the holder completes during the duration of the certificate one quarter's work of at least twelve quarter hours thereof which shall be in education in an institution approved by the State Commissioner and State Board of Education.

Certification of the County Superintendent

(a) That the examination for the position of County Superintendent shall be conducted at such time and places and under such regulations as shall be fixed by the State Board of Education. All

applicants for professional certificates and for examination certificates to qualify for the position of County Superintendent shall pay a fee of five dollars (\$5.00) which shall be deposited in the State Treasury to the credit of the State School Fund. The questions for these examinations shall cover the subjects of reading, writing, spelling, mathematics, United States History, the Constitution of the United States, geography, general science, English, State History, the Constitution of the State, physiology and hygiene, school law, administration, and such other subjects of the elementary and high school courses, and such other professional subjects as may be required by the State Board of Education. All subjects for the high school examination to be embraced in the examination to be furnished applicant on request.

(b) A permanent professional certificate in administration shall be issued to the applicant for the position of County Superintendent, who is a graduate of the University of Tennessee or a State Teachers College or State Normal School of Senior College grade or some other college or university approved by the State Board of Education who has completed at least twenty-seven quarter hours in education as prescribed by the State Board of Education and who has had at least twenty-four months of experience as teacher or supervisor.

Election of the County Superintendent

(a) It shall be the duty of the Quarterly County Court to elect members of the County Board of Education and fill all vacancies on said Board except in counties where the Board is elected by the people as now fixed by law. Also to elect county superintendents in certain counties where this is done under the present law, but in counties where the county superintendent is elected by the vote of the people shall remain as now fixed by law and to fill a vacancy when it occurs in the office of county superintendent where they have elected same.

Miscellaneous

(a) The County Superintendent shall receive such pay for his services as may be allowed him by the County Court, to be paid upon the order of the Chairman or Judge of the County Court, by the County Trustee.

(b) It shall be unlawful for any person who has tuberculosis or any other communicable disease to serve as County Superintendent and said Board is hereby given authority to require the County Superintendent to be examined by a competent physician whenever in its judgment such an examination is justifiable and upon a certificate from a competent

physician showing that said County Superintendent has any communicable disease that would endanger the health of the public school children he or she shall be suspended until said physician certifies to the said Board that such disease has been cured; provided, that said Board may fill such vacancies for the time said County Superintendent is suspended.

(c) It shall be a misdemeanor in office for any County Superintendent to become the owner of a school warrant other than allowed him or her as County Superintendent for his or her salary; provided, that nothing in this Act shall prevent any County Superintendent from receiving such compensation as the County Board may allow for his services as Secretary, and for any violation of this Section he or she shall be fined not less than fifty dollars nor more than two hundred fifty dollars, and dismissed from his or her position.

(d) It shall be a misdemeanor in office for any County Superintendent to take any other contract under the County Board of Education or to perform any other service for additional compensation, or to act as principal or teacher in any public school or to become the owner of a school warrant than that allowed for his or her services as County Superintendent; and for any violation of this Section he or she shall be fined not less than fifty dollars (\$50.00) nor more than two hundred fifty dollars (\$250.00) and be dismissed from his or her position.

(e) The County Board of Education shall provide proper record books for the County Superintendent, and should the Quarterly County Court fail or refuse to provide a suitable office and sufficient equipment for said County Superintendent, the County Board of Education may provide the same out of the elementary and high school funds in proportion to their gross annual amounts. The County Board of Education shall meet at the office of the County Superintendent as often as necessary to perform the duties herein required.

(f) Two and one-fourth per cent of state fund, or such part thereof as may be necessary, to assist the counties of the State to pay salaries or compensation to County Superintendents, each county in the State to receive from this fund an amount equal to that which is paid by the county on the salary or compensation of the County Superintendent; provided, that no county shall receive from this fund more than one thousand dollars (\$1,000.00) in any one year; and that no county shall receive any part of this fund unless it pay to the County Superintendent as much as five hundred dollars (\$500.00) per annum on his compensation; provided, further, that any County Superintendent receiving any part of this fund, as herein provided, shall devote all of his or her time to the duties of his or her position, and that no part of this State supplement shall be paid to a County Superintendent until he or she shall have made all reports required by the State Commissioner and State Board of Education; provided, further, that the State Commissioner of Education is hereby directed to refuse to allow the State

supplement to the compensation of any County Superintendent or Supervisor upon satisfactory evidence of neglect or duty or failure to comply with the law and regulations herein provided.

Summary

According to the Tennessee school laws the county superintendent has the following duties:

1. Administrative:

(a) To make recommendations to the county board of education concerning the best interests of the schools.

(b) To recommend teachers, clerical assistants and other employees; to determine their salaries and prepare annually a school budget to be approved by the county board and presented to the quarterly county court.

2. Executive:

(a) See that the school laws are faithfully executed.

(b) Attend meetings of the county board and serve as a member of its executive committee.

(c) Give examinations to teachers.

(d) Be present at all quarterly and annual settlements of the quarterly county court.

(e) To give full time and attention to his duties.

(f) To give bond for five hundred dollars (\$500.00) and to act as ex-officio secretary to the county board.

3. Clerical

(a) Sign all certificates - diplomas of pupils.

(b) Attach a voucher for every school warrant over \$100.00 (does not include salaries).

(c) File and report to the State Commissioner of Education the training, experience and certification of each teacher elected by the county board and report the operation expenses of the schools.

(d) Make reports to the quarterly county court.

(e) Keep a detailed and accurate account of public school funds.

(f) Issue within ten days all warrants authorized by the county board of education or the county trustee.

(g) Require reports from teachers.

(h) File teachers contracts.

(i) Furnish principals with the names of pupils belonging to their respective schools.

(j) File school budget with the state commissioner of education.

(k) Keep in accurate form the proceedings of all meetings of the county board of education.

4. Supervisory:

(a) To have general supervision of all schools.

The following specifications refer to the county superintendent's qualifications and election:

1. Qualification requirements:

(a) The county superintendent shall be a person of literary attainment and experience in the art of teaching.

(b) He shall have not less than two years of college training, twenty-four months of successful teaching experience as teacher or supervisor and shall be at least twenty-four years of age.

2. Certification: There is a specification.

(a) A permanent professional certificate in administration shall be issued by the state board of education to the applicant who is a graduate of a college or university approved by the state department of education.

(b) Those having less than the above qualifications are required to pass an examination. Applicants must have at least two years of college training, twenty-four months of successful teaching experience and must be twenty-four years of age.

3. Election: Twenty-four months of successful teaching

(a) Although there is a suggestion of exception to the rule, the county superintendent is elected by the quarterly county court.

4. Miscellaneous: The county superintendent shall:

(a) Accept his remuneration from the county court.

(b) Should the county court fail to provide office equipment the county board may provide same out of a part of the high school or elementary school fund.

(c) The maximum state allowance for the superintendents' annual salary is \$1000. The minimum county court allowance is \$500.00 per annum.

The legal qualifications of the Tennessee county superintendent specify that he "shall be a person of literary attainment and experience in the art of teaching," possess training in school administration and shall have a certificate of qualification issued by the state board of education. This statement gives no specification of the amount of

training required in administration. There is a specification, however, which limits the minimum requirement of professional training to that of two years of college and twenty-four months of successful teaching experience. This applies to applicants for an examination for the position of county superintendent, the examination being conducted for those who have less than four years of college training. Applicants must be twenty-four years of age.

Those who have four years of college training including twenty-seven hours in education from a college or university approved by the state department of education, twenty-four months of successful teaching experience (three years of eight months each) and are twenty-four years of age, are entitled to a permanent professional certificate in administration. To what extent the county superintendents meet these specifications will be presented in the following chapter.

There is no specification in the Tennessee school law for a given number of semester hours of training in administration to be required of the county superintendent.

The Tennessee school law specifies election of the county superintendent biennially by the quarterly county court. There is also a suggestion of exceptions to the rule. Present practice in the Tennessee county superintendent's election will be discussed in Chapter VI.

CHAPTER IV

PROFESSIONAL STATUS

There are three aspects involved in the professional status of the Tennessee county superintendent; namely, (1) the amount of training in teachers college, liberal arts college or university; (2) the amount of experience in terms of the number of years as a teacher, as a principal, as a superintendent and the number of years in the present position; (3) the approximate amount of reading or study accomplished during the year 1931 for further professional improvement and the number of educational meetings attended.

The Amount of Training

During the gradual progress of the public school system in Tennessee, certain specifications for the qualification of the county superintendent were required. As the laws evolve, relative to the training of the county superintendent, it becomes necessary as far as reasonable, that the workers in the field comply with the state requirements. Other than conforming to state specifications, the attempt is also made to ascertain the level of training of the majority of the Tennessee county superintendents, whether that of doctorate, graduate or collegiate rank.

In Table I, twenty and six-tenths per cent of the superin-

tendents are teachers college graduates; twenty-six per cent are liberal arts college graduates, making a total of forty-six and six-tenths per cent as college graduates. Five and five-tenths per cent are university trained with the degree of Master of Arts. While fifty-two and one-tenth per cent of the superintendents have degrees, forty-seven and nine-tenths per cent are without degrees, sixteen and four-tenths per cent have three years of college training; eight and two-tenths per cent have two years of college training; six and nine-tenths per cent have one year of college training; thirteen and seven-tenths per cent have four years of high school training. Those with degrees exceed those without degrees by four and two-tenths per cent. The majority of the county superintendents are college graduates with a liberal arts education.

TABLE I

AMOUNT OF TIME SPENT IN TRAINING AND TYPE OF TRAINING
OF SEVENTY-THREE TENNESSEE COUNTY SUPERINTENDENTS

Training	Total Years Training	Num- ber	Per cent	Dip- lo- ma	B.S.	A.B.	M.A.
1 year University Graduates	17	4	05.5				4
4 years Liberal Arts College	16	19	26.0		3	16	
4 years Teachers College	16	15	20.6		15		
3 years College	15	12	16.4				
2 years College	14	6	08.2				
1 year College	13	5	06.9				
4 years High School	12	10	13.7	10			
3 years High School	11	2	02.7				
Total		73	100.0	10	18	16	4
Superintendents with Degrees		36	52.1				
Superintendents without Degrees		35	47.9				
Median 16.10 Years Training							

Colleges in Which the Superintendents Were Trained

Other than knowing the names and location of the college or university in which the superintendent was trained, it is advisable to ascertain the rating of the institution and the state's approval of its type of work. Also, is Tennessee making use of her own graduates for leaders in the field of education, or is she using, largely persons who were trained elsewhere?

Table II gives the rating and location of the colleges in which the superintendents were trained. Twelve of the superintendents are omitted in this table on account of having less than one year of college training. Milligan College ranks first in having the greatest number of college graduates as county superintendents; the University of Tennessee and Union University rank second; Peabody has a rank of third; Carson Newman, Middle Tennessee State Teachers College, East Tennessee State Teachers College and Tusculum, rank fourth. All of the superintendents except two were trained east of the Mississippi River. All except five were trained in Tennessee.

The Professional Experience of Tennessee County Superintendents

It is generally accepted that the supervisor or director of instruction should be a model teacher. It is assumed that along with training, experience is wholly necessary to develop proficiency in the art of teaching. The superintendent who has had a wealth of experience as a teacher and as a principal should be in a better position to understand, to advise, and direct the activities of principals and teachers. The superintendent who has a breadth of experience as a superintendent

Frequencies

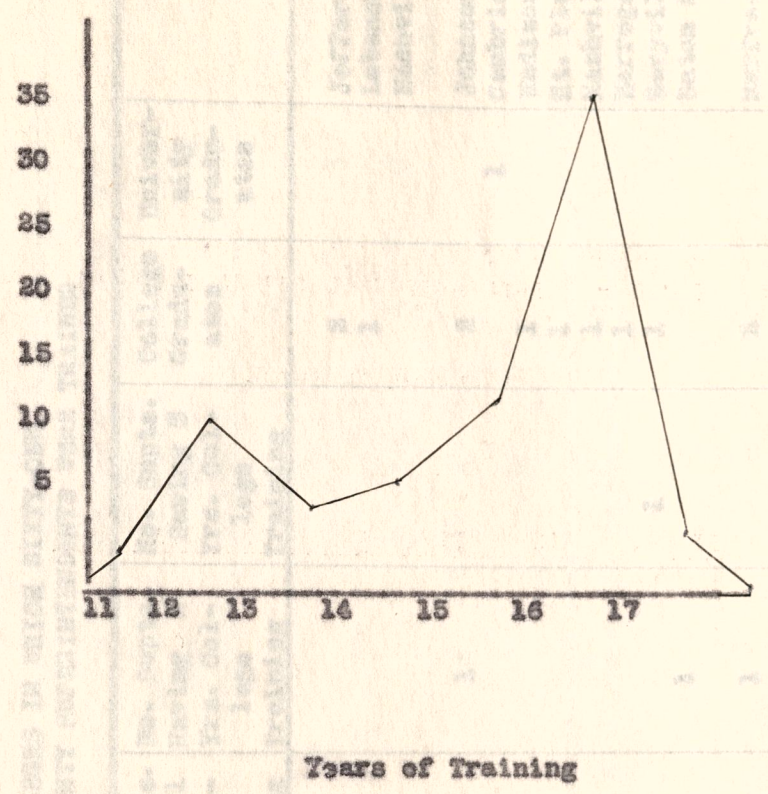


Fig. 1 - Distribution of the Training of Seventy-Three Tennessee County Superintendents.

Years of Training	College	Appointed by
11	University of Tennessee	State
12	University of Tennessee, Knoxville; University of Tennessee, Chattanooga; University of Tennessee, Nashville	State
13	University of Tennessee	State
14	University of Tennessee	State
15	University of Tennessee	State
16	University of Tennessee; University of Tennessee, Knoxville; University of Tennessee, Chattanooga; University of Tennessee, Nashville	State
17	University of Tennessee	State

TABLE II

COLLEGES IN WHICH SIXTY-ONE
TENNESSEE COUNTY SUPERINTENDENTS WERE TRAINED

Name of College	Approved By *	No. Supts. Having 1 Yr. College Training	No. Supts. Having 2 Yrs. College Training	No. Supts. Having 3 Yrs. College Training	College Graduates	University Graduates	Location
Carson Newman	D-T-S	1			2		Jefferson City, Tenn.
Cumberland University	D-T	1			1		Lebanon, Tenn.
David Lipscomb	D-T-AJ	1					Nashville, Tenn.
E. Tennessee State			1		2	1	Johnson City, Tenn.
Teachers College	D-T						Cambridge, Mass.
Harvard University	D-T-A-Y				1		Madisonville, Tenn.
Hiwassee	D-T-S-AJ				1		Mt. Pleasant, Iowa
Iowa Wesleyan	I				1		Nashville, Tenn.
Johnson Bible College	D-T				1		Harrogate, Tenn.
Lincoln Memorial	D-T-S			1	1		Maryville, Tenn.
Maryville College	D-T-S-A		1		1		Baton Rouge, La.
Louisiana State University							Murfreesboro, Tenn.
Middle Tennessee State	D-T-S	1	1		2		Milligan Col., Tenn.
Teachers College	D-T			1	8		Lebanon, Ohio
Milligan							Nashville, Tenn.
National Normal			1		3		Cockville, Tenn.
Peabody	D-T-S-U-Y						Greenville, Tenn.
Tennessee Polytechnic	D-T			1			
Tusculum	D-T-S-Y				2		

TABLE II (Continued)

Name of College	Approved By *	No. Supts. Having 1 Yr. College Training	No. Supts. Having 2 Yrs. College Training	No. Supts. Having 3 Yrs. College Training	College Graduates	University Graduates	Location
University of Chattanooga	D-T-S-U			1	1		Chattanooga, Tenn.
University of Chicago	D-T-A-Y					1	Chicago, Ill.
University of Nashville	D-T	1					Nashville, Tenn.
University of the South	D-T-S-A-Y			3	4	2	Sewanee, Tenn.
University of Tennessee	D-T-S-A				4		Knoxville, Tenn.
Union University	D-T			3			Jackson, Tenn.
Vanderbilt University	D-T-S-U		2				Nashville, Tenn.
W. Tennessee State							
Teachers College	D-T			2			Memphis, Tenn.
Total		5	6	12	34	4	

- * D State Department of Education
- T Tennessee College Association
- S Southern Association
- AJ American Association of Junior Colleges
- A Association of American Universities
- I Iowa College Association
- U Association of University Women
- Y New York State

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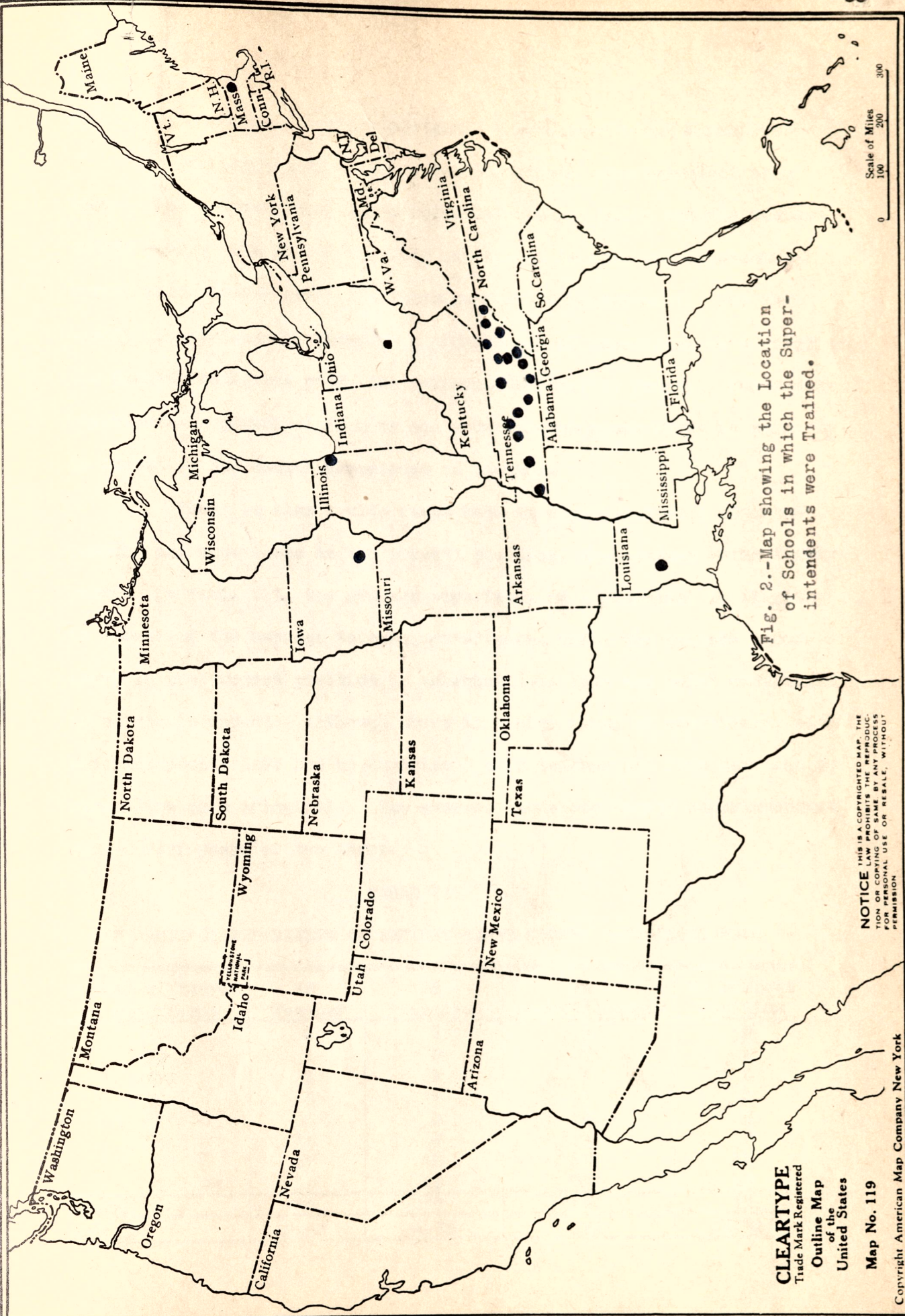


Fig. 2.-Map showing the Location of Schools in which the Superintendents were Trained.

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should be, according to his experience, a more proficient executive.

The experience of the Tennessee county superintendent as a teacher has a wide range, the minimum being three years and the maximum thirty years. The median teaching experience is nine and two-tenths years, which is far above the three-year state requirement. For the county superintendent, there is a wider range of experience as a principal, the minimum being one year, the maximum, thirty-five years. The median experience as principal is nine and seven-tenths years which is slightly in excess of the median experience as teacher.

There is also a wide range both in experience as a superintendent and experience in the present position, the maximum being thirty years. In Table III, the average experience as a principal is slightly in excess of the average teaching experience, while the average experience in the present position is somewhat less than the total experience as a superintendent. Although there is a high range of experience, eight superintendents have had no experience as a teacher and five have had no experience as a principal. The average Tennessee county superintendent serves four years or two terms.

TABLE III

THE RANGE OF EXPERIENCE OF SEVENTY-THREE COUNTY SUPERINTENDENTS

Number of Years of Experience	As Teacher	As Principal	As Superintendent	In Present Position
35	0	1	0	0
30	1	0	2	2
25	1	1	2	2
20	6	6	1	0
15	6	9	4	3
10	16	16	9	7
5	17	19	17	17
0-4.99	18	16	38	42
Number	65	68	73	73
Median	9.26	9.73	4.80	4.34

The Number of Meetings Attended

The range of meetings attended was from one through seven. Of the seventy-three superintendents who reported, four attended no meetings. The meetings attended were the following:

1. State Superintendents' Conference
2. State Teachers' Meeting
3. East Tennessee Educational Association
4. Middle Tennessee Educational Association
5. West Tennessee Educational Association
6. State Public School Officers Association
7. Department of Superintendence of the National Education Association

Since seventeen of the replies stated the number of meetings attended without specifying those meetings, it was necessary to put all on a numerical basis, thus, the data have been arranged in Table IV, showing the range of meeting attendance.

TABLE IV

THE APPROXIMATE NUMBER OF MEETINGS ATTENDED DURING THE YEAR 1931

Number of Meetings Attended	Number of Superintendents
6	2
5	3
4	14
3	22
2	18
1	10
Number	69
Median 3.29 meetings	

The median is 3.29 meetings or an average of three meetings attended by the superintendents. Of the meetings listed above, five superintendents attended the Department of Superintendence of the National Education Association.

Approximate Amount of Reading During the Year 1931

Of the seventy-three replies to the questionnaires received from county superintendents, only fifty-three superintendents have read books for professional improvement, while sixty-three have read periodicals. Ten superintendents report having read no periodicals while twenty report having read no books. Figure 3 shows the per cent of reading done by the superintendents for professional improvement. Table V shows the range and frequencies of book and periodical reading. Although there is a wider range of book reading than periodical reading, a greater number of superintendents read periodicals. The median amount of book reading is 4.14 while the median amount of periodical reading is 3.21 making the average amount of book reading in excess of periodical reading by .93 or one.

TABLE V

THE APPROXIMATE AMOUNT OF READING DONE BY SIXTY-THREE COUNTY SUPERINTENDENTS DURING THE YEAR 1931

Number of Books and Periodicals Read	Number of Supts. Reading Books	Number of Supts. Reading Periodicals
40	1	0
35	0	0
30	1	0
25	0	0
20	0	1
15	3	1
10	5	2
5	11	10
0-4.99	32	49
Total	53	63
Median	4.14	3.21

Reading Done in Administration

Since the State Department of Education came to specification in the School Laws for the number of hours of training in administration for the county superintendent, a majority of the superintendents considered the question of the number of master hours of administration in terms of the state specification (twenty-seven hours) of administration.

In Table VI, two of the four superintendents who hold the degree

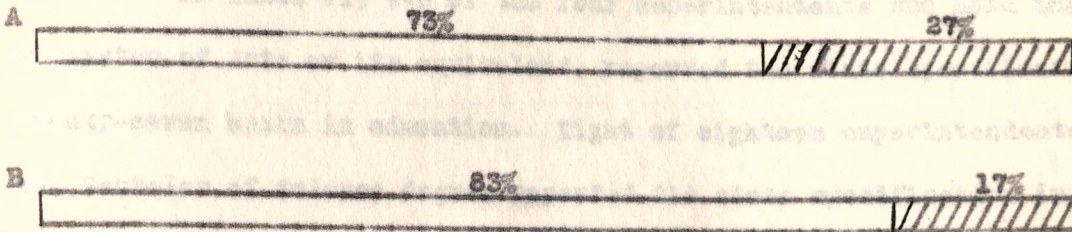


Fig. 3 - The Per Cent of Reading Done by Sixty-Three Tennessee County Superintendents During the year 1931

A - Seventy-three per cent of the county superintendents have read books during the year 1931 for professional improvement, while twenty-seven per cent of the county superintendents have not read books for professional improvement during the year 1931.

NUMBER OF SUPERINTENDENTS WITH ADMINISTRATION TRAINING

B - Eighty-three per cent of the county superintendents have read periodicals during the year 1931 for professional improvement, while seventeen per cent have not read periodicals for professional improvement during the year 1931.

	1	2	3	4	5	Total
State requirement for education	2	6	6	1	15	21.9
Special training in administration	2	6	4	2	14	21.4
No training in administration		1	7	21	29	40.7
Total	4	13	17	24	58	100.0

of the groups discussed in the preceding paragraphs, there is

a total of thirty-seven who report no training in administration and a

Semester Hours in Administration

Since the State Department of Education makes no specification in the School Laws for the number of hours of training in administration for the county superintendent, a minority of the superintendents answered the question of the number of semester hours of administration in terms of the state specification (twenty-seven hours) of education.

In Table VI, two of the four superintendents who hold the degree of Master of Arts or its equivalent, reported the state specification, twenty-seven hours in education. Eight of eighteen superintendents with the Bachelor of Science degree reported the state specification in education. Five of sixteen superintendents with the Bachelor of Arts degree report the state specification in education and only one of thirty-five superintendents without a college degree report the state specification in education. Of the groups discussed there is a total of sixteen who report the state specification in education.

TABLE VI

NUMBER OF SUPERINTENDENTS WITH ADMINISTRATION TRAINING

	Degrees Held				Total	Per Cent
	M.A.	B.S.	A.B.	No Degree		
State requirement for education	2	8	5	1	16	21.9
Special training in administration	2	6	4	8	20	27.4
No training in administration		4	7	26	37	50.7
Total	4	18	16	35	73	100.0

Of the groups discussed in the preceding paragraphs, there is a total of thirty-seven who report no training in administration and a

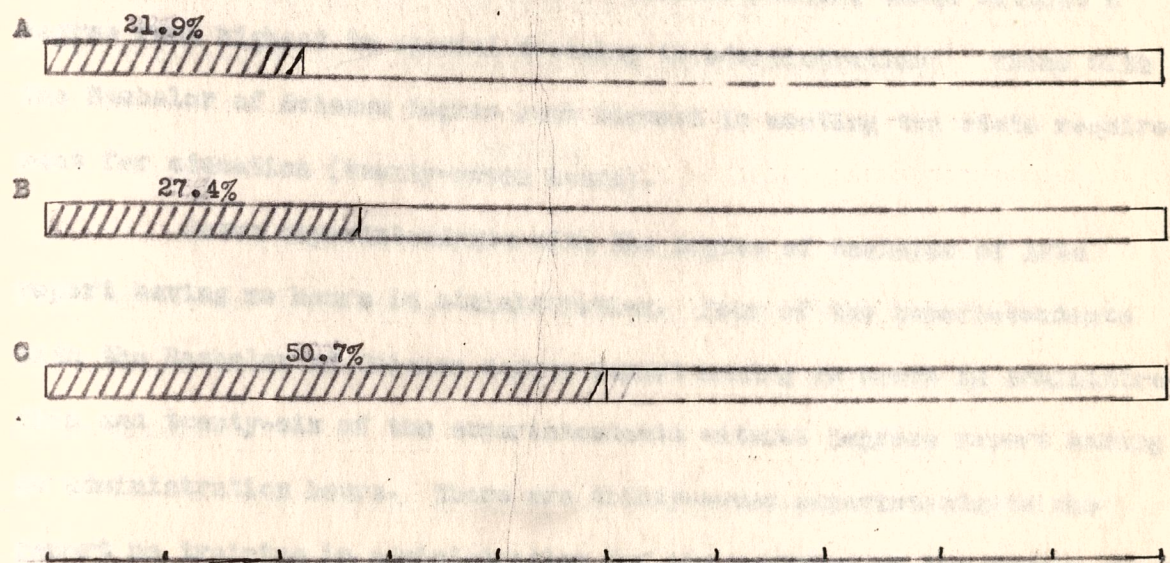


Fig. 4 - Per Cent of Superintendents with Administration Training

- A - Twenty-two per cent have had twenty-seven hours in education, the state requirement.
- B - Twenty-eight per cent have had special training in administration.
- C - Fifty per cent have no training in administration.

total of sixteen who report the state requirement in education. Of the remaining twenty cases there is a range in administration hours from six through twenty-four. The inconsistency of this report is possibly due to the fact that there is no state specification for the number of administration hours for the Tennessee county superintendent. Table VI shows, however, that the majority who report no administration hours were those without a college degree. In comparison with the other groups who report special training in administration, those without a degree rank highest in special training in administration. Those with the Bachelor of Science degree rank highest in meeting the state requirement for education (twenty-seven hours).

Seven superintendents with the degree of Bachelor of Arts report having no hours in administration. Four of the superintendents with the Bachelor of Science degree report having no hours in administration and twenty-six of the superintendents without degrees report having no administration hours. There are thirty-seven superintendents who report no training in administration for the position of the county superintendent. The majority or twenty-six of this group have no degree.

Certification

Table VII shows the distribution of the county superintendents' certification. Fifty-two superintendents have Professional Permanent Certificates; ten have Permanent Examination Certificates; nine have Professional Superintendents' Certificates and two have no certification. Those without a college degree have the greater number of professional permanent certificates.

TABLE VII

TYPES OF CERTIFICATES HELD BY SEVENTY-THREE
TENNESSEE COUNTY SUPERINTENDENTS

Certificates	Degrees Held				Total Number	Per Cent
	M.A.	B.S.	A.B.	No de- gree		
Professional Permanent	4	15	11	22	52	71.2
Permanent Examination				10	10	31.7
Professional Superintendence		3	5	1	9	12.4
No Certificate				2	2	2.7
Total	4	18	16	35	73	100.0

Summary

1. Tennessee county superintendents have a median of 16.10 years of school training of which 4.10 years are of college training. The average county superintendent attains the bachelor's degree level in training.
2. The minimum training of the Tennessee county superintendent is three years of high school. The maximum training is the Master of Arts degree. Forty-six and six-tenths per cent have as maximum training, the Bachelor's degree; forty-seven and nine-tenths per cent do not have the Bachelor's degree, and five and five-tenths per cent have the Master of Arts degree.
3. All except five of the Tennessee county superintendents were trained in Tennessee. All except two colleges in which the superintendents were trained are recognized by the State Department of Education.
4. Tennessee county superintendents have a median of 9.26

years of experience as a teacher; a median of 9.73 years of experience as a principal; a median of 4.80 years of experience as a superintendent and a median of 4.34 years of experience as a superintendent in the present position.

5. The median of the reading of books for professional improvement during the past year exceeds that of the reading of periodicals by .93. More of the superintendents read periodicals, but not as many periodicals were read in proportion to the number of books. Twenty superintendents, or twenty-seven per cent have read no books. Ten or thirteen per cent have read no periodicals.

6. The median number of educational meetings attended during the past year is 3.29, making an average of three meetings attended by the superintendents. Five of the seventy-three superintendents or six per cent attended the Department of Superintendence of the National Education Association. Four of the superintendents, or five per cent attended no meetings.

7. Fifty and seven-tenths per cent of the superintendents report having no training in administration.

8. Seventy-one and two-tenths per cent of the superintendents have Professional Permanent Certificates, two and seven-tenths per cent have no certificates, thirteen and seven-tenths per cent have Permanent Examination Certificates, twelve and four-tenths per cent have Professional Superintendence Certificates.

Do superintendents meet the state requirements?

1. Two and seven-tenths per cent have no certificates.

2. Twenty-three and three-tenths per cent do not have two

years of college training.

3. All superintendents meet the experience requirement.
4. Forty-seven and nine-tenths per cent do not meet the criterion of a bachelor's degree.

Items not specified by the state which they should meet.

1. Twenty-seven per cent have read no books.
2. Seventeen per cent have read no periodicals.
3. Five per cent have attended no educational meetings.
4. Fifty and seven-tenths per cent report no training in administration.

Comparison of Present Salary Distribution
with that of 1917 and 1920

For the year 1927, Kessler and Dye compared salaries of superintendents. In this study it was revealed that the Tennessee county superintendents' minimum annual salary was \$2800; the maximum annual salary was \$4,750. It was also the average annual salary for Tennessee county superintendents had a rank of forty-seven as compared with other states. There were no statistics for Tennessee county superintendents in 1917. Recent data regarding the number of assistants will be

discussed in Chapter VII.

Of the ninety-five superintendents, in 1917 only two received an annual salary of \$2,750; eighteen received over \$1,000, and the other seventy-five received under \$1,000. In 1928, the minimum salary was \$3,000 to \$5,000. The United States Bureau of Education Bulletin for March, 1928.

CHAPTER V

CERTAIN FACTORS CONCERNING THE ECONOMIC STATUS OF TENNESSEE COUNTY SUPERINTENDENTS

The salary of Tennessee county superintendents is considered with reference to the following questions: (1) What was the median salary in the year 1917 and how does it compare with that of the year 1928 and the present median salary (1932)? (2) At present, how much of the superintendent's salary is allowed by the county court, by the state and by the county board? (3) What is the present salary being paid the superintendent per teacher? Per pupil? (4) How does the training compare with salary?

Comparison of Present Salary Distribution With That of 1917 and 1928

For the year 1917, Monahan and Dye compared salaries of superintendents. In this study it was revealed that the Tennessee county superintendents' minimum annual salary was \$230; the maximum annual salary was \$2,750. At that time the average annual salary for Tennessee county superintendents had a rank of forty-seven as compared with other states. There were no assistants for Tennessee county superintendents

in 1917. Recent data concerning the number of assistants will be

relating to the County School Superintendency in the United States, United States Bureau of Education, Bulletin No. 33, p. 6. Department of Interior, Government Printing Office, Washington, D. C., 1917.

A. C. Monahan and C. H. Dye, "A Comparison of the Salaries of Rural and Urban Superintendents of Schools." United States Bureau of Education Bulletin No. 33, p. 6. Department of Interior, Government Printing Office, Washington, D. C., 1917.

discussed in Chapter VII.

Of the ninety-five superintendents, in 1928 only two received an annual salary of \$2,750; eighteen received over \$1,000, and the other seventy-five received below \$1,000. In 1928, the minimum salary for the county superintendents in Tennessee was \$500; the maximum salary from \$5,000 to \$5,500. The United States Bureau of Education Bulletin for March, 1929, states according to reports, that the salary of the county superintendent in Tennessee is fixed by the local board of education.

As discussed in Chapter II, the general growth of local requirements for qualifications of the county superintendent finally developed into state unification. At present, all newly appointed Tennessee county superintendents must possess a degree from an approved institution, have not less than twenty-seven hours in education and twenty-four months of successful teaching experience. While there is a unified state requirement for qualifications, there is no set state requirement in regard to the salary schedule of the Tennessee county superintendent. Generally, is not a school system as efficient as the salary paid? Certainly, standardization of the salary schedule for county superintendents would not only provide fairness and happiness, but longer tenure of office, equal and better opportunities for all concerned.

Katherine M. Cook, "Salaries and Certain Legal Provisions Relating to the County School Superintendency in the United States," Rural School Leaflet, No. 45, p. 7 (March, 1929). Government Printing Office, Washington, D.C.

³ Ibid., p. 2.

⁴ Ibid., p. 5.

Table VIII shows the salary distributions for 1917, 1928, and 1932 with a class interval of \$500. The salary distribution for 1917 has a range from below \$500 to \$3,000 with raw scores from \$230 to \$2,750.

TABLE VIII

COMPARISON OF PRESENT SALARY DISTRIBUTION WITH THAT OF 1928 and 1917

C.I. in Terms of Annual Salary	F 1917 *	F 1928 **	F 1932
\$5,000		1	1
4,500		1	1
4,000		1	1
3,500		1	2
3,000		6	12
2,500	1	13	18
2,000	2	48	42
1,500	6	17	12
1,000	15	7	6
500	62		
0-499.99	9		
Number	95	95	95
Median	\$810.48	\$2244.79	\$2351.18

In the 1917 column, sixty-two of the superintendents received a salary below \$1,000, nine received a salary below \$500, one received a salary above \$2,500. The median salary for 1917 was \$810.48. Eleven years later, in 1928, there is a salary range from

* A. C. Monahan and C. H. Dye, "A Comparison of the Salaries of Rural and Urban Superintendents of Schools," United States Bureau of Education Bulletin No. 33, p. 58, 1917.

** Katherine M. Cook, "Salaries and Certain Legal Provisions Relating to the County School Superintendency in the United States," Rural School Leaflet No. 45, p. 9, March, 1929.

\$1,000 to \$5,000. Seven superintendents received an annual salary below \$3,500 with one for each succeeding step interval through \$5,000. The median salary for 1928 is \$2,244.79, which shows an increase of \$1,434.31 over that for 1917. In the 1932 column, there is a slight increase in distribution as compared with 1928. The median salary for 1932 is \$2,351.18, which shows an increase of \$106.39 over that of 1928. The data suggest that up to the present the average annual salary for Tennessee County superintendents is on the increase.

Some Underlying Phases of the Superintendent's Salary

In eleven cases the salary allowance for county superintendents comes from three sources: The county court, the state and the county board. The remaining cases have salary allowance for superintendents from two sources; namely, the county court and the state.

In Chapter III, it was revealed that each county is to receive from the state school fund an amount equal to that paid by the county for the remuneration of the county superintendent, provided the county does not receive more than one thousand dollars. Does the county take advantage of all that is allowed by the state, or does the county exceed the state in salary allowance for the county superintendent? If so, how much? It was to answer these questions that the data were collected and grouped in Table IX.

In eighteen cases out of the seventy-three who answered the questionnaire, the county fails to take advantage of the maximum state allowance. There is one exception to the rule here, in that, Crockett County reports receiving the one thousand dollars from the state without

TABLE IX

SOURCE OF SALARY ALLOWANCE AND SALARY DISTRIBUTION PER TEACHER -
SALARY DISTRIBUTION PER PUPIL - 1931

County	Annual Salary	County Court Allowance	State Allowance	County Board Allowance	No. of Teachers *	Distribution Per Teacher	No. of Pupils **	Distribution per Pupil
1 Anderson #	\$2,200	\$1,200	\$1,000		116	\$18.90	3792	\$.57
2 Bedford	2,500	1,500	1,000		116	21.55	3398	.73
3 Benton	1,500	750	750		102	14.70	2880	.52
4 Bledsoe	2,000	1,000	1,000		55	36.63	1748	1.08
5 Blount	3,100	1,500	1,000	\$600	161	19.25	5901	.52
6 Bradley	2,500	1,500	1,000		125	20.00	3634	.85
7 Campbell	3,800	2,400	1,000	400	216	17.59	6421	.60
8 Cannon	1,900	950	950		87	21.83	2533	.75
9 Carroll	3,100	2,100	1,000		221	14.02	6749	.45
10 Carter	2,800	1,800	1,000		171	16.36	5359	.52
11 Cheatham	2,500	1,500	1,000		88	28.40	2301	1.08
12 Chester	2,400	1,400	1,000		86	27.90	2877	.83
13 Claiborne	2,500	1,000	1,000	500	183	13.66	5260	.47
14 Clay	2,000	1,000	1,000		73	27.39	2136	1.28
15 Cocke	2,000	1,000	1,000		148	13.51	5049	.39
16 Coffee	1,500	750	750		116	12.93	3193	.47
17 Crockett	1,240	240	1,000		109	11.37	3312	.37
18 Cumberland	2,000	1,000	1,000		80	25.00	2539	.78
19 Davidson	3,000	2,000	1,000		401	7.48	13348	.22
20 Decatur	2,000	1,000	1,000		106	18.86	2832	.70
21 DeKalb #	2,000	1,000	1,000		143	13.98	3723	.53
22 Dickson	2,200	900	900	400	135	15.28	4360	.50
23 Dyer	2,000	1,000	1,000		221	9.90	7405	.26
24 Fayette	2,000	1,000	1,000		202	9.04	5385	.36

TABLE IX (Continued)

County	Annual Salary	County Court Allowance	State Allowance	County Board Allowance	No. of Teachers *	Distribu- tion Per Teacher	No. of Pupils **	Distribu- tion Per Pupil
25 Fentress	\$2,000	\$1,000	\$1,000		109	\$18.34	3197	\$.62
26 Franklin	2,200	1,200	1,000		104	15.71	4718	.46
27 Gibson	3,100	2,100	1,000		302	10.26	6821	.45
28 Giles	2,200	1,200	1,000		190	11.57	6703	.32
29 Grainger	2,000	1,000	1,000		88	22.72	2996	.66
30 Greene	3,000	2,000	1,000		271	11.07	7999	.37
31 Grundy	2,200	1,000	1,000		71	30.96	2359	.92
32 Hamblen	2,000	1,000	1,000		92	21.74	2366	.63
33 Hamilton	4,958.32	3,958.32	1,000		363	13.46	11105	.44
34 Hancock	1,800	900	900		77	23.37	2535	.71
35 Hardeman	2,000	1,000	1,000		166	12.04	5390	.30
36 Hardin	1,950	975	975		141	13.12	5617	.45
37 Hawkins	2,600	1,600	1,000		190	13.66	4136	.47
38 Haywood	2,000	1,000	1,000		156	12.62	6003	.33
39 Henderson	2,250	1,250	1,000		149	15.10	4585	.49
40 Henry	2,400	1,400	1,000		169	14.20	4688	.51
41 Hickman	3,100	2,100	1,000		127	24.40	3651	.84
42 Houston	1,200	600	600		50	24.00	1361	.68
43 Humphreys	2,000	1,000	1,000		95	21.05	2973	.67
44 Jackson	2,125	1,125	1,000		109	19.49	3530	.60
45 Jefferson	2,000	1,000	1,000		137	15.74	4144	.48
46 Johnson	1,700	800	800	\$100	84	21.42	2697	.63
47 Knox	4,300	3,300	1,000		313	13.73	11443	.37
48 Lake	2,000	1,000	1,000		52	38.46	2563	.78
49 Lauderdale	3,000	2,000	1,000		192	15.62	6902	.43
50 Lawrence	2,800	1,800	1,000		212	13.24	7674	.38
75 Buchanan	2,500	1,500	1,000		245	11.11	5500	.59
76 Scott	2,500	1,500	1,000		141	15.60	3767	.58
77 Washington	1,000	750	750		86	17.57	300	1.26

TABLE IX (Continued)

County	Annual Salary	County Court Allowance	State Allowance	County Board Allowance	No. of Teachers *	Distribution Per Teacher	No. of Pupils **	Distribution Per Pupil
51 Lewis	\$2,000	\$1,000	\$1,000		49	\$40.81	1431	\$1.39
52 Lincoln	2,000	1,000	1,000		157	12.73	5424	.37
53 Loudon	3,000	1,500	1,000	\$500	101	29.70	2949	1.01
54 McMinn	3,000	2,000	1,000		214	14.01	5887	.51
55 McNairy	2,000	1,000	1,000		163	12.36	4744	.42
56 Macon	2,000	1,000	1,000		96	20.83	3248	.61
57 Madison	3,500	1,200	1,000	1,300	234	14.52	7232	.48
58 Marion	2,400	1,400	1,000		113	21.23	3634	.68
59 Marshall	2,800	1,800	1,000		109	25.68	3518	.79
60 Maury	2,800	1,600	1,000		219	12.78	6261	.44
61 Meigs	1,250	625	625		45	27.77	1708	.73
62 Monroe	2,500	1,500	1,000		224	13.39	6016	.49
63 Montgomery	3,000	2,000	1,000		143	17.48	4502	.55
64 Moore	1,025	512.50	512.50		24	42.70	647	1.58
65 Morgan	2,000	1,000	1,000		100	20.00	3373	.59
66 Obion	2,500	1,500	1,000		157	15.62	4361	.57
67 Overton	2,000	1,000	1,000		141	14.11	4816	.41
68 Perry	1,500	750	750		69	21.73	1846	.81
69 Pickett	1,500	750	750		44	43.09	1487	1.00
70 Polk	3,240	2,240	1,000		137	23.64	4428	.73
71 Putnam	2,500	1,000	1,000	500	182	13.73	5878	.42
72 Rhea	3,100	2,100	1,000		114	27.10	3233	.95
73 Roane	3,000	2,000	1,000		135	22.22	3959	.75
74 Robertson	2,500	1,500	1,000		157	15.92	5392	.46
75 Rutherford	2,800	1,000	1,000	800	245	11.82	6917	.40
76 Scott	2,200	1,000	1,000	200	141	15.60	3762	.56
77 Sequatchie	1,500	750	750		28	53.57	900	1.66

TABLE IX (Continued)

County	Annual Salary	County Court Allowance	State Allowance	County Board Allowance	No. of Teachers *	Distribution Per Teacher	No. of Pupils **	Distribution Per Pupil
78 Sevier #	\$2,500	\$1,500	\$1,000		170	14.70	5511	\$.45
79 Shelby	5,000	4,000	1,000		701	7.13	23364	.21
80 Smith	3,000	2,000	1,000		136	22.05	3541	.84
81 Stewart	1,300	650	650		101	12.87	4359	.29
82 Sullivan	2,400	1,200	1,000	\$200	193	12.43	6035	.39
83 Sumner	2,200	1,200	1,000		236	9.32	6359	.34
84 Tipton #	2,550	1,550	1,000		208	12.25	6616	.38
85 Trousdale	1,500	750	750		43	37.20	1330	1.12
86 Unicoi	2,500	1,500	1,000		93	26.88	2728	.91
87 Union	1,200	600	600		93	12.90	3143	.38
88 Van Buren	1,575	787.50	787.50		37	42.56	939	1.57
89 Washington	2,000	1,000	1,000		135	14.81	3879	.51
90 Warren	2,000	1,000	1,000		200	10.00	5365	.37
91 Wayne #	2,500	1,500	1,000		115	21.73	3244	.77
92 Weakley	2,300	1,300	1,000		182	12.62	4972	.46
93 White	2,000	1,000	1,000		99	20.20	3265	.61
94 Williamson	2,200	1,200	1,000		142	15.49	4189	.54
95 Wilson	2,000	1,000	1,000		133	15.03	6252	.31
Median	\$2,351.18	\$1,192.97	\$1,000	\$516.66	132.57 or 133	\$16.73	4037	\$.55

Salary taken from Tennessee Annual Report of the Department of Education, p. 116, June, 1930.

* Tennessee Annual Report of the Department of Education, p. 96, 152, June, 1930.

** Tennessee Annual Report of the Department of Education, p. 56, 57, 72, 73, 136, 137, 138, June, 1930.

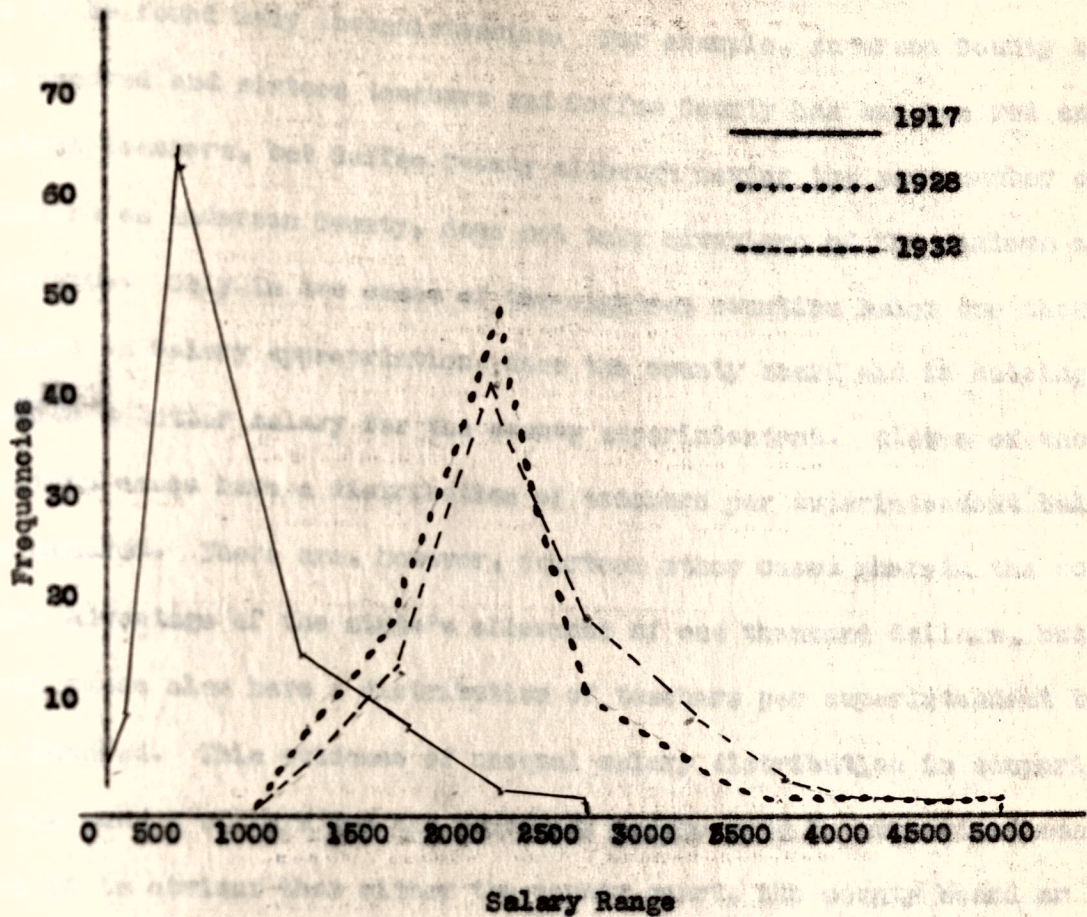


Fig. 5 - Salary Distributions of Tennessee County Superintendents for 1917, 1928 and 1932.

There are other considerations of salary appreciation in

relation to the quantity of work allotted to the superintendents. The

amount of lesson and other work is not yet three thousand dollars as

annual salary. The superintendents of Madison County and others are

expected to do the superintending of Madison County, judging from the

number of teachers to be supervised and the number of reports to be made.

The salary is the same.

fully matching dollar for dollar. When these cases are contrasted with others which take advantage of the full amount allowed by the state, in relation to the majority of teachers to be supervised, there are to be found many inconsistencies. For example, Anderson County has one hundred and sixteen teachers and Coffee County has one hundred and sixteen teachers, but Coffee County although having the same number of teachers as Anderson County, does not take advantage of the maximum state allowance. Only in two cases of the eighteen counties below one thousand dollars in salary appropriation, does the county board aid in helping to provide a better salary for the county superintendent. Eleven of those eighteen cases have a distribution of teachers per superintendent below one hundred. There are, however, fourteen other cases wherein the county takes advantage of the state's allowance of one thousand dollars, but these cases also have a distribution of teachers per superintendent below one hundred. This evidence of unequal salary distribution in comparison to the amount of work and the number of teachers to be supervised means that it is obvious that either the county court, the county board or the superintendent has not interceded sufficiently to take full advantage of the state appropriation for the salary of the county superintendent.

There are other inconsistencies of salary appropriation in proportion to the quantity of work allotted to the superintendent. For example, Loudon and McMinn counties both pay three thousand dollars as an annual salary. The superintendent of McMinn County has twice as much work to do as the superintendent of Loudon County, judging from the number of teachers to be supervised and the number of reports to be made, yet the salary is the same.

This discussion is not intended to put forth a plea that superintendents should be paid in accordance with the number of pupils or the number of teachers since these fluctuate, but attempts to show the lack of a standard by which Tennessee county superintendents are paid in accordance with the quantity of work. Haywood and Lake Counties when contrasted, show that the superintendent of Haywood County has three times as much work as the superintendent of Lake County, yet both receive the same salary. There are others which present similar inconsistencies, for example, Giles and Grundy Counties, Marshall and Rutherford Counties, and White and Washington Counties.

In answer to the question, Does the county take advantage of all that is allowed by the state for salary of Tennessee county superintendents, the data show that of the ninety-five cases, seventy-seven or eighty-one per cent take advantage of the maximum state allowance. By the inspectional method, the median salary appropriation by the state is one thousand dollars. The data place the answer in the affirmative, that the average Tennessee county allows the county superintendent \$192.97 more salary than the maximum state allowance.

Comparison of Salary with Training

Should the better trained superintendents receive more remuneration? From the grouping of data in Table X, the highest paid superintendent has the degree of Bachelor of Science, and receives \$5,000 per annum. The superintendent receiving the second highest salary has the degree of Bachelor of Arts. The superintendent having the third highest salary has the degree of Master of Arts. Should not

there be a standard by which the higher trained individuals who also meet the experience requirement, deserve, and should receive, the highest salaries? The inconsistency of salary in comparison with training, reveals that there is nothing for which the superintendent may aspire in securing higher training. Six individuals without a college degree receive a salary from \$3,000 to \$3,500 which is on the same level as that of another individual with the degree of Master of Arts. In the same table, there are sixteen individuals without degrees receiving a salary from \$2,000 to \$2,500 which is on the same level with another graduate with the degree of Master of Arts. The data suggest that no premium is placed on superior training for the Tennessee county superintendent.

TABLE X

COMPARISON OF SALARY WITH TRAINING

Salary	Number of Superintendents with Degrees			Number of Superintendents without Degrees
	M.A.	A.B.	B.S.	
\$5,000			1	
4,500		1		
4,000	1			
3,500	1			1
3,000	1	3		6
2,500		2	7	4
2,000	1	6	7	16
1,500		2	3	4
1,000				4
Total	4	16	18	35

Summary

1. Up to the present salaries for Tennessee county superintendents have been on the increase. The present minimum salary is \$1,025. The maximum salary is \$5,000. The median salary is \$2,351.18.

2. The minimum county court salary allowance for Tennessee county superintendents is \$512.50. The maximum county court salary allowance is \$4,000. The median county court salary allowance is \$1,192.97, which shows that the counties as a whole allow more salary in proportion to that allowed by the State (maximum \$1,000).

3. The minimum state allowance for county superintendents' salary is \$512.50. The maximum state allowance is \$1,000. The median state allowance is \$1,000.

4. Only eleven county boards make an allowance for county superintendents' salary. The minimum amount allowed by the county board is \$100. The maximum amount allowed by the county board is \$1,300. The median county board salary allowance is \$516.66.

5. According to the number of teachers to be supervised, the highest paid Tennessee county superintendent receives only \$7.13 per teacher while the superintendent receiving the minimum salary paid has a distribution of \$42.70 per teacher. Of the whole group, however, the maximum salary distribution per teacher is \$53.57. This is not to advocate that superintendents should be paid according to the number of teachers or the number of pupils, but it gives an indication of how the superintendents are paid in proportion to the number of teachers and students to be supervised.

6. The median amount of salary per pupil is fifty-five cents, the minimum being twenty-one cents and the maximum \$1.66.

7. In salary allowance, no premium is placed on superior training. There is a lack of standardization in salaries for the

Tennessee county superintendents.

8. The average county appropriates more salary for the county superintendent than the state; the median appropriation being \$192.97 per county in excess of that appropriated by the state.

9. Eighty-one per cent of the counties take advantage of the maximum state allowance by matching dollar for dollar.

Now do Tennessee county superintendents prefer to be elected? In Chapter III, certain facts concerning their legal status were given. In Chapter IV, facts about their training and experience were presented; and in Chapter V, not only was the trend of salary shown, but the amount of salary appropriation from the various sources, the amount of salary per teacher, and the amount of salary per pupil were given. The distribution of the superintendents' salary in relation to the number of teachers and the number of pupils to be supervised, was shown to illustrate the lack of a standard by which county superintendents are paid in regard to the quantity of work.

Because the superintendent is in the educational field at work and comes in contact with the every day problems in administration, he is in a more favorable position to suggest a solution for the problem of the best method of superintendents' election, than the laity. For this reason this chapter is devoted to the superintendents' preference in terms of method of election, his reasons for such a preference and the correlation of his training with his choice of a method of election, the comparison of the method by which he is elected at present with his preference of method of election.

CHAPTER VI
ELECTION AND ELECTION PREFERENCE

How do Tennessee county superintendents prefer to be elected? In Chapter III, certain facts concerning their legal status were given. In Chapter IV, facts about their training and experience were presented; and in Chapter V, not only was the trend of salary shown, but the amount of salary appropriation from the various sources, the amount of salary per teacher, and the amount of salary per pupil were given. The distribution of the superintendents' salary in relation to the number of teachers and the number of pupils to be supervised, was shown to indicate the lack of a standard by which county superintendents are paid in regard to the quantity of work.

Because the superintendent is in the educational field at work and comes in contact with the every day problems in administration, he is in a more favorable position to suggest a solution for the problems of the best method of superintendents' election, than the laity. For this reason this chapter is devoted to the superintendents' preference in terms of method of election, his reason for such a preference and the comparison of his training with his choice of a method of selection, the comparison of the method by which he is elected at present with his preference of method of election.

Preference in Terms of Method of Election
Compared with Training

Although two of the four superintendents with the Master of Arts degree are elected by popular vote and two are elected by the county court, these university graduates prefer and think that the best method of superintendents' election is that of election by the county board. Table XI, page sixty, shows the relation of the preference of election and the amount of training of the superintendents for each type of preference of election. Of the forty-four or the sixty and three-tenths per cent who prefer election by the county board, twenty-two of these are college graduates, four are university graduates, seven have three years of college training, five have two years of college training, four are high school graduates, one has three years of high school training, and one has one year of college training. Fifteen or twenty and five-tenths per cent prefer election by the county court; thirteen or seventeen and eight-tenths per cent prefer election by popular vote of the people, while one prefers election by the state board or the university officials. Election by the county board is not only in the majority but is preferred by the better trained group.

Merely the method of the county superintendents election is not so important as the type of election which will help greatly in the selection of the better trained executive. In effective school systems, the highly trained school official, the superintendent, is elected by the board of education. Since Tennessee came under the county board law of 1907 wherein the county board functioned as a unit for the entire county, it is only rational that the selection of the county superintendent

should be imposed upon that body who voice the sentiment of the people and devote energy and time to the best interest of the school.

TABLE XI

THE PREFERENCE OF METHOD OF ELECTION AND TRAINING OF SEVENTY-THREE TENNESSEE COUNTY SUPERINTENDENTS

Type of Election	Preference Number	Per Cent	Training						
			High School		College & University				
			3-Yr.	4-Yr.	1-Yr.	2-Yr.	3-Yr.	4-Yr.	M.A.
County Board	44	60.3	1	4	1	5	7	22	4
County Court	15	20.5		1		2	2	11	
Popular Vote of the People	13	17.6	1	3		2	2	5	
State Board or State University	1	1.4							
Total Number Who Voted	73	100.0	2	8	1	8	11	38	4

The Election of the Superintendent as Compared with the Type of Election Preferred by the Superintendent

Table XII shows that all of those who are elected by the county board prefer to be elected by the county board. Twenty-eight of the forty-four who are elected by the county court prefer to be elected by the county board. Fourteen out of twenty-seven who are elected by popular vote of the people prefer election by the county board. More than one-half of the superintendents who were elected by popular vote or by the county board prefer election by the county board. If the majority of the county superintendents in Tennessee who represent the better trained group and are leaders in the field of education, prefer to be elected by the county board of education, there is significant evidence that they not only know general practice in successful school systems, but would not object should election by the county board become a state

regulation.

TABLE XII

THE ELECTION OF THE SUPERINTENDENT AS COMPARED WITH
THE TYPE OF ELECTION PREFERRED BY THE SUPERINTENDENT

Type of Election	How Elected		Election Preference							
			County Board		County Court		Popular Vote		State Board or Univ.	
	No.	%	No.	%	No.	%	No.	%	No.	%
County Board	2	2.7	2	2.7						
County Court	44	60.3	28	38.4	14	19.1	2	2.7		
Popular Vote of People	27	37.0	14	19.2	1	1.4	11	15.1		
State Board or Univ. Official									1	1.4
Total	73	100.0	44	60.3	15	20.5	13	17.8	1	1.4

Election Compared with Tenure of Office

The greatest number of persons who have served only one year as a county superintendent are those elected by the most prevalent type of election of the county superintendent in Tennessee, namely, the quarterly county court. Whether the county court election is entirely responsible for the majority of one-year terms is a question for further investigation; however, the data seem to suggest that those elected by the county court are not only in the majority in quantity, but are in the majority in low tenure. Of the three methods of election, it is shown in Table XIII that two superintendents have a tenure of thirty-three years in the present position, one of these two cases being elected by the county court, the other by the county board. The highest tenure of office in the method of election by popular vote of the people is that of twenty-seven years, six years less in tenure as compared with the highest tenure in the other two ways of election. However, it is particularly

interesting to note that the most generally used method, namely, election by the quarterly county court has the lowest median tenure of office.

TABLE XIII

ELECTION COMPARED WITH TENURE OF OFFICE

Number of Years in Office	Number of Superintendents Elected by the County Court	Number Elected by Popular Vote	Number Elected by County Board
32	1		1
30	0		
28	1		
26	0	1	
24	0	0	
22	0	0	
20	0	0	
18	0	1	
16	1	0	
14	1	1	
12	2	3	
10	2	0	
8	4	2	
6	4	1	
4	5	4	
2	9	10	
0-1.99	14	4	1
Number	44	27	2
Median Tenure	3.7 Yrs.	3.9 Yrs.	17 Yrs.

Reasons for County Board Election Preference

Reasons given by the superintendents for their preference of election by the county board:

1. If some plan, regulation or law was in force, by which better qualified, more progressive and informed members of the County Board of Education could be selected or elected, it would be better to have the board elect the superintendent. Such a board would elect a well qualified county superintendent and give him the power to institute changes and reforms as needed and he would be more free to plan and work out a program without being hampered by the possible results of his acts on the popular vote in the next election.

2. The county board should be better qualified to judge competency. It should know more about the qualifications and the work of a superintendent, but actually in this county, I think it would come nearer getting it out of politics to have popular elections, for both the county and the board are more politicians than they are board members or court representatives.

3. If a uniform state plan is adopted, I favor election by the County Board of Education.

4. The superintendents' election by the Board of Education has been most satisfactory in city systems and makes the office directly responsible to the board rather than to the court.

5. Election by the county board gives better cooperation between the county board and the superintendent.

6. The board is in closer touch with the county superintendent than the county court or the people and should handle his election.

7. Superintendents' election by the county board is less political. There is less danger of cramping the superintendent with outside influences. The board is in a better position to select on the basis of merit since the work of the superintendent would reflect credit to their administration.

8. An election by well informed and progressive board members is more professional.

9. Superintendents' election by the county board gives a chance for longer tenure of office. An official can hold his office as long as his work is satisfactory.

10. The county board is in closer touch with the school system and knows better who will make the best superintendent.

Reasons for Quarterly County Court Preference

Reasons given by the superintendents for their preference

of election by the quarterly county court:

1. Superintendents' election by the Quarterly County Court removes election far enough from politics and eliminates personal friendship such as develops in the relation of the superintendent and members of the School Board.

2. Popular vote involves the superintendent in politics.

The county board election ties his hands; when elected by the county court no one can dominate the other.

3. The county court is better suited to handle the election. They raise the money for the school and should elect the superintendent.

4. The board would use its vote to influence the superintendents' action on many questions.

5. The uniformity in school administration has increased professional standards of teachers. County court election is better because the board assumes too much professional authority.

6. The quarterly county court more nearly reflects the needs of the people.

Reasons for Popular Vote Preference

Reasons given by the superintendents for their preference of election by popular vote of the people:

1. We are coming to the place where the people are more interested and sympathetic toward school problems. They should have an opportunity to vote their choice of superintendent.

2. Popular vote is a sure way of knowing the people's sentiment.

3. Election by popular vote places the superintendent responsible to the people.

4. Election by the court or by the board, gives too much opportunity for a few men to control the superintendent.

5. The people will be educated to the needs more readily. For a reform to be effective it must come from the people.

One superintendent suggests another way of electing the county superintendent other than by the county court, public election or county board:

1. None of the above plans are satisfactory. A better plan is to permit the state board or the state university officials to appoint the superintendent in order to free him from politics.

Summary

It is safe to accept what the majority think about a problem as long as their thinking is rational and logical. On this account, the superintendents were asked not only to give their preference of the method of superintendents' election, but the reason for their choice of the method of election of Tennessee county superintendents.

1. The majority of the Tennessee county superintendents are elected by the county court. Two and seven-tenths per cent are elected by the county board, sixty-and three-tenths per cent are elected by the county court and thirty-seven per cent by popular vote of the people.

2. The majority of the Tennessee county superintendents prefer to be elected by the county board; sixty and three-tenths per cent prefer election by the county board; twenty and five-tenths per cent prefer election by the county court; seventeen and eight-tenths per cent prefer election by popular vote of the people and one and four-tenths per cent prefer election by the state board of education or the university officials.

3. Of the superintendents with a college degree, twenty-six prefer election by the county board, eleven prefer election by the county court and five prefer election by popular vote. Of the remaining superintendents, without degrees, the majority prefer election by the county board of education.

4. The reasons given for election by the county board are not only in the majority but are more logical.

5. The most generally used method of election of county

superintendents in Tennessee, namely, election by the quarterly county court, is accompanied by the lowest median tenure of office.

6. If Tennessee county superintendents had to comply with election by the county board of education as a uniform method of superintendents' election, there would be little opposition on their part since the majority of county superintendents prefer election by the county board of education, that majority consisting of the majority of the better trained superintendents.

... it is reasonable to expect that ... will be limited for the superintending duties and for the necessary observations and study of school problems upon which he must base his recommendations. This chapter is, therefore, concerned with the superintendent's duties and the extent of his work, such as, the number of teachers' conferences, the number of visits to schools and the number of office conferences, the distribution of pupils per teacher, the training and certification of the teachers in contrast to that of the superintendents, the relative amount of non-attendance and the average distribution of pupil-teacher assignments.

The nature of the county school teacher in relation to the training of the county superintendent suggests a significant factor to consider is that the amount of the superintendent's training would be, within reasonable limits, as much as the amount of training of his teachers. The trend is toward the amount of training of the county superintendent for the amount of training of his teachers. The well trained superintendent

CHAPTER VII

MAJOR FACTORS WHICH DETERMINE THE RELATIVE EXTENT OF THE DUTIES AND RESPONSIBILITIES OF THE TENNESSEE COUNTY SUPERINTENDENTS

In Chapter III, it was shown that the majority of the superintendents' legal duties were clerical in nature. If the superintendent is overburdened with clerical duties, it is reasonable to assume that his time will be limited for the supervision duties and for the necessary observations and study of school problems upon which he must base his recommendations. This chapter is, therefore, concerned with the superintendent and the extent of his work, such as, the number of teachers per superintendent in comparison with the number of his office assistants, the distribution of pupils per teacher, the training and certification of the teachers in contrast to that of the superintendents, the relative amount of non-enrollment, non-attendance and the average distribution of schools per superintendent.

The maximum training of the county school teacher in relation to the status of the training of the county superintendent suggests a significant factor to consider in that the amount of the superintendent's minimum training should be, within reasonable limits, as much as the maximum amount of training of his teachers. The trend is toward the degree of Master of Arts as the minimum amount of training for the executive engaged in educational work. The well trained superintendent

or the superintendent with a vision for the future progress of the school system, will make an effort to hire the better trained and most efficient teachers available.

Teacher Load and Number of Pupils per
Superintendent-Per Teacher

The superintendents' supervision load may be suggested by the distribution of the number of pupils per teacher and the number of pupils per superintendent as an indication of his responsibility.

Table XIV gives the median number of pupils per teacher. Although forty-three cases out of ninety-five have a pupil distribution per teacher below thirty pupils, the median pupil distribution per teacher for the Tennessee county superintendents is thirty-one pupils. This suggests that the average county superintendent hires a teacher for every thirty-one pupils. The median of the distribution of pupils per superintendent is 4037 pupils. The median number of teachers per superintendent is 132.

TABLE XIV

THE NUMBER OF OFFICE ASSISTANTS COMPARED WITH PUPIL LOAD -
TEACHER LOAD: NUMBER OF PUPILS PER TEACHER - 1931

County	No. Office Assistants	Number of Pupils	Number of Teachers	Number of Pupils Per Teacher
*1 Anderson		3792	116	32
2 Bedford		3398	116	29
3 Benton		2880	102	27
4 Bledsoe		1748	55	31
5 Blount	1	5901	161	36
6 Bradley	1	3634	125	29
7 Campbell	1	6421	216	29
8 Cannon		2533	67	29
*9 Carroll		6749	221	30
10 Carter	1	5359	171	31
11 Cheatham		2301	88	36
12 Chester		2877	86	33
13 Claiborne	1	5260	183	28

TABLE XIV (Continued)

County	No. Office Assistants	Number of Pupils	Number of Teachers	Number of Pupils Per Teacher
14 Clay		2136	73	29
15 Cooke	1	5049	148	34
16 Coffee		3193	116	27
17 Crockett	1	3312	109	30
18 Cumberland		2593	80	31
19 Davidson	3	13348	401	32
20 Decatur		2831	106	26
*21 DeKalb		3723	143	26
22 Dickson	1	4360	135	32
23 Dyer		5385	221	24
24 Fayette	1	7415	202	37
25 Fentress		3197	109	29
*26 Franklin		4718	140	33
*27 Gibson		6882	302	22
28 Giles		6703	190	32
29 Grainger		2996	88	34
30 Greene	3	7999	271	29
31 Grundy	1	2359	71	33
32 Hamblen	1	2388	92	25
33 Hamilton	2	11105	383	28
*34 Hancock		2535	77	32
*35 Hardeman		5390	166	32
*36 Hardin		4136	141	29
*37 Hawkins		5817	190	30
38 Haywood	1	6003	156	38
39 Henderson	1	4585	149	30
40 Henry	2	4688	169	27
41 Hickman		3651	127	28
42 Houston		1361	50	27
43 Humphreys		2973	95	31
*44 Jackson		3530	109	32
45 Jefferson		4144	127	32
46 Johnson		2697	84	31
47 Knox	1	11443	313	36
*48 Lake		2563	52	49
49 Lauderdale	1	6902	192	35
50 Lawrence	1	7674	212	36
*51 Lewis		1431	49	29
52 Lincoln		5424	157	34
53 Loudon		2949	101	29
54 McMinn	1	5887	214	27
55 McNairy	1	4744	163	29
*56 Macon		3248	96	33
57 Madison	2	7232	234	30
58 Marion		3634	113	32
59 Marshall		3518	109	32
60 Maury	1	6261	219	26

TABLE XIV (Continued)

County	No. Office Assistants	Number of Pupils	Number of Teachers	Number of Pupils Per Teacher
61 Meigs		1708	45	37
62 Monroe	1	4502	143	31
63 Montgomery	1	6018	224	26
64 Moore		647	24	27
*65 Morgan		3373	100	33
66 Obion	1	4181	157	27
*67 Overton		4816	141	34
*68 Perry		1846	69	26
69 Pickett		1487	44	33
70 Polk	1	4428	137	32
71 Putnam	1	5878	182	32
*72 Rhea		3233	114	28
73 Roane		3959	135	29
74 Robertson	2	5393	157	34
75 Rutherford	1	6917	235	29
76 Scott		3762	141	26
77 Sequatchie		900	28	32
*78 Sevier		5511	170	34
79 Shelby	6	23364	701	32
80 Smith	1	3541	136	26
81 Stewart	1	4359	101	43
82 Sullivan		6035	193	31
83 Sumner	1	6359	236	26
*84 Tipton		6616	208	32
85 Trousdale		1330	43	30
86 Unicei	1	2728	93	33
87 Union		3143	93	29
88 Van Buren	1	939	37	25
89 Warren		3878	135	28
90 Washington		5365	200	26
*91 Wayne		3244	115	28
*92 Weakley		4972	182	27
93 White		3265	99	32
94 Williamson		4189	142	29
95 Wilson		6252	133	47
Median	1	4037	132	31

* No questionnaire return. Data in columns 3, 4, and 5 taken from Tennessee Annual Report, June, 1930.

Office Assistants

Slightly less than one-half of the superintendents have no office assistants. As shown in Table XV the majority of the counties having a large enrollment have one or more office assistants for the superintendent.

TABLE XV

OFFICE ASSISTANTS OF SEVENTY-THREE TENNESSEE COUNTY SUPERINTENDENTS

Superintendents having no office assistants	36
Superintendents having one office assistant	30
Superintendents having two office assistants	4
Superintendents having three office assistants	2
Superintendents having six office assistants	1
Total number reporting	73

There are, however, other counties relatively large in enrollment which provide no office assistants. If the legal duties of the county superintendent are largely clerical, there is need for office assistants, or, little time would be left for supervision and other needed duties. It seems advisable that a provision by law should be made for office assistants, whereby the county superintendent would not be forced to forfeit some of his salary for the needed service, or waste valuable time doing clerical work.

Training of Teachers - County Elementary Schools

To give an idea of the type of teachers that the superintendents hire in the Tennessee county school system it is necessary to present facts about their training and certification. In Table XVI thirty per cent of the elementary school teachers have four years of high school training;

TABLE XVI
TRAINING OF TEACHERS - COUNTY ELEMENTARY SCHOOLS*

	No. Men	No. Women	Total Men & Women	Per Cent Men	Per Cent Women	Total Per Cent
College Graduates	207	413	620	01.0	04.0	05.0
Three-Year College	115	407	522	01.0	04.0	05.0
Two-Year College	267	1,425	1,629	02.0	13.0	15.0
One-Year College	526	3,168	3,694	04.0	28.0	32.0
High School Graduates	634	2,758	3,392	06.0	24.0	30.0
Three-Year High School	154	364	518	01.3	03.2	04.5
Two-Year High School	145	307	452	01.0	03.0	04.0
One-Year High School	77	103	180	00.6	00.9	01.5
Elementary	168	229	397	01.0	02.0	03.0
Total	2,293	9,174	11,467	17.9	82.1	100.0
Number without Experience	252	1,277	1,529	02.0	11.0	13.0

thirty-two per cent have one year of college training; five per cent have three years of college training; five per cent are college graduates; four per cent have three years of high school training; four per cent have two years of high school training; three per cent are elementary school graduates and one and five-tenths per cent have one year of high school training. Thirteen per cent of the entire group are without experience. Thirteen per cent of the group are not high school graduates. The greater number of teachers have one year of college training, the minimum requirement by the state for a teacher's certificate. If all elementary school teachers were required to have two years of college training as the minimum, it would probably raise the status of the training of the county elementary school teacher.

* Tennessee Annual Report, p. 28. Nashville: State Department of Education, June, 1930.

Training of Teachers - County High Schools

Table XVII shows the amount of training of teachers in the county high schools. Eighty-one per cent of the teachers are college

TABLE XVII

TRAINING OF TEACHERS - COUNTY HIGH SCHOOLS*

	No. Men	No. Women	Total Men & Women	Per Cent Men	Per Cent Women	Total Per Cent
College Graduates	975	1,135	2,110	37.0	44.0	81.0
Three-Year College	105	101	206	04.0	04.0	08.0
Two-Year College	119	104	223	04.6	04.0	08.6
One-Year College	21	18	39	00.8	00.7	01.5
High School Graduates	18	5	23	00.7	00.2	00.9
Total	1,238	1,363	2,591	47.1	52.9	100.0

graduates. Eight per cent have three years of college training; eight and six-tenths per cent have two years of college training; one and five-tenths per cent have one year of college training; nine-tenths per cent are high school graduates. The majority of the county high school teachers are college graduates.

Certification of Teachers in County Elementary Schools

In Table XVIII, thirty-two per cent of the elementary school teachers are teaching with four-year professional certificates; twenty per cent have permanent professional teachers' certificates; eighteen per cent have limited training professional certificates; eleven per cent have permanent examination certificates; seven per cent have four-

* Tennessee Annual Report, p. 31. Nashville: State Department of Education, June, 1930.

year examination certificates; six-tenths per cent have five year examination certificates; six and four-tenths per cent have two-year examination certificates and five per cent are teaching on permits. Teachers with two years of college training, approved by the state, are given a permanent professional elementary teacher's certificate. The majority of the elementary school teachers do not reach the level of adequate preparation for the permanent professional elementary teacher's certificate.

TABLE XVIII
CERTIFICATION OF TEACHERS IN COUNTY ELEMENTARY SCHOOLS*

Type of Certificate	No. Men	No. Women	Total Men & Woman	Per Cent Men	Per Cent Women	Total Per Cent
Permanent Professional	453	1,865	2,318	04.0	16.0	20.0
Four-Year Professional	501	3,139	3,640	05.0	27.0	32.0
Limited Training Professional	311	1,747	2,058	03.0	15.0	18.0
Permanent Examination	406	856	1,262	04.0	07.0	11.0
Four-Year Examination	268	498	766	02.0	05.0	07.0
Five-Year Examination	23	45	68	00.2	00.4	00.6
Two-Year Examination	146	591	737	01.0	05.4	06.4
Permit	185	433	618	01.0	04.0	05.0
Total	2,293	9,174	11,467	02.2	79.8	100.0

Certification of Teachers - County High Schools

Table XIX shows that eighty per cent of the county high school teachers are teaching with permanent professional certificates; three per cent have four-year examination certificates; seven-tenths per cent have

* Tennessee Annual Report, p. 28. Nashville: State Department of Education, June 1930.

five-year examination certificates and two per cent are working on permits. There is a better trained group of high school teachers than elementary school teachers in the Tennessee county schools.

TABLE XIX
CERTIFICATION OF TEACHERS - COUNTY HIGH SCHOOLS*

Type of Certificate	No. Men	No. Women	Total Men & Women	Per Cent Men	Per Cent Women	Total Per Cent
Permanent Professional	938	1,141	2,079	36.0	44.0	80.0
Five-Year Professional	41	24	65	02.0	01.0	03.0
Limited Professional	97	45	142	04.0	01.0	05.0
Permanent Examination	76	54	130	03.0	02.0	05.0
Four-Year Examination	38	58	96	01.6	02.2	03.8
Five-Year Examination	6	13	19	00.2	00.5	00.7
Two-Year Examination	11	3	14	00.4	00.1	00.5
Permit	28	25	53	01.0	01.0	02.0
Total	1,235	1,363	2,598	48.2	51.8	100.0

Number of County Schools - Distribution per Superintendent

The 8-2-2 high school plan is used in Tennessee county high schools to advantage, being an outgrowth of the old 8-4 plan. The 8-3 plan is a misfit and is generally discouraged. Table XX shows the number and types of schools. There are 375 four-year high schools (8-2-2 plan), and 275 two-year high schools in contrast to sixteen three-year high schools (8-3 plan) or an attempt at the 8-4 plan. The 8-3 high school plan is incomplete and is on the decline according to recent figures.

In Table XX the one-teacher elementary school is in the majority.

* Tennessee Annual Report, p. 31. Nashville: State Department of Education, June, 1930.

TABLE XX
NUMBER OF COUNTY SCHOOLS*

	Number
Four-Year High Schools	375
Three-Year High Schools	16
Two-Year High Schools	275
Total High Schools	666
Elementary Schools:	
One-Teacher Elementary Schools	3,164
Two-Teacher Elementary Schools	1,530
Three-or-more Teacher Elementary Schools ...	1,072
Total Elementary Schools	5,766
Total Number of Elementary and High Schools	6,432
Average Number of Schools per Superintendent	67

There are 3,164 one-teacher elementary schools in contrast to 1,530 two-teacher elementary schools and 1,072 three-or-more teacher elementary schools. There is a total of 5,766 elementary schools and a total of 666 high schools. The high schools with the elementary schools make a total of 6,432 schools. According to this figure, there is a total average of 67 schools per superintendent.

County Enrollment Compared with Attendance

In Table XXI the total county enrollment of elementary and high schools is 442,782. Of this group 331,286 or seventy-four and

* Tennessee Annual Report, p. 27, p. 30. Nashville: Department of Education, June, 1930.

TABLE XXI
COUNTY ENROLLMENT COMPARED WITH ATTENDANCE*

Enrollment	Number	Per Cent
Enrollment for Elementary Schools	389,933	88.0
Enrollment for High Schools	52,849	12.0
Total Enrollment for Elementary and High Schools	442,782	100.0
Attendance		
Attendance for Elementary Schools	285,862	64.6
Attendance for High Schools	45,424	10.2
Total Attendance for Elementary and High Schools	331,286	74.8
Delinquent Attendance		
Delinquent Attendance for Elementary Schools ..	104,071	23.5
Delinquent Attendance for High Schools	7,425	01.7
Total Delinquent Attendance	111,496	25.2

eight-tenths per cent attended school. Sixty-four and six-tenths per cent attended elementary school, while ten and two-tenths per cent attended high school, leaving a total delinquent attendance of twenty-five and two-tenths per cent. There is a delinquent attendance of one and seven-tenths per cent for high schools and twenty-three and five-tenths per cent for elementary schools.

TABLE XXII
COUNTY ENROLLMENT COMPARED WITH SCHOLASTIC POPULATION **

Distribution of Scholastic Enrollment	Number	Per Cent
Total County Scholastic Population	463,784	100.0
Total Enrollment in County Elementary Schools .	389,933	84.0
Total Enrollment in County High Schools	52,849	11.4
Total County Enrollment, Elemen. & High Schools	442,782	95.4
Number Who Failed to Enroll	21,002	04.6

* Tennessee Annual Report, p. 26, p. 31. Nashville: State Department of Education, June, 1930.

** Ibid., p. 26.

Length of School Year

Of the seventy-three questionnaire returns only nine county superintendents face the problem of an unequal distribution of school days for the school year. In this group, the elementary schools have eight months of school while the high schools have nine months of school. The remainder of the group of superintendents, sixty-four in number, report nine months of school for all schools, which gives an equal number of school days for every child in the county.

Number of School Buildings and Estimate Value of Property

Table XXIII shows the type of buildings and the number of each type with the total estimated value of property. The range in buildings is from thirty-one through 5,191. There are thirty-one log school buildings, 490 brick, thirty-four stone and 5,191 frame buildings. Frame buildings are in the majority with brick, stone and log ranking next in number respectively. The total estimated value of the property including the buildings, grounds, and equipment is \$20,227,263.

TABLE XXIII

NUMBER OF SCHOOL BUILDINGS AND ESTIMATED VALUE OF PROPERTY*

	Brick	Stone	Frame	Log	Total
County School Buildings Erected During School Year 1929-1930	30	3	83		116
Total No. of County School Buildings, June 30, 1930	490	34	5,191	31	5,746
Bldgs & Heating Plants Valued					\$17,024,299
Grounds					1,252,295
Equipment					1,950,669
Total					\$20,227,263

* Tennessee Annual Report, p. 29. Nashville: State Department of Education, June, 1930.

Summary

1. The data suggest that the average Tennessee county superintendent supervises 132 teachers and hires a teacher for every thirty-one pupils. Five per cent of the teachers in elementary schools have a college degree. Eighty-one per cent of the teachers in the high schools have a college degree. Since the majority of the county high school teachers have a college degree, would not it be wise for all county superintendents to meet also this requirement? The certification of teachers shows that eighty per cent of the county high school teachers have permanent professional teaching certificates, while only twenty per cent of the elementary teachers have permanent professional teachers' certificates. Five per cent of the elementary teachers are teaching on permits while only two per cent of the high school teachers are teaching on permits.

2. There is a total average of sixty-seven schools per superintendent of which seven are high schools. The total number of elementary and high schools is 6,432; 666 of these are high schools, 3,164 are one-teacher elementary schools, 1530 are two-teacher elementary schools and 1,072 are three-or-more teacher elementary schools. The four-year high schools exceed the two-year high schools by one hundred. The one-teacher elementary schools and the four-year high schools are in the majority.

3. Four and six-tenths per cent of the scholastic population did not enroll in school. Eighty-four per cent enrolled in elementary schools, and eleven and four-tenths per cent enrolled in high school.

Twenty-five and two-tenths per cent of the total enrollment was delinquent in attendance. Ten and two-tenths per cent of the total enrollment attended high school; sixty-four and six-tenths per cent of the total enrollment attended elementary school. The amount of truancy is slightly more than one-fourth of the total enrollment.

4. Of the seventy-three questionnaire returns nine county superintendents report having an unequal distribution of school days, while the remainder report an equal distribution of school days for every child in the county.

5. If the majority of high school teachers have a college degree, surely all superintendents should comply with this requirement. Legislation to this effect might help in raising the status of training of the superintendent.

CHAPTER VIII

SUMMARY AND CONCLUSIONS

The responsibility for rural education had its beginning with the community unit. This township or unit developed into the county, having as its head the county superintendent, who became responsible to the county board which elects him, to the state department of education and to the public in general for efficient education. In 1867, state legislation in Tennessee provided for the office of county superintendent and by the last of the nineteenth century, this office was well established in Tennessee.

When the legal duties of the Tennessee county superintendent are classified under administrative, executive, clerical and supervisory duties, there are more clerical duties than any other type of duties with executive duties ranking second, administrative duties third, and supervisory duties fourth in quantity. According to the legal duties, the county superintendent is more of a clerk than an administrator. From the extensive list of clerical duties required by the state law, all county superintendents need office assistance if the superintendent is to have any time to analyze, plan and recommend for the benefit of his school system. However, the data seem to emphasize the fact that all superintendents having two thousand or more pupils should have at least one office assistant. Slightly less than one-half of the county

superintendents have no office assistants.

According to current literature, the primary functions of the county board of education are: (a) to represent the people, (b) to legislate. The primary functions of the county superintendent are: (a) to analyze and recommend, (b) to execute the legislation of the county board. In regard to the superintendent, the legal duties in Tennessee meet the criteria of (a) recommendation, (b) the execution of the legislation of the county board.

The Tennessee county superintendent is entitled to a permanent professional certificate in administration issued on twenty-seven hours of education from a representative college approved by the State Department of Education. There is no specific requirement in the Tennessee school law for a given number of semester hours of training in administration to be required of the superintendent. The Tennessee county superintendent is entitled to a four-year examination certificate, issued on satisfactory passing of an examination, the applicant must not be under twenty-four years of age; must have two years of college training and at least twenty-four months of successful teaching experience. The minimum training of the Tennessee county superintendent at present is three years of high school. The maximum training is the degree of Master of Arts. Forty-six and six-tenths per cent have the Bachelor's degree. Forty-seven and nine-tenths per cent do not have the Bachelor's degree, and five and five-tenths per cent have the degree of Master of Arts. Of the number of Tennessee county superintendents who reported, all except five were trained in Tennessee. All except two colleges in which they were trained are recognized by the State

Department of Education. Tennessee county superintendents have a median of nine and two-tenths years of experience as a teacher; a median of nine and seven-tenths years of experience as a principal; a median of four and three-tenths years of experience as a superintendent in the present position. Fifty and seven-tenths per cent of the superintendents report no training in administration. Do superintendents meet the state requirements? Two and seven-tenths per cent have no certificates. Twenty-three and three-tenths per cent do not have two years of college training. All superintendents meet the experience requirement. Forty-seven and nine-tenths per cent do not meet the criterion of a Bachelor's degree. Other criteria which have not been fully met, are: twenty-seven per cent have read no books; seventeen per cent have read no periodicals; five per cent have attended no educational meetings and fifty and seven-tenths per cent have no training in administration. The majority of the county high school teachers have a college degree which indicates that the county superintendent's minimum training should be within reasonable limits that of a standard college education.

Each county is to receive from the state school fund an amount equal to that paid by the county court for the superintendent's salary. The state fund is not to exceed \$1,000. Up to the present, salaries for Tennessee county superintendents have been on the increase. The present minimum salary is \$1,025. The maximum salary is \$5,000. The median salary is \$2,351.18. On the average, the minimum county court salary allowance is \$1,192.97, which shows that the counties as a whole allow more salary in comparison to that allowed by the state, which is \$1,000. Only eleven county boards make an allowance for county super-

intendent's salary. The median county board salary allowance is \$516.66. According to the number of teachers to be supervised the highest paid Tennessee county superintendent receives only \$7.13 per teacher while the superintendent receiving the minimum salary paid has a distribution of salary per teacher of \$42.70. The lack of standardization in salaries paid in proportion to the quantity of work shows a great need for a systematized and organized salary schedule, not only on the basis of work, but on the basis of training and experience. In salary allowance, no premium is placed on superior training. The better trained superintendents do not receive the highest salaries. Eighty-one per cent of the counties take advantage of the maximum state allowance for county superintendents' salaries by matching dollar for dollar. The average county appropriates more salary for the county superintendent than the state; the median appropriation being \$192.97 per county in excess of that appropriated by the state.

The majority of the Tennessee county superintendents are elected by the county court; sixty and three-tenths per cent being elected by the county court; thirty-seven per cent by popular vote of the people and two and seven-tenths per cent by the county board. The majority of Tennessee county superintendents prefer to be elected by the county board; sixty and three-tenths per cent prefer their election by the county board; twenty and five-tenths per cent prefer election by the county court and seventeen and eight-tenths per cent prefer election by popular vote of the people and one and four-tenths per cent prefer election by the state board of education or the university officials. The reasons given by the superintendents for their preference of election by the county board are not only in the majority, but are more logical.

The most generally used method of election of county superintendents in Tennessee, namely, election by the quarterly county court, is accompanied by the lowest median tenure of office. If Tennessee county superintendents had to comply with election by the county board of education as a uniform method of superintendents' election, there would be little opposition on their part, since the majority of county superintendents prefer election by the county board of education, that majority consisting of the majority of better trained superintendents. The average county superintendent supervises sixty-seven schools and 132 teachers, and hires a teacher for every thirty-one pupils.

Recommendations

1. Provision should be made for office assistants for the county superintendent since a large quantity of his duties are clerical.
2. The higher trained Tennessee county superintendents, who also meet the other qualification requirements, such as experience, age, et cetera, should receive the higher remuneration. A unified salary scale with reference to higher training would help to raise the professional status of the Tennessee county superintendent.
3. A unified method of the county superintendents' election, which would give a longer tenure of office, ensure the selection of a capable and better qualified individual, is the type of method of election to be preferred. Since the majority of the Tennessee county superintendents prefer to be elected by the county board of education, and current literature and general practice verify the fact, it is advisable that the Tennessee county superintendent should be elected by

the county board of education.

4. Since twenty-seven hours in education is a state requirement for the county superintendent, it is desirable to specify the number of administration hours to be required which should comprise a designated part of the twenty-seven hours, as specified. Legislation to this effect would aid in raising the professional status of the Tennessee county superintendent.

5. Provision should be made, as far as reasonable, for a more equitable distribution of teachers and pupils per superintendent. By using the scholastic population as a reasonable basis for judgment and for distribution of the quantity of work per superintendent, useless educational expenditure could be avoided.

6. The economic status of the Tennessee county superintendent approximates the average. Extra remuneration could be awarded those county superintendents who attend educational meetings and summer school for further improvement. This would aid in raising the professional status of the Tennessee county superintendent.

7. It is advisable that the newly appointed Tennessee county superintendents should meet the requirements of the degree of Master of Arts or its equivalent.

8. Those superintendents who have served for thirty years or more may be relieved from duty with a pension. A law to this effect would place at least two of the present county superintendents on the retirement list.

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APPENDIX

Teachers College
University of Minnesota

Dear Superintendent:

It is very necessary that I have certain data to complete the statistical tables for **APPENDIX** study which is being made. Therefore, I am asking you to kindly fill out this questionnaire for your County. Enclosed is an address: stamped envelope for the return of same.

As the material asked for in this statistical study will be compiled in a summary way, no names or individuals will be used.

I shall anticipate an early reply.

Very truly yours,

Caroline Hill Springer

Approved by: Dr. S. L. Day, Professor of Education

P. S. Will you please do this today?

APPENDIX

Teachers College
University of Cincinnati

Dear Superintendent:

It is very necessary that I have certain data to complete the statistical tables for a Superintendence study which is being made, therefore, I am asking you to kindly fill out this questionnaire for your County. Enclosed is an addressed stamped envelope for the return of same.

As the material asked for in this educational study will be compiled in a massive way, no names of individuals will be used.

I shall anticipate an early reply.

Very truly yours,

Corinne Hall Springer

Approved by: Dr. S. L. Eby, Professor of Education

P. S. Will you please do this today?

Teachers College
University of Cincinnati

QUESTIONNAIRE

County Superintendent of _____ County
Name of Superintendent _____ Sex _____ Age _____
How Elected _____

Kindly fill in names of institutions and dates attended:

Name of School	No. Yrs. Attended	Date	Diploma or Degree
High School _____	_____	_____	_____
Normal School _____	_____	_____	_____
Liberal Arts College _____	_____	_____	_____
University _____	_____	_____	_____

No. of hours in administration for position of County Superintendent _____

What teacher's certificate do you hold? _____

Reading or study done in the past year for professional improvement

Books _____ Periodicals _____

Number of years experience as teacher _____ principal _____ County superintendent _____
Number of years in present position _____

Annual salary _____ County Court allowance _____

State allowance _____

Educational meetings attended during the past year _____

No. of office assistants _____ No. of school districts in your county _____

Which form of superintendence election do you consider the best?

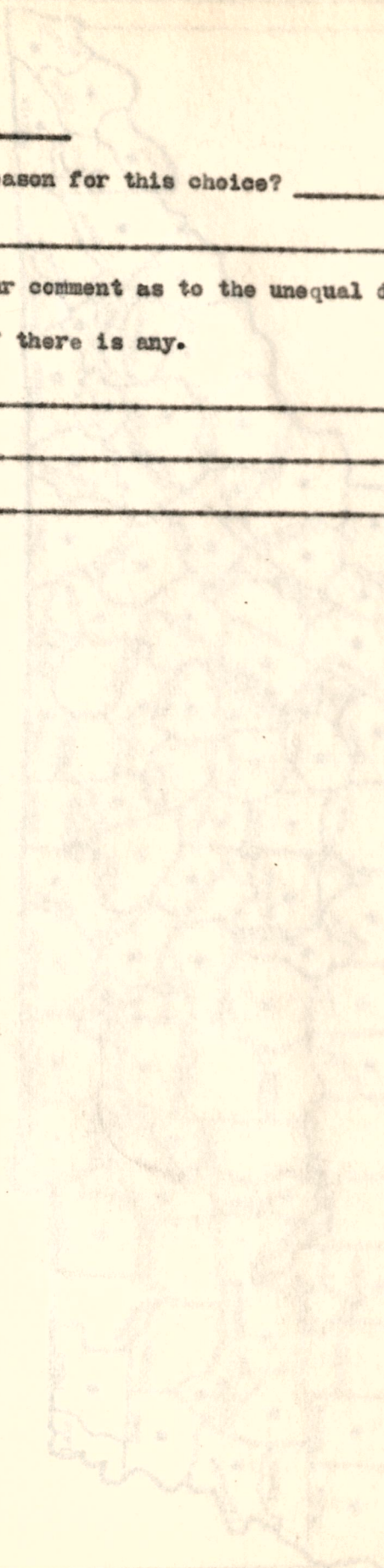
Check: County Board _____ Quarterly County Court _____ Populate vote of _____

the People _____

What is your reason for this choice? _____

Please give your comment as to the unequal distribution of school days in your county, if there is any.

Filled in by _____ Date _____



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