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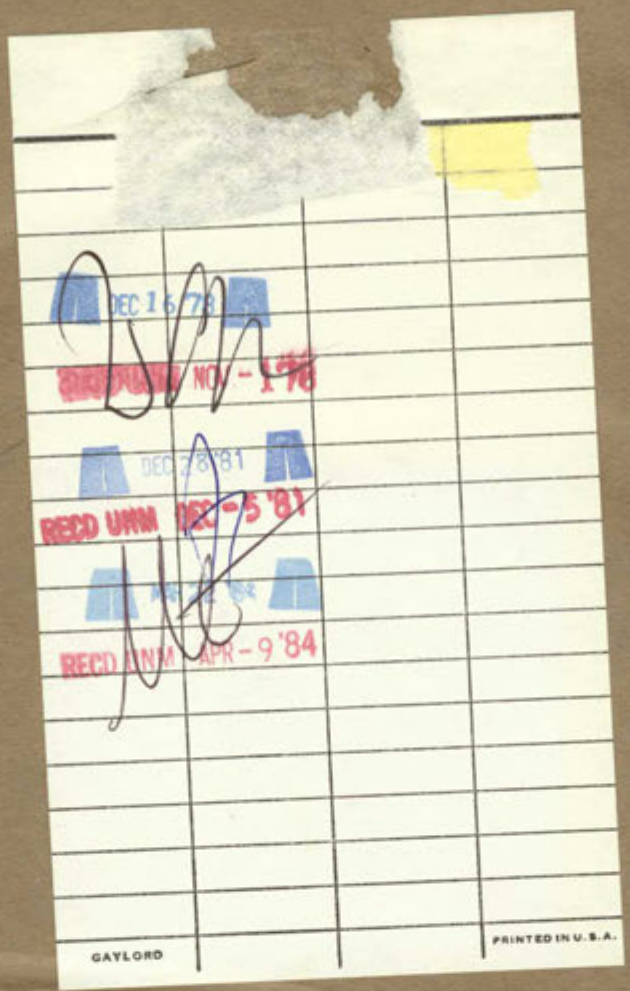

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THE COUNTY AND CITY SUPERINTENDENCIES OF NEW MEXICO

- A Comparative Study

By

B. B. McAlister

A Thesis

Submitted in partial fulfillment

of the Requirements for the Degree

Master of Science in Education

University of New Mexico

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This thesis, directed and approved by the candidate's committee, has been accepted by the Graduate Committee of the University of New Mexico in partial fulfillment of the requirements for the degree of

MASTER OF SCIENCE

Rob't R Hammond
DEAN

May 29, 1940
DATE

7/25/40 Diss. 1.10

Thesis committee

E. L. Tuttle
CHAIRMAN

J. W. Diefendorf

Philip H. DuBois

69845

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CHAPTER I

INTRODUCTION

Although the county and the municipal superintendencies of New Mexico are very much alike in purpose and function, in many respects they are sharply contrasted. One is an elective position; the other is an appointive position. For one the salary schedule is rigid and fixed by law; for the other the salary is flexible and is determined by the local board of education. For one the eligibility requirements are purely residential; for the other they are chiefly professional. For one the maximum possible tenure is four years; for the other there is no maximum limit. The contrast does not stop here. A similar contrast exists in the minds of the people of New Mexico so strongly that they accept both these systems as proper. Why do these differences exist?

Can each of these systems be conducive to securing the best educational results?

I. THE PROBLEM

Statement of the problem. The purpose of this study is (1) to investigate the existing conditions in the county and municipal superintendencies of New Mexico with regard to student responsibility and financial responsibility, academic

preparation and educational experience of the superintendents, salaries paid, opportunities for salary increases, turnover, term of contract, and opportunities offered superintendents for advancement to more remunerative educational positions; (2) to compare the status of the New Mexico superintendencies with that of other superintendencies of the United States and with the ideal status as recommended by authorities in the field of educational administration and supervision.

Delimitations of the study. A study of this type naturally has some very serious limitations. No method has yet been devised for determining just how efficiently a superintendent is performing his duties. Although this information would be highly desirable, only professional qualifications and not the performances are considered here.

Likewise, no acceptable method has been devised to determine either the relative difficulty or the importance of efficiency in educating elementary and high school pupils. Since no method has been devised, no attempt was made to weight responsibility according to grade level of the pupils.

No allowance was made for supervisory or other help received by superintendents. The chief reason for this omission is the fact that the securing of supervisory and other help is a matter of financial and administrative expediency, determined to some extent by the attitude of the

superintendent himself, since most school boards are usually willing to follow the advice of the superintendent in determining which is more needed, a supervisor or new teachers.

Another limitation of the present study is the impossibility of determining just what responsibilities either the county or the municipal superintendent actually assumes. However, no statement by any authority in educational administration was found which indicated that the author felt that there were any essential differences in the degree of responsibilities that should be assumed by county and municipal superintendents. Human nature, moreover, is such that school boards would tend to delegate more authority to the strong than to the weak, and at the same time the strong themselves tend to assume more responsibility. Thus it will be seen that any comparative study based upon the actually assumed responsibilities of the superintendents would not be a true comparison of the inherent responsibilities of the offices.

Importance of the study. The most important office in any school system is the superintendency. No school can achieve its fullest growth or do its best work without the able guidance of a good superintendent. The office is of such importance to the educational system that no effort should be spared to see that the office is all that it should be.

For a number of years there has been some agitation

in New Mexico to take the county superintendency out of politics. Many of the voters of New Mexico vigorously oppose any movement in this direction. They believe that it is their inherent right to control education, and that making the county superintendency a non-elective position would be taking this right from them. They believe that they can choose as good a man for the position as a small board could.

Only a careful study of existing conditions within the offices will show to what extent they are able to make as good a selection. Those who are interested in education should know the facts about these existing conditions in order that they may in the future use their influence in securing the proper administration of the superintendencies of the state.

II. DEFINITION OF TERMS USED

For the purpose of this study the term "municipal superintendencies" is used to denote the superintendencies of the 66 municipal, independent, and unclassified school systems listed in the 1937-38 Biennial Report of the State Superintendent of Public Instruction. It will be noted that this excludes from this study the six union high schools of the state. Moreover, in some instances the superintendent of Las Cruces municipal school was not included because of the

fact that he is also superintendent of Las Cruces Union High School. In some respects it would be unfair to consider this case. For instance, he receives a salary as superintendent of Las Cruces Municipal School and also a salary as superintendent of Las Cruces Union High School. On the other hand, holding the two positions probably has no effect upon his years of experience or upon his educational training. Therefore, these were considered.

When a school superintendent failed to serve the community he served the previous year, the case was considered as a "turnover."

As used in this study "years of experience" means the total number of years spent in school work.

III. SOURCES OF THE DATA

The chief sources of data were the annual reports of the county and municipal superintendents to the State Superintendent of Public Instruction, past editions of the Biennial Report of the State Superintendent of Public Instruction, a questionnaire sent to the county and municipal superintendents of the state, educational directories of New Mexico, and educational literature relating to school organization and administration.

Supplementary information was obtained from other records on file in the offices of the State Superintendent,

the State Tax Commission, the Educational Budget Auditor, bulletins of the United States Office of Education, and by personal correspondence with some superintendents.

IV. PROCEDURE

The normative-survey type of procedure was used in conducting this study.

Most of the information relative to enrollments, salaries, training, experience, current expenditures, property valuations, district assessments, and term of contract were obtained from the annual reports of the county and municipal superintendents on file at the office of the State Superintendent of Public Instruction. This information was then tabulated in convenient forms. Where mistakes were obvious enough to be noted, corrections were made by use of the supplementary sources of data.

In order to determine the rate of turnover, biennial reports of the state superintendent, the state educational directories, bulletins of the United States Office of Education, and county and municipal superintendents' annual reports were used.

In studying the opportunity offered to county and municipal superintendents for advancement to more remunerative educational positions the turnovers were analyzed to determine whether the superintendent left the educational

field, continued his schooling, or took another educational position, and, if he took another educational position, whether it was at a higher or lower salary. For this purpose questionnaires were sent to each of the present superintendents who had not held his present position throughout the entire period 1929-1939, except that in cases where first hand information was obtainable, this was used. Questionnaires were thus sent to twenty-nine county superintendents and to fifty-four municipal superintendents. Information was received concerning seventy-nine turnovers in the county superintendencies. This represents 73.8 per cent of the total turnovers in county superintendencies and 76.9 per cent of the total in the municipal superintendencies.

The findings of the Yearbook Committee of the American Association of School Administrators as reported in Schools in Small Communities[1] were used in making comparisons between the New Mexico superintendencies and the superintendencies of the nation.

Works of a number of authorities in the field of education were used as the basis for comparing the status of New Mexico's county and city superintendencies with the

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[1] Hobart M. Corning and others, "Status and Problems of Superintendents in Small School Systems," Seventeenth Yearbook of the American Association of School Administrators (Washington, D. C.: The Association, 1939), pp. 451-474.

ideal status as recommended by authorities.

V. ORGANIZATION OF THE REMAINDER OF THE STUDY

In Chapter II is given a short history of the two offices from the time they were established until they attained their present status. Emphasis is laid upon the phases of development that strongly affect the present status of each.

The student responsibility and the financial responsibility of each of the county and municipal superintendencies are studied in Chapter III. Convenient tables are given, medians are figured, and comparisons are made. The academic preparation and the educational experience of the superintendents are also presented, and comparisons are made upon the bases of student and financial responsibility.

Chapter IV is given to a study of the various forms of remuneration offered to superintendents by the county and municipal superintendencies. Salaries, opportunities for salary increases, either in the same position or upon moving to another position, and security of tenure are investigated and analyzed. Certain comparisons are made between the county and municipal superintendencies, and also between the New Mexico superintendencies and the superintendencies of the small schools of the nation.

Comparisons are made in Chapter V between the status

of the New Mexico superintendents and the ideal status recommended by authorities in educational organization and administration.

Chapter VI contains a summary of the findings and the conclusions and recommendations of the writer.

CHAPTER II

HISTORY AND REVIEW OF RELATED STUDIES

I. HISTORY

Establishment of the school superintendencies. The histories of the two offices have an important and interesting influence upon the present status of each. Neither the city nor the county superintendency developed as a result of any carefully organized plan of school administration, but by gradual evolution and as the result of a tendency toward the fixing of definite responsibility for the conduct of the schools. This tendency was made imperative because of the growing importance and complexity of the educational system and a need for more direct and efficient supervision than that afforded by the large and cumbersome boards usually provided before the establishment of the superintendency.

According to Dexter[1] both positions were evolving simultaneously in various places, and from various positions. Within county superintendencies and also within the municipal superintendencies the duties and the responsibilities assigned were often somewhat different, especially in extent. Even

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[1] Edwin Grant Dexter, A History of Education in the United States (New York: The Macmillan Company, 1916), p. 197.

the names by which each of these offices was designated in the different places vary considerably.

The first county and city superintendencies came into existence during the second quarter of the nineteenth century. There is no definite agreement as to the exact year or place in which either the first county superintendency or the first city superintendency was established. According to Reeder[2] the first city superintendency was established by Providence, Rhode Island, in 1836, and the first county superintendency was established a few years before.

However, 1837 seems to be the date most generally accepted for the establishment of the first city superintendency. According to Cubberley[3] in 1837 a full time officer was elected by the board of education of Louisville, Kentucky, and Buffalo, New York, employed a full time school officer in the same year.

Newsom[4] says that Delaware established the first county superintendency in 1829. This date is not generally accepted, however.

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[2] Ward G. Reeder, The Fundamentals of Public School Administration (Boston: Houghton Mifflin Company, 1930), p. 8.

[3] E. P. Cubberley, School Administration and Organization (Boston: Houghton Mifflin Company, 1916), p. 101.

[4] N. W. Newsom, "The Legal Status of the County Superintendent," United States Office of Education Report, Bulletin No. 7, 1932 (Washington: Government Printing Office), p. 30.

Dexter[5] gives New York state credit for establishing the first county superintendency in 1841. By 1851 four states had county superintendents.

Early character of city and county superintendencies. As compared with the county superintendency, the city superintendency has been, from the beginning, somewhat more supervisory and administrative in function, although in many cases it, too, was chiefly clerical. This office frequently evolved from committees which were supervisory or administrative in nature. Morrison[6] considers the development of the office in Connecticut and Ohio as "typical in a large measure of its development thruout the country."

In Connecticut the office evolved from that of the "acting visitor." The acting visitor, in turn, was an official of the "board of visitors." In Ohio[7] prior to 1830 the township was in charge of a board of trustees. The districts were managed by school committees consisting of three house holders, whose duties and powers were enumerated at length, and three examiners, who were appointed by the

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[5] Dexter, loc. cit.

[6] John Cayce Morrison, The Legal Status of the City School Superintendent (Baltimore: Warwick & York, Inc., 1929), p. 9.

[7] Ibid., p. 27 ff.

County Court of Common Pleas. The examiners examined candidates for certificates and had the permissive function of visiting the schools. The district clerk was responsible for the census enumeration.

In 1838 a law was passed providing better local supervision. In Morrison's words:

> Every township clerk was made superintendent of common schools within his township. His duties included visiting all the schools annually, inspecting teacher's records, observing the management and making suggestions to teachers, filling casual vacancies in boards of directors, assuming director's functions himself when boards failed to serve, and taking the enumeration of school children, a task which had hitherto devolved upon the district clerk since 1821.[8]

The first duties assigned to county superintendents were usually chiefly clerical in nature. As education broadened and became a function of the state many localized duties had to be performed by someone. The school census had to be taken; the school land had to be looked after; a local official was needed to see that the schools were maintained and conducted as required by law. Someone was needed to collect statistical information and to supervise the spending of state school monies. The ability to give the teachers educational help and guidance was also considered in some instances, but more often the other duties were the chief consideration, and the office gradually evolved from other

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[8] Morrison, op. cit., p. 28.

offices such as those of the land commissioner, auditor, treasurer, and probate judge. In still others it grew out of the executive offices of the county board of education.

Growth of city and county superintendencies. The city superintendencies increased rather slowly from the time the first ones were established until the close of the Civil War. Cubberley[9] says that in 1869 there were only twenty-nine city superintendencies in the United States. Since that time they have increased rapidly in number until, at the present, the city school superintendency is almost universal throughout the United States, although in a number of places the responsibilities generally placed upon the superintendent are shared by one or more officers.

Since the establishment of the first county superintendencies many of the states have provided for county superintendents by statue. Others have amended their constitution to provide for county superintendents. All the new states have provided, usually in their constitution, for county superintendents, although Nevada has now changed to districts in charge of state assistant superintendents.

Newsom[10] found in 1932 that thirty-eight states had

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[9] Ellwood P. Cubberley, Public School Administration (Boston: Houghton Mifflin Company, 1929), p. 75, footnote.

[10] Newsom, op. cit., p. 30.

county superintendents. In twenty-five of the states the officer was elected by popular vote. In seven he was appointed by the county board. In Alabama in some of the counties he was elected by popular vote, but in the others he was appointed by the county board. In the other five states which had county superintendents they were selected by various methods.

The New Mexico superintendencies. Both the county superintendency and the city superintendency of New Mexico properly date from the passage of the New Mexico territorial laws establishing a public school system in 1891. In 1891 the first territorial superintendent of public instruction, Amado Chavez, was appointed by Governor L. Bradford Prince. By the time he published the First Biennial Report of the Superintendent of Public Instruction in 1892 all the then existent counties had county superintendents and six cities had school superintendents. The cities were Raton, East Las Vegas, Albuquerque, Deming, Silver City, and Santa Fe.

Although the form of organization in New Mexico was largely copied from those existing in other states, there was a feeling of uncertainty as to who should assume certain responsibility and much questioning of authority. The following statement from the First Biennial Report although it

is positive in form, connotes something of this feeling:

> The public school institution has come to stay in New Mexico. The law has been in effect long enough to show its beneficial effects. While the present law is excellent and far superior to any other that we have ever had, at the same time it has been found defective in many respects.[11]

A study of the minutes of the board of education of the city of Albuquerque shows that the school boards also were quite uncertain as to their responsibility and authority. Here the board began to hold meetings early in 1891. Mr. Hodgin was elected in June as the first superintendent. School began in September in the Congregationalist College building and in the Albuquerque Academy building. During this whole period, from the first meeting of the school board until the beginning of the school term, there was scarcely a meeting in which questions of legality and the securing of competent legal authority did not consume a large portion of the time.

II. REVIEW OF RELATED STUDIES

In 1933 J. L. Gill, Jr. completed a study in which he analyzed the school laws of the states of the Union.[12]

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[11] Amado Chavez, Report of the State Superintendent of Public Instruction for the First Biennium (Santa Fe, New Mexico: State Department, 1892), p. 3.

[12] J. L. Gill, Jr., Comparison of the Legal Status of County School Superintendents and City School Superintendents with Emphasis upon Superintendents of New Mexico. (Unpublished Master's thesis, University of New Mexico, Albuquerque, 1933), 77 pp.

He compared the method of selection of city and county superintendents, the terms of office, the powers, the duties, and the qualifications as set up by law. He made no study of city ordinances or board rulings.

The present study differs from Mr. Gill's in that in the present study it is not the legal status which is studied but the actual status. The qualifications set up by law are not always an absolute indication of the actual qualifications. Board rulings, local practices, the abundance of men trained for the job, and other factors might increase actual qualifications of the superintendents. The other phases studied might likewise be affected by other factors than legal requirements.

The Yearbook Commission[13] of the American Association of School Administrators published in their Seventeenth Yearbook the results of a survey in which inquiry forms were sent to about 7000 school executives in small school systems in which the total population of the school district ranged from below 5000 to above 10,000. Among the features studied were method of selection, number of years spent in school work, salaries, tenure, period of contract, and school board size. The median enrollment in the elementary schools studied

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[13] Hobart M. Corning and others, "Status and Problems of Superintendents in Small School Systems," Seventeenth Yearbook of the American Association of School Administrators (Washington, D. C.: The Association, 1939), pp. 451-474.

was 302 and the median enrollment in the high schools was 182.[14] The median enrollment was almost one hundred less than the median enrollment of the municipal schools and less than one-third that of the county schools of New Mexico. This difference in school size and the difference in method of grouping made exact comparisons between the status of the superintendents of these small schools of the nation and that of New Mexico superintendents impossible. Certain general comparisons and conclusions were possible, however, since the range in the enrollment of the schools studied by the commission was broad enough to include all the schools of New Mexico except for a few large schools and a few smaller ones.

In 1923 a committee of the Department of Superintendence of the National Education Association[15] completed a comprehensive study of the status of the city superintendent. In this study the education, experience, economic status, social status, tenure of office, authorities, and duties of superintendents in cities of the United States with a population of more than 5,000 people were considered. No county school systems and no small municipal schools were included in this study.

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[14] Ibid., p. 467.

[15] Charles E. Chadsey and others, "The Status of the Superintendent," First Yearbook of the Department of Superintendence of the National Education Association (Washington, D. C.: The Department, 1923), pp. 146.

A comprehensive study of turnover among city and county superintendents of schools in all states of the nation was made by Cooke and Acuff[16] in 1935. The study covered the period 1923 to 1932. They found the rate of turnover among the New Mexico city superintendents to be relatively high, and the rate of turnover among the New Mexico county superintendents was the highest in the nation, there being an average turnover of 33 per cent each year.

The National Education Association Journal[17] for May, 1931 contains a summary of a study of the county superintendencies of the nation. This report gives the number of county superintendents, the method of selection, the term of office, the salary range, and the rate of salary increases over a number of years. The median salary of all county superintendents was $2,404.

A summary of a study of B. H. Peterson[18] concerning certification of administrators in the United States was given in School and Society for June, 1937. This study relates to types of administrative certificates and gives the number of

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[16] D. H. Cooke and H. Acuff, "Turnover Among City and County Superintendents," American School Board Journal, 91:15-16, October, 1935.

[17] "Salaries and Certain Provisions Relating to Rural School Superintendents," National Education Association Journal, 20:186, May, 1931.

[18] B. H. Peterson, "Certification of Administrators in the United States," School and Society, 45:784-6, June, 1937.

states requiring specific items.

A number of other studies were found which related to the status of superintendents. Most of these, however, refer to county superintendents and to city superintendents in cities with a population of more than five thousand. This classification includes only a minority of New Mexico's municipal superintendents, because a large majority of New Mexico's municipalities are too small to be included as cities. Others related to status of superintendents within individual states. A number of studies were found which related less directly to some phase of the present study. Some related to certification and qualifications, some to method of selection, some to responsibilities, and others to salary and tenure.

Summary and conclusions. Both the county and the city school superintendency grew out of a real need which was brought about by the increasing complexity of the expanding educational program. Each came into existence by various routes and took on more definite responsibilities between 1835 and 1870.

The county superintendency often evolved from some local or county office, such as that of auditor, treasurer, probate judge, or the executive office of the county board which had been designated to exercise certain functions for the state. Many of these functions, such as taking the school census, making reports to the state, and handling school monies

were chiefly clerical and required considerable office routine. Supervision and improvement of instruction received little attention.

The city superintendency, though at times paralleling the county superintendency, often evolved from offices or committees which were chiefly supervisory or administrative. For this reason the city superintendency early came to be more administrative and supervisory in function than did the county superintendency. Moreover, the fact that many city superintendents have been assisted by a business executive, sometimes by two or more officials who have taken charge of the non-supervisory and administrative function, tended to strengthen this supervisory function of the city superintendency.

The county more often than the city superintendency evolved from existing political offices. This tended to make the county office more political than the city office. Since counties were set up by constitution or by status the natural thing to do was to make the county superintendency political along with other county offices and to set up tenure regulations and fix the salary. Cities, not usually being established by constitution or statute but by permissive legislation escaped such constitutional and statutory limitations and were thus enabled to develop more freely and naturally as the situation demanded. The city superintendent has never been

elected by popular vote except in rare instances, and the necessity of making the city superintendency an elective office has never been seriously considered by many people. On the other hand, in a majority of states the election of a county superintendent by popular vote is an established custom and any effort to take this privilege from the people is looked upon with suspicion.

Both the county and municipal superintendencies of New Mexico were established in 1891 when the first strictly public schools were established. Both the county and the municipal superintendent were given a status definitely influenced by the results of evolution in other states. The status of the superintendency as it had evolved prior to the adoption of the constitution was confirmed by the constitution, and only minor changes have been made since.

CHAPTER III

RESPONSIBILITY AND PROFESSIONAL TRAINING OF MUNICIPAL AND COUNTY SUPERINTENDENTS

Any attempt to measure, or even to estimate, responsibility is subject to very serious limitations. Responsibility is an intangible quality which cannot be measured. Nevertheless, any discussion of training for a responsibility without any estimate of its magnitude is of little value. In this chapter, therefore, various bases of measuring or estimating responsibility have been set up, though it must be recognized in the beginning that each of these measures is valid only within wide limits. A discussion of the limitations of each measure is indicated at the time of its introduction.

With present knowledge as limited as it is, probably the best single measure of the responsibility of a superintendent is the total number of pupils in his school system. This is true because, regardless of all the many duties of a superintendent, his greatest responsibility is to see that all the children under his general supervision receive the best and most efficient instruction and training possible. In a democracy dedicated to equal opportunity for all, this responsibility is just as great in the poor community as in the wealthier community. Neither is it less difficult in a

poor community or school system. It requires as much or probably more ingeniuty to secure the most efficient training in a poor as in a wealthy community.

Some weighting according to grade or ability of the pupils would probably be valuable, but there is no generally accepted standard by which this might be done. It is true that as a general rule high school teachers are assigned fewer pupils than elementary school teachers. This might indicate some general acceptance of the belief that high school education, per pupil, is either more difficult or more important than elementary school education, but it is also a well known fact that at least a part of this difference is caused by pressure from high school accrediting agencies.

Because of the lack of any accepted basis for weighting the total enrollment by grades, or otherwise, no weighting was attempted. Total enrollment was used as one basis for measuring the superintendent's responsibility.

I. RESPONSIBILITY AND PUPIL ENROLLMENT

Table I on the following page shows the number of schools studied in which the total enrollment ranged within each of the steps indicated. An outstanding feature is the large number of small municipal school systems indicated. The state school code requires that a school must have an average daily attendance of four hundred or more for two

TABLE I

RESPONSIBILITY OF COUNTY SCHOOL SUPERINTENDENTS AND MUNICIPAL SCHOOL SUPERINTENDENTS AS MEASURED BY TOTAL PUPIL ENROLLMENT

Number of students	Number of city supts.	Per cent of total city supts.	Number of co. supts.	Per cent of total co. supts.
Up to 250	7	10.6	1	3.2
251- 500	24	36.4	3	9.7
501-1000	16	24.3	2	6.4
1001-1500	9	13.6	7	22.6
1501-2000	3	4.5	7	22.6
2001-2500	4	6.1	2	6.4
2501-3000	1	1.5	2	6.4
3001-3500	1	1.5	2	6.4
3501-4000	0	0.0	1	3.2
4001-5000	0	0.0	2	6.4
5001-up	1	1.5	2	6.4
Totals	66	100.0	31	99.7

successive school terms before the district can become independent, yet 10.6 per cent of the municipal school superintendents had 250 students or less enrolled in their schools, and 36.4 per cent had enrollments ranging from 251 to 500 students. More than 71 per cent of the municipal schools had enrollments of 1,000 pupils or less.

At the other end of the scale were found only small or scattered groupings. One municipal school had an enrollment of more than 5,000 students. There were no municipal schools in the state with enrollments ranging between 3,500 and 5,001 students. Only one school had more than this number. The median enrollment for the municipal schools studied was 562.5.

The county school systems were much more evenly distributed over the entire scale. One school, or 3.2 per cent, of the county systems had enrollments below 250. Three schools, or 9.7 per cent, had enrollments between 501 and 1,000. Only 19.3 per cent had less than 1,001 pupils enrolled.

Correspondingly, the percentage at the other end of the scale was higher than for the municipal schools. Six and four-tenths per cent of the county school systems had an enrollment of more than 5,000 pupils. Twelve and eight-tenths per cent had more than 4,000 pupils. The median

enrollment in the county school systems was 1,678.

This table shows, then, that the county school enrollments were relatively larger than the municipal school enrollments. The median enrollment of the county systems was almost three times as high as the median enrollment of the municipal schools. The enrollments in both the municipal and county schools ranged from below 250 pupils to above 5,000.

II. FINANCIAL RESPONSIBILITY

Although the superintendent's chief responsibility is his responsibility to the pupils under his supervision, his financial responsibility cannot be taken lightly. It would not be at all difficult for a superintendent to spend money with which he is entrusted in such an unwise fashion as to waste a sum in excess of his salary. In financial returns alone it is good economy for a school system to have an efficient and well trained superintendent.

To some extent a superintendent's financial responsibility is measured by the annual expenditures. This does not, however, prove to be a satisfactory basis within itself. Care in the proper control, improvement, and use of buildings, grounds, and other equipment is essential. Planning the building programs is essential. The current expenses cannot well be combined with capital outlay in buildings and grounds. Therefore, separate tables were made.

Current expenditures. Table II shows responsibility of county and municipal superintendencies upon the basis of current expenditures, exclusive of debt service and capital outlay.

The median expenditure of the municipal schools was found to be much less than the median expenditure of the county schools. The median expenditure of the municipal schools was $36,719. The median of the county schools was $89,583, or almost two and one-half times as much as that of the municipal schools.

A large number of municipal superintendencies were found to have a relatively low financial responsibility when judged upon this basis. Twenty-five of the municipal superintendencies each controlled less than twenty-five thousand dollars for current expenditures. This number represent 38.5 per cent of the municipal schools. This amount is lower than that spent in any of the county school systems. Sixteen municipal school systems spent between twenty-five thousand and fifty thousand dollars, and another thirteen spent between fifty thousand and seventy-five thousand dollars. Altogether, fifty-four of the municipal schools spent less than seventy-five thousand dollars. This means, then, that more than 83 per cent of the municipal schools spent considerably less than the median amount spent by the county school systems.

TABLE II

COMPARISON OF FINANCIAL RESPONSIBILITY OF COUNTY SUPERINTENDENTS AND MUNICIPAL SUPERINTENDENTS ON THE BASIS OF CURRENT EXPENDITURE

Current Expenditures in Dollars	No. of county schools	Per cent of total county	No. of municipal schools	Per cent of total municipal
000-25,000	0	0.0	25	38.5
25,001-50,000	9	29.0	16	24.6
50,001-75,000	3	9.7	13	20.0
75,001-100,000	6	19.4	6	9.3
100,001-125,000	0	0.0	1	1.5
125,001-150,000	5	16.1	2	3.1
200,001-250,000	4	12.9	0	0.0
250,001-up	0	0.0	1	1.5
Totals	31	100.0	65*	100.0

*One municipal school not included.

One municipal school system spent more than two hundred fifty thousand dollars. None of the county systems spent this much, although four county systems spent more than two hundred thousand dollars.

Property values. Table III shows that when financial responsibility was based upon value of school property the responsibility of municipal and county school superintendents was more evenly divided. Here again there was a greater range of expenditures among the municipal schools than among the county schools. No county had school property valued at less than twenty-five thousand, or more than one million dollars. Among the municipal systems six schools had property valued at less than twenty-five thousand dollars. More municipal schools than county schools had property valued in excess of two hundred fifty thousand dollars. Nine, or 14.1 per cent of the municipal schools, had property valued in excess of this amount, as compared with three county systems, or 12.6 per cent of the county schools, that had in excess of the amount.

Here again the median of the municipal schools was pulled somewhat lower than the median for the county systems by the relatively large number of small schools. The median property value of the municipal schools was $80,555 and of the county schools $115,000.

TABLE III

COMPARISON OF FINANCIAL RESPONSIBILITY OF COUNTY SUPERINTENDENTS AND MUNICIPAL SUPERINTENDENTS ON THE BASIS OF SCHOOL PROPERTY VALUES

Value in thousands	Number of counties	Per cent of total county	Number of municipal schools	Per cent of total municipal
000-25,000	0	0.0	6	9.4
25,001-50,000	4	12.9	13	20.3
50,001-75,000	7	22.6	11	17.2
75,001-100,000	3	9.7	9	14.1
100,001-150,000	5	16.1	7	10.9
150,001-200,000	5	16.1	2	3.1
200,001-250,000	4	12.9	7	10.9
250,001-300,000	0	0.0	1	1.6
300,001-400,000	1	3.2	4	6.2
400,001-500,000	1	3.2	0	0.0
500,001-1,000,000	1	3.2	33	4.7
1,000,000-up	0	0.0	1	1.6
Total	31	100.0	64*	100.0

*Two municipal schools not indluded.

Assessed valuation of county or district. The actual expenditures and the property values of a school do not, however, give a complete picture of a superintendent's financial responsibility. He must not only take care of the present but must plan for the future as well. Financial planning for the future is one of his most important responsibilities. He should be able to see ahead and understand better than anyone else in the community what the needs of the schools are going to be in the future. He should be able to advise his community or any community within his school system when the proper time has come for a bond issue for building or other improvement purposes. Whether or not the proper time has come for building, he is to some extent at least potentially responsible for the amount for which his district could be bonded. If the district is bonded for its total debt limit the tangible property for which the money was spent should be there. The superintendent would be responsible for its care and upkeep. If the district is not bonded to the limit and the proper time for bonding has come, the superintendent's responsibility is to advise the board and the community that the proper time has come for bonding the district. If the district is not bonded and the most opportune time for bonding has not yet come, the superintendent is responsible for so advising the board and community. If he

does not, unwise expenditures may be made.

If property value alone is considered a superintendent in a system having property valued at one hundred thousand dollars would have twice as much financial responsibility as a superintendent in a system having property valued at fifty thousand dollars. However, in reality, it might be--as, indeed, it is often likely to be in a district where school property values are low in proportion to total valuation--that the school district having property valued at fifty thousand dollars is in need of new buildings involving an investment of an additional fifty thousand dollars. In a case like this the superintendent in the district having property valued at fifty thousand dollars would have more responsibility than in the district having property valued at one hundred thousand dollars, because obviously for any one year the planning of a building is more important than planning its upkeep and proper use for the same length of time.

Table IV shows the assessed valuation of the municipal districts and of the counties exclusive of all independent districts.

There were a large number of municipal districts with an assessed valuation below that of the smallest county system. Forty-one of the municipal districts had an assessed valuation lower than the lowest assessed valuation for any county. These forty-one municipal districts each

TABLE IV

COMPARISON OF FINANCIAL RESPONSIBILITY OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF THE ASSESSED VALUATION OF THE COUNTY OR DISTRICT

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Value in thousands	Number of counties	Per cent of total county	Number of municipal schools	Per cent of total municipal
Up to 500	0	0.0	10	15.2
500-1,000	0	0.0	25	37.9
1,000-1,250	0	0.0	6	9.1
1,250-2,500	4	12.9	9	13.6
25,00-5,000	15	48.4	10	15.2
5,000-10,000	9	29.1	5	7.5
10,000-15,000	2	6.4	0	0.0
15,000-up	1	3.2	1	1.5
Totals	31	100.0	66	100.0

had an assessed valuation of below $1,250,000. They represent 62.2 per cent of the total number of municipal schools.

If these forty-one municipal districts were excluded from the study, the table shows that the assessed valuation of other municipal districts would still be below that of the counties.

A comparison of Table IV with Table III shows that the school property value of municipal districts was much higher in proportion to county school property value than the assessed valuation of municipal school districts was to the assessed valuation of the counties. This would indicate that the municipal districts are building more nearly up to the limit for which a district may be bonded than the counties are. However, Table IV must be viewed as supplementary to Table III and not as a separate consideration.

In order to get a more composite picture of the rank of financial responsibility of municipal and county superintendencies, all the schools county and municipal, were ranked together on the basis of current expenditures. The lowest was given a rank of one, the next higher a rank or two, and so on. They were then ranked according to school property values, and again according to assessed valuation. The rankings were then averaged. The school with the lowest average ranking was given an aggregate ranking of one, the

next highest of two, and so on to the highest. They were then divided into twelve equal groups. Each group was analyzed to see whether it was made up of county systems or municipal systems or to what extent it was made up of each. Table V shows the results.

Although this system of ranking has the double weakness of assuming that each phase of responsibility studied is of equal value and of assuming that the graduations of ranking are equal, it, nevertheless, does show a definite trend that does not do serious injustice to the findings of each phase of financial responsibility studied. Moreover, the trend was so definite that any careful analysis would reveal the same general trend.

An analysis of the table shows that the lowest three groups were made up entirely of municipal schools. This represented 36.9 per cent of the total number of school systems included. As the steps progress from lower to higher responsibility the number of municipal schools in each group grew less and, correspondingly, the number of county systems grew larger until at the higher end of the scale there were more county than municipal schools in each group. The table, as a whole, shows that the county superintendents have a definitely greater financial responsibility than the municipal superintendents.

TABLE V

COMPARISON OF FINANCIAL RESPONSIBILITES OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENCIES ON THE BASIS OF AGGREGATE RANKING

Rank in total financial responsibility		Number in group county	Per cent in group county	Number in group municipal	Per cent in group municipal
Lowest	8	0	0.0	8	12.3
Next	8	0	0.0	8	12.3
Next	8	0	0.0	8	12.3
Next	8	2	6.5	6	9.2
Next	8	1	3.2	7	10.7
Next	8	4	12.9	4	6.2
Next	8	2	6.5	6	9.2
Next	8	3	9.7	5	7.7
Next	8	4	12.9	4	6.2
Next	8	6	19.3	2	3.1
Next	8	5	12.9	3	6.2
Highest	8	4	16.1	4	4.6
Total		31	100.0	65*	100.0

* One municipal school not included.

III. TRAINING AND EXPERIENCE

Training. The training of the public school superintendent is a problem of great importance to the American school system. The waste in money and effort in America due to poorly trained superintendents is a loss that can scarcely be estimated.

Training as used here denotes only academic training. While other kinds of training are desirable and have a beneficial effect upon the efficiency with which a superintendent discharges his duties, no attempt was made to measure the amount of any except the academic training of each of the superintendents.

Table VI shows for the fiscal year 1937-1938 the academic training of county and municipal superintendents of the state according to the enrollment of the system in which they worked. A study of the table reveals that in any classification where both county and municipal school superintendents were represented the municipal school superintendents had a higher academic training than the county superintendents. Forty, or 60.6 per cent, of the municipal school superintendents had a master's degree. Only two county school superintendents had a master's degree. Twenty-five of the municipal superintendents, or 37.9 per cent of the total number, had a bachelor's degree.

TABLE VI

COMPARISON OF ACADEMIC PREPARATION OF COUNTY SCHOOL SUPERINTENDENTS AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF TOTAL STUDENT RESPONSIBILITY

Number of students enrolled	County Superintendents M.A. Degree	B.A. Degree	3yrs. College	2yrs, College	1 yr. College	H.S.or less	Municipal Superintendents M.A. Degree	B.A. Degree	3yrs. College
Up to 250	-	-	-	-	-	1	3	4	-
251-500	-	-	3	-	-	-	12	12	-
501-1000	-	1	1	-	-	-	11	4	1
1001-15000	-	2	2	-	1	2	6	3	-
1501-2000	1	2	2	1	11	-	2	1	-
2001-2500	-	1	1	-	-	-	3	1	-
2501-3000	-	-	1	-	-	1	1	-	-
3001-3500	-	1	-	-	-	1	1	-	-
3501-4000	-	-	-	-	1	-	-	-	-
4001-5000	1	-	1	-	--	-	-	-	-
5001-up	-	2	-	-	-	-	1	-	-
Total	2	9	11	1	3	5	40	25	1
Per cent	6.5	29.0	35.5	3.2	9.7	16.1	60.6	37.9	1.5

Nine county school superintendents had a bachelor's degree.

One municipal school superintendent, or 1.5 per cent of the total, had not yet received his bachelor's degree. Twenty county superintendents, or 64.4 per cent of the total number did not have a bachelor's degree. Three superintendents, or 9.7 per cent of the total number, had one year of college training. Five superintendents, or 16.1 per cent of the county superintendents, had no college training. These five had only four years of high school or less.

The training of the municipal school superintendents compares very well with the average of the small schools of the nation as determined from the study by the Yearbook Commission.[1] Of the superintendents reporting in that study 37.69 per cent had bachelor's degrees. Sixty and five-hundredths per cent had master's degrees. Two and twenty-six hundredths per cent had a degree above a master's degree. New Mexico's county school superintendents rank far below these percentages.

Educational experience. Table VII shows the educational experience of the county and municipal superintendents according to size of the school system. Among the

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[1] Hobart M. Corning and others, "Status and Problems of Superintendents in Small School Systems," Seventeenth Yearbook of the American Association of School Administrators (Washington, D. C.: The Association, 1939), pp. 455.

TABLE VII

COMPARISON OF EXPERIENCE OF COUNTY SCHOOL SUPERINTENDENTS AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF TOTAL STUDENT RESPONSIBILITIES

Number of students in charge	Number of Superintendents at Each Experience Level--1938 County							Municipal						
	2 years	3 years	4 years	5 years	6-10 years	11-20 years	21 years & up	2 years	3 years	4 years	5 years	6-10 years	11-20 years	21 years & up
Up to 250	-	-	-	1	-	-	-	-	-	-	-	2	3	2
251-500	1	-	-	-	-	2	-	-	-	-	-	4	12	7
501-1000	-	-	1	-	1	-	-	-	-	-	-	1	8	7
1001-15000	2	-	1	-	1	3	-	-	-	-	-	-	3	6
1501-2000	-	1	-	-	2	4	-	-	-	-	-	-	2	1
2001-2500	-	-	-	-	1	-	1	-	-	-	-	-	2	1
2501-3000	1	-	-	-	1	-	1	-	-	-	-	-	1	-
3001-3500	-	-	1	-	-	-	-	-	-	-	-	-	1	-
3501-4000	-	-	-	-	-	-	-	-	-	-	-	-	-	-
4001-5000	-	-	-	-	1	1	-	-	-	-	-	-	-	-
5001-up	1	-	-	-	1	-	-	-	-	-	-	-	-	1
Total*	5	1	3	1	8	10	2	-	-	-	-	7	33	25
Median					8.1								17.7	

*One county superintendent and one municipal superintendent not included.

county school superintendents no relation was noted between the size of the school system and the experience of the superintendent. Superintendents with several years of experience were found in counties of all sizes, and superintendents with very little experience were found in school systems of varying sizes. The median experience was found to be 8.1 years. This is almost exactly one-half as much as the median of the group of superintendents studied by the Yearbook Commission.[2] Five county superintendents had no previous school experience of any kind when the term began.

The municipal superintendents were found to be much more experienced. No municipal superintendent had less than six years' experience in school work. No superintendent was found in a municipal school with an enrollment of one thousand or more who had less than eleven years. The median experience of this group was found to be 17.7 years. This is a little higher than the median experience of the group of superintendents in school systems studied by the Yearbook Commission.[3] The median of that group was 16.3 years.

An important feature about the experience of municipal superintendents is the fact that there were no

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[2] Ibid., p. 460.

[3] Ibid., p. 460.

superintendents with less than six years of experience in educational work. This is educationally significant. The first few years of experience are the most valuable, and six years of experience are six valuable years.

IV. SUMMARY

Although the largest as well as the smallest school system was a municipal system, the county superintendencies were found to have a much higher average student responsibility than did the municipal superintendencies. The median enrollment of the municipal schools was found to be 562.5 pupils. Among the municipal schools was a very large group with less than five hundred pupils enrolled. The median enrollment of the county school systems was 1,678 pupils.

Municipal superintendencies were also found to have a much lower financial responsibility than the county superintendencies. This was true whether current expenditures, property values, assessed valuation of the school district, or a composite score was used as the basis of comparison. A composite score indicated that there were about twenty-four municipal superintendencies with a lower financial responsibility than any county superintendency.

County superintendents were found to be much less

well trained than the municipal superintendents. Although only one municipal superintendent had less than four years of college work, twenty county superintendents had less than this amount of training. Five of these twenty had only a high school education or less.

County superintendents were found to have less educational experience in school work than municipal superintendents. The median experience of the county superintendents was 8.1 years. The median experience of the municipal superintendents was more than twice this amount, or 17.7 years. The median experience of New Mexico municipal superintendents was slightly higher than the median experience of superintendents of small schools of the nation, which was 16.3 years. The experience of New Mexico county superintendents was slightly less than one-half this amount.

Educationally significant is the fact that none of the municipal superintendents had less than six years' experience, yet five county superintendents had only two years of educational experience at the time of the study and no educational experience when they were elected to office.

CHAPTER IV

COMPENSATION OF COUNTY AND MUNICIPAL SUPERINTENDENTS

If efficent superintendents are to be obtained, salaries must be high enough to attract capable men into the field. They must be high enough to reward the superintendent for the amount of responsibility he must assume, for the time and money he must spend in educational preparation, and for the time he must spend in working up to the superintendency. Salaries are not the only items to be considered, however. Before beginning his training for such a position a young man would probably ask, "If I were to secure a superintendency what opportunity should I have for a salary increase in that position? Should I be secure in my position, or should I be likely to lose my position because of some factor, or factors, over which I might have no control?" If the chances of losing his position were high he might ask, "If I lost my position, or decided to change my position, what are the chances that I should be able to secure a position at a higher salary?"

Each of these phases, as suggested, contributes something toward making the superintendency a desirable, or an undesirable, position and is considered in this chapter under the broad term compensation. Comparisons are made between the compensation of county and municipal

superintendents of New Mexico and that of superintendents of other small schools of the nation.

I. SALARIES

Salaries and student responsibilities. On the following page, in Table VIII is shown a comparison of the salaries of county and municipal superintendents upon the basis of student responsibility. Section Y shows how the classification used in Section Z was made. Schools with 500 or less pupils enrolled were given a classification of A. Schools with enrollments of 501 to 1,000 were given a classification of B. Other classifications were made in like manner.

The salaries of the superintendents of the schools in each group are shown in Section Z in the following manner. There were four county superintendents in Class A. Section Z shows by the position of the four B's on the scale that the four superintendents of these schools each received a salary of between $1251 and $1750. Thirty-one municipal schools received a classification of A. Section Z shows that one received a salary of less than $1250. Five received salaries of between $1251 and $1750. Eleven received salaries of between $1751 and $2250. Nine received salaries of between $2251 and $2750. Five received salaries of between $2751 and $3250.

TABLE VIII

A COMPARISON OF THE SALARIES OF COUNTY AND MUNICIPAL SUPERINTENDENCIES UPON THE BASIS OF STUDENT RESPONSIBILITY

Section Y--Classification

Student responsibility enrollment	Size classification	Number in group county	Number in group municipal
Up to 500	A	4	31
501-1000	B	2	16
1001-1500	C	7	9
1501-2000	D	7	2
2001-2500	E	2	4
2501-3000	F	2	1
3001-3500	G	2	1
3501-4000	H	1	-
4001-5000	I	2	-
5001-up	J	2	1

Section Z--Salary

Salary	Salary by group classification	
	County Classification	Municipal Classification
Up to 1250		A
125101750	AAAA	AAAAA
1751-2250	BBCCCCCCCDDDDE	AAAAAAAAAAABBB
2251-2750	DDDEFFGGHIIJJ	AAAAAAAAABBBBBB
2751-3250		AAAAABBBBBCCCCE
3251-3750		BCCDDEEFG
3751-4250		BCCE
4251-4750		C
4751-5250		
5251-5750		
5751-6250		
6251-6750		J

The salaries of municipal superintendents were found to vary much more widely than did the salaries of county superintendents. The lowest salaries received by any county superintendent was $1600 and the highest salary was only $2500. The lowest received by a municipal superintendent was $990, and the highest was $6400. Since the county superintendent's salaries are fixed by law, no higher or lower salaries could have been received without a change of the statute.

The New Mexico county superintendent's salary scale establishes only five salary levels, $1600, $1800, $2000, $2250, and $2500. Four superintendents received $1600, four received $1800, five received $2000, five received $2250, and thirteen received $2500 per year. This fact was taken into consideration and the step size was made such as to affect the reliability as little as possible. Although the $1600 is not at the mid-point of a step it was as near as was feasible. Salaries of $1800, $2000, and $2250 are in one step. The salary of $2500 is at the mid-point of the step in which it falls. Salaries of municipal superintendents were quite well scattered.

The table shows, by a comparison with the salaries of municipal superintendents, that the superintendents of the counties with high enrollments suffer more from the fixed salary schedule than do the superintendents of counties

with low enrollments. In one of the A class municipal schools, one superintendent received much less than any of the county superintendents. Five received salaries ranging within the same step as the salary of the four county superintendents of schools in Class A. Three of the municipal superintendents of schools in Class A received a salary ranging within the same step as that of the superintendents of the three county schools. No municipal superintendent of a school in any other Class except A and B received a salary as low as the highest salary received by a county superintendent in any Class school. Another indication is the fact that there is such a narrow range between the salaries of superintendents of the large counties and small counties, and such a wide range between the salaries of municipal superintendents of large schools and those of small schools.

More than one half of the municipal superintendents received a salary as high as or higher than that of the highest paid county superintendents. The highest paid municipal superintendent received more than twice as much as the highest salary paid county superintendents.

Comparison of salaries and financial responsibility. A comparison of salaries of county and municipal school superintendents on the basis of financial responsibility is given in Table IX. The aggregate ranking in financial

TABLE IX

COMPARISON OF SALARIES OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF FINANCIAL RESPONSIBILITY

Section Y--CLASSIFICATION				Section Z--SALARY		
Rank in financial responsibility		Group classification	Number in group County	Number in group Municipal	Salary Scale	Salary by Group Classification County	Municipal
Lowest	8	A	-	8	Up to 1250		A
Next	8	B	-	8	1251-1750	DEFF	AABBB
Next	8	C	-	8	1751-2250	FFGHHIIIIJJJJL	AAABBCCCCDDEEE
Next	8	D	2	6	2251-2750	DGHJJKKKKLLLL	AABBCCCDDEEEFFG
Next	8	E	1	7	2751-3250	-	BCDDEFGGGGHHIJL
Next	8	F	4	4	3251-3750	-	FHIJKKKL
Next	8	G	2	6	3751-4250	-	GHIK
Next	8	H	3	5	4251-4750	-	I
Next	8	I	4	4	4751-5250	-	-
Next	8	J	6	2	5251-5750	-	-
Next	8	K	4	4	5751-6250	-	-
Highest	8	L	5	3	6251-6750	-	L

TABLE II

COMPARISON OF SALARIES OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF FINANCIAL RESPONSIBILITY

responsibility given in Chapter III was used for this comparison.

This table should be read as follows: Of the eight superintendents in Class A, which was the lowest group in financial responsibility, one received a salary of less than $1250; two received a salary of $1251 to $1750; three received a salary of $1751 to $2250; and two received salaries of $2251 to $2750.

Although the twenty-four municipal superintendents in Classes A, B, C each have less financial responsibility than any county superintendent, seven received salaries in the same step as those paid to the highest paid county superintendent.

In only two instances did a county superintendent receive a salary as high as that of any municipal superintendent who had an equal rank in financial responsibility. One county superintendent in Class D received a salary equal to the median salary of the municipal superintendents of equal rank in financial responsibility. Another county superintendent in Class G received a salary equal to the lowest salary paid a municipal superintendent in Class G. Municipal superintendents were much better paid than county superintendents of equal financial responsibility.

Salaries and academic training. In the preceding sections of this chapter salaries were found to be lower for county superintendents than for municipal superintendents when either financial responsibility or student responsibility were considered as the basis of comparison, and in Chapter III county superintendents were found to have a lower average academic training and less experience in educational work. In Table X is given a comparison of salaries upon the basis of academic training.

Section A of this table shows the basis upon which the classification of superintendents was made and the number of superintendents in each classification group. Five county superintendents had only a high school training, or less. These were given a classification of A. Section 3 shows the salary received by each of these five by the position in which the five A's occur. Thus, one received a salary of between $1251 and $1750, two received $1751 to $2250, and two received $2251 to $2750.

This table indicates that there was a very slight correlation in both the county and the municipal superintendencies between academic training of the superintendent and the salary paid. The lowest salary group among county superintendents was made up of one superintendent with a training classification of A and three with a training

TABLE X

COMPARISON OF SALARIES OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS ON THE BASIS OF ACADEMIC TRAINING

Educational training	Group classification	Number in group county	Number in group municipal
H.S. or less	A	5	
1 yr. college	B	3	
2 yrs.college	C	1	
3 yrs.college	D	11	1
B.A. degree	E	9	25
M.A. degree	F	2	39

Salary	Salary by Group Classification	
	County	Municipal
Up to 1250		F
1251-1750	ADDD	EEEEF
1751-2250	AABBCDDDDDEEEE	EEEEEEFFFFFFFF
2251-2750	AABDDDEEEEEFF	EEEEEFFFFFFFFF
2751-3250		EEEEEEFFFFFFFFD
3251-3750		EEEFFFFFF
3751-4250		EFFF
4251-4750		F
4751-up		F

classification of D. The next higher salary group had superintendents with A and D classifications in almost the same proportion, and also had two superintendents with a training classification of B, one with a classification of C, and four with a classification of E. In the highest salary group the superintendents with A, B, and D classifications were in nearly the same ratio. One more had an E classification, and two superintendents have a classification of F. The municipal superintendents with a training classification of F received slightly higher median salary than did those with a training classification of E. There was only one municipal superintendent with a training classification of D. When he is grouped with the superintendents having a training classification of E, this group did not receive as high a median salary as the superintendents with a training classification of F. The median salary for municipal. superintendents with training ratings of D and E was $2250, and for municipal superintendents with a training classification of F the median salary was $2725.

The two county superintendents with master's degrees received $2500 each, or $225 less than the median of the municipal superintendents. The median salary of the municipal superintendents having a bachelor's degree was $2500, while that of the county superintendents having a bachelor's

degree was $2275. Here again the difference is $225. The one municipal superintendent who had only three years of college training received a higher salary than did any county superintendent who had this amount of training. The municipal schools had no superintendents with less than this amount of training.

To this extent the comparison indicated that in comparison with the municipal schools the counties were receiving a higher degree of training than they were paying for, but when those county superintendents with below three years of training were included a different condition was revealed. There were five county superintendents who had a high school education or less. The lowest salary paid to one of these was more than the salary paid one municipal superintendent with a master's degree, and was in the same classification as the salary received by four municipal superintendents with a bachelor's degree and one with a master's degree. Two received a salary of between $1751 and $2250. Almost one-third of the municipal superintendents received this amount or less. One received a salary of $2500. This was equal to the median salary of all the municipal superintendents with bachelor's degrees, and only $225 below the median salary paid municipal superintendents with master's degrees. Salaries paid county

superintendents with one and two years of college training were likewise high as compared with those municipal superintendents holding bachelor's and master's degrees. This comparison suggests that the county superintendency is a position which is worth the poorly trained individual's striving for, but it is of less value to those who are highly trained.

Salaries and experience. Very little relation was found to exist between the salary and the educational experience of county superintendents, but in the municipal superintendencies there was a definite general relation between the experience of the superintendent and his salary. Table XI gives a comparison between salaries and educational experience of county and municipal superintendents.

The median salary of municipal superintendents with six to ten years' experience was $2183, for those with eleven to 20 years' experience it was $2614, and for those with more than twenty-one years' experience it was $3036. For county superintendents with six to ten years' experience the median salary was $2250, for those with eleven to twenty years the median salary was $2,000, and the two superintendents with more than twenty-one years' experience each received $2500.

TABLE XI

COMPARISON OF SALARIES AND EDUCATIONAL EXPERIENCE OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS

Educational Experience	Group classification	Number in group county	Number in group municipal	Salary Scale	Salary by Group Classification: County	Municipal
1 yr.	A	-	-	Up to 1250	-	F
2 yrs.	B	5	-	1251-1750	BEGG	HHHHF
3 yrs.	C	1	-	1751-2250	BBDDFFFFGGGGGG	FFFGGGGGGGGGHH
4 yrs.	D	3	-	2251-2750	BBCDFFFFGGHH	FFGGGGGGGGGGHH
5 yrs.	E	1	-	2751-3250	-	GGGGGGGGHHHHHHH
6-10 yrs.	F	8	7	3251-3750	-	GGGGGHHHH
11-20 yrs.	G	10	34	3751-4250	-	GHHH
21- up	H	2	24	4251-4750	-	H
				4751- up	-	H

TABLE XI

COMPARISON OF SALARIES AND EDUCATIONAL REFERENCE OF COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS

The only experience level at which county superintendents received a higher salary than did municipal superintendents was six to ten years. Some of the county superintendents with very little experience received higher salaries than many of the municipal superintendents.

Here, again, when compared with the municipal superintendency, the county superintendency was found to be a less desirable position for the well qualified than for the poorly qualified individual.

Opportunities for salary increases. A comparison of the salaries paid in 1931-32 and those paid in 1937-38 was made to determine the relative opportunity for salary increases in the county and municipal superintendencies. The county and the municipal schools were each grouped according to enrollments. If the salary paid a superintendent for 1938 was higher than the salary paid the superintendent in the same position in 1932 the difference was credited to aggregate increase in salary for that group. If the salary for 1932 was higher than that for 1938 the difference was credited to aggregate decrease for that group. The net increase or decrease was found for each group and an average for each school in the group was found. The results are shown in Table XII. In the county superintendencies there was a total increase of

TABLE XII

SALARY INCREASES OF THE COUNTY AND MUNICIPAL SUPERINTENDENTS OF NEW MEXICO 1932-1938*

School size: enrollment 1937-38	County Salaries: Number in each group county	Aggregate Increase 1932-38	Aggregate Decrease 1932-38	Increase Net	Increase Aver.	Municipal Salaries: Number in each group Municipal	Aggregate Increase 1932-38	Aggregate Decrease 1932-38	Increase Net	Increase Aver.
0-500	4	$ 0	$ 0			26	$ 5,749	$ 3,090		
501-1000	2	0	200			16	4,211	1,672		
1001-1500	7	200	400			9	1,340	1,200		
1501-2000	7	250	250			2	0	1,800		
2001-2500	2	450	0			4	758	0		
2501-3000	2	0	0			1	0	1,350		
3001-3500	2	500	0			1	0	1,000		
3501-4000	1	0	0			0	0	0		
4001-5000	2	0	0			0	0	0		
5001-up	2	0	0			1	433	0		
Totals	31	$1,400	$850	$550	$17.74	60	$12,591	$10,112	$2,479	$41.31

*Six of the municipal schools studied not included here.

$1400 in certain positions and a total decrease in other positions of $850 leaving a net increase of $550 or an average of $17.74 per county. Among the municipal superintendencies there were more positions in which there was an increase in salary and more in which there was a decrease. The aggregate increases totaled $12,591. The aggregate decreases totaled $10, 112 leaving a net increase of $2,479 or an average increase of $41.31.

The salaries of county superintendents, being dependent upon the number of school rooms in the county, can only increase as the aggregate attendance of the county increases or as an internal change is made which increases the number of school rooms. Even then no increases can occur after the salary of $2500 is reached. Reductions likewise occur only when the number of classrooms is decreased.

Increases and decreases in municipal superintendencies are dependent upon a number of factors. They are largely dependent upon increases and decreases in school revenue. Growth of the school system tends to cause the superintendent's salary to be increased. A tendency was noted for the increases in salaries to occur in superintendencies where the same superintendent remained for all or a large part of the six year period. A tendency was

also noted for the salary decreases to occur in superintendencies in which one superintendent, who had held office for a number of years, was replaced during the period.

Although the number of cases was too few and the difference in salary increases too small to establish a high degree of reliability, this study indicates that salaries of municipal superintendents are probably increasing faster than the salaries of county superintendents and that the individual municipal superintendent has a much better opportunity for in-service increases in salary than does the county superintendent.

II. TENURE

Term of contract. The term of contract for all county superintendents is two years. That is definitely fixed by law, but a study was made to determine whether the term of contract for municipal superintendents was more or less than that amount. Table XIII shows the term of contract for each superintendent according to the size of the school in which he works. No relation was noted between the size of the school and the term of contract of the superintendent. Forty-nine of the municipal superintendents held one year contracts. Ten had two year contracts, or a term of contract equal to that of the

TABLE XIII

TERM OF CONTRACT OF MUNICIPAL SUPERINTENDENTS

School size enrollment	1 year	2 years	3 years	4 years
Up to 250	5	2	-	-
251-500	20	-	4	-
501-1000	12	2	1	1
1001-1500	6	3	-	-
1501-2000	2	1	-	-
2001-2500	3	-	1	-
2501-3000	1	-	-	-
3001-3500	-	1	-	-
3501-4000	-	-	-	-
4001-5000	-	-	-	-
5001-up	-	1	-	-
Total	49	10	6	1

the county superintendents. Only seven had contracts for a longer term than this. Only one superintendent in the state had a contract for four years.

Such short contracts are one factor in producing frequent turnovers in the superintendencies, and tend to make the position less desirable for superintendents. A further discussion of the inadequacy of such short terms of contract is given in Chapter V.

Turnover of county and municipal superintendents. The period for which this study of turnover was conducted was from September, 1929, to the time the state superintendent's report was issued in 1939. The study, therefore, covers a ten year period for the county superintendents, since their school term ends with the calendar year, but only a nine year period for the municipal superintendents, whose term ends with the fiscal year.

Some of the schools were not independent schools at the beginning of the period studied. Only the period in which they were independent districts was used for these schools. The addition of the first superintendent of such a school was not considered as a turnover.

Table XIV shows the turnover of the county and municipal superintendents for the period studied. The aggregate years of service was obtained by adding the number of years

the county superintendents. Only seven had contracts for a longer term than this. Only one superintendent in the state had a contract for four years.

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Turnover of county and municipal superintendents.

The period for which this study of turnover was conducted was from September, 1909, to the time the state superintendent's report was issued in 1925. The study, therefore, covers a ten year period for the county superintendents, since their school term ends with the calendar year, but only a nine year period for the municipal superintendents, whose term ends with the fiscal year.

Some of the schools were not independent districts at the beginning of the period studied. Only the period in which they were independent districts was used for these schools. The addition of the first superintendent of such a school was not considered as a turnover.

Table XIV shows the turnover of the county and municipal superintendents for the period studied. The aggregate years of service was obtained by adding the number of years

TABLE XIV

TURNOVER AMONG COUNTY AND MUNICIPAL SCHOOL SUPERINTENDENTS OF NEW MEXICO FOR THE PERIOD 1929-1939

Size of system: enrollment	Aggregate years of service		Number of Systems		Turnover		Per cent of Turnover	
	County	Municipal	County	Municipal	County	Municipal	County	Municipal
Up to 250	10	53	1	7	3	16	30.0	30.2
251-500	30	194	3	24	7	42	23.3	21.5
501-1000	20	144	2	16	6	32	33.3	22.2
1001-1500	70	81	7	9	25	3	35.7	3.7
1501-2000	70	27	7	3	24	4	34.3	14.8
2001-2500	20	35	2	4	6	5	33.3	14.3
2501-3000	20	9	2	1	7	1	23.3	11.1
3001-3500	20	9	2	1	9	1	45.0	11.1
3501-4000	10	-	1	-	4	-	40.0	0.0
4001-5000	20	-	2	0	8	-	40.0	0.0
5001-up	20	9	2	1	8	-	40.0	0.0
Totals	310	561	31	66	107	104	34.5	18.5

TABLE XIII

that each superintendent served. The percentage of turnover was determined by dividing the number of turnovers by the number of years of service.

A much higher turnover occured in the small municipal schools than in the large municipal schools. There was a definite tendency for the turnover to decrease as the size of the school increased. The highest per cent of turnovers among municipal superintendents was 30.2. This was in the schools with less than 250 pupils enrolled. With one exception the percentage steadily decreased as the school size increased. The one exception was in the group of schools with between 1001 and 1500 pupils enrolled. In this group there was only a 3.7 per cent turnover. Within this group there were nine schools. Only three turnovers occurred in the nine years period. Seven of the nine superintendencies had no turnover for the nine-year period.

Very little relation exists between the county school enrollment and the number of turnovers. The counties with higher enrollments had a slightly higher per cent of turnovers. Such a relation might be explained by the fact that in a smaller or less densely populated county the people might be better acquainted with the superintendent and be more often disposed to give him a

second term. The number of cases studied were so few and the number of turnovers so small, however, that the relation may have been due to chance.

In only the very small school systems was the turnover in municipal superintendencies found to be as high as that in the county superintendencies. Here the per cent of turnover was almost equal for county and municipal schools.

In Cooke and Acuff's[1] study of turnover for the period of 1923 to 1932 they found the per cent of turnover in the county superintendencies of New Mexico to be 33 per cent. The per cent of turnovers in New Mexico county superintendencies was found to be the highest in the nation at that time, and the present study indicates a slight increase in turnovers, since the rate of turnover in the present study was 34.5 per cent.

The rate of turnover in New Mexico cities was found by Cooke and Acuff[2] to be 15.0 per cent. Although the rate of turnover in the municipal superintendencies was found to be 18.5 per cent in the present study, there is an indication that turnover in city superintendencies have decreased rather than increased. In Cooke and Acuff's study

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[1] D. H. Cooke and H. Acuff, "Turnover Among City and County Superintendents," American School Board Journal, 91:15-16, October, 1935.

[2] Loc. cit.

only cities with a population of more than 2,500 were included. In no group of schools, in the present study, with an enrollment of more than 1,000 was there a turnover of as much as 15.0 per cent. In the present study several school systems in towns with a population of less than 2,500 were included, and it was in these small schools that the very high rate of turnover prevailed.

III. EMPLOYMENT OF REPLACED SUPERINTENDENTS

In order to make a more complete analysis of the turnovers in New Mexico superintendencies a study was made of the employment of superintendents after being replaced, to determine to what extent they left the field of educational work, returned to college or other schools to continue schooling, or found reemployment in other educational positions. An effort was also made to determine to what extent superintendents who received reemployment in educational work did so at a higher salary and to what extent they received lower salaries.

In a few instances the writer had first hand information concerning the superintendents who were replaced. Except where such first hand information was obtainable, a questionnaire was sent to each of the present superintendents of schools in which turnovers had occured during the period. A blank form of the questionnaire is given in the

appendix. Altogether information was gathered concerning the superintendent being replaced in 79 of the 107 turnovers in the county superintendencies, and in 80 of the 104 turnovers in the municipal superintendencies. A summary of the findings is shown in Table XV on the following page.

A comparison of the employment of replaced county and municipal superintendents. A high percentage of county superintendents and of superintendents of small municipal schools were found to have left the field upon being replaced. Of the total number of county superintendents about which information was obtained 59.5 per cent left the field, while only 27.5 per cent of the municipal superintendents left the field. The high percentage of county superintendents leaving the field after being replaced is another indication of the political character of the office. Many county superintendents were not in educational work at the time they were elected to the superintendency and did not continue in educational work after being replaced.

About one and a half times as high a percentage of municipal superintendents as of county superintendents continued their schooling. Only 7.6 per cent of the county superintendents continued their schooling, while 11.25 per cent of the municipal superintendents continued their schooling. Almost all the municipal superintendents who

appendix. Altogether information was gathered concerning the superintendents being replaced in 77 of the 107 surveyed in the county superintendencies, and in 50 of the 104 surveys in the municipal superintendencies. A summary of the findings is shown in Table XV on the following page.

A comparison of the movement of replaced county and municipal superintendents. A high percentage of county superintendents and of superintendents of small municipal schools were found to have left the field upon being replaced. Of the total number of county superintendents about which information was obtained 87.5 per cent left the field, while only 27.8 per cent of the municipal superintendents left the field. The high percentage of county superintendents leaving the field after being replaced is another indication of the political character of the office. Many county superintendents were not in educational work at the time they were elected to the superintendency and did not continue in educational work after being replaced.

About one and a half times as high a percentage of municipal superintendents as of county superintendents continued their schooling. Only 7.5 per cent of the county superintendents continued their schooling, while 11.5 per cent of the municipal superintendents continued their schooling. Almost all the municipal superintendents who

TABLE XV

EMPLOYMENT OF SUPERINTENDENTS AFTER BEING REPLACED

School size: enrollment 1937-1938	Number leaving field.		Number continuing school.		Number taking an educational position at lower salary.		higher salary.		salary unknown.	
	County	Municipal	County	Municipal	County	Municipal	County	Municipal	County	Municipal
Up to 250	-	3	-	2	2	4	-	-	-	4
251-500	3	10	-	3	2	11	-	2	-	10
501-1000	3	6	-	3	1	2	1	7	-	2
1001-1500	11	1	-	-	5	-	1	1	1	1
1501-2000	11	1	2	1	5	-	1	-	-	-
2001-2500	1	-	2	-	-	2	2	2	-	-
2501-3000	4	1	-	-	-	-	2	-	-	-
3001-3500	7	-	-	-	-	-	-	1	-	-
3501-4000	2	-	-	-	1	-	-	-	-	-
4001-5000	5	-	1	-	-	-	-	-	-	-
5001-up	-	-	1	-	-	-	-	-	-	-
Total	57	22	6	9	18	19	7	13	1	17
Per cent of Aggregate	59.5	27.5	7.6	11.25	22.8	23.75	8.8	16.25	1.3	21.25

continued their education were superintendents of small schools.

A total of 61.25 per cent of the municipal superintendents obtained another educational position after being replaced, while only 32.9 per cent of the county superintendents obtained positions in educational work after being replaced. Of the total of 61.25 per cent of the municipal superintendents 22.8 per cent received a lower salary, 16.25 per cent received a higher salary, and for 21.25 per cent the salary was unknown by the reporting superintendents. Of the total of 32.8 per cent of the county superintendents who obtained other positions in educational work, 22.8 per cent received lower salaries, 8.8 per cent received higher salaries, and for 1.3 per cent the salary was unknown.

This shows that neither the county superintendent nor the municipal superintendent has a very high chance for moving into another educational position at a higher salary on leaving a superintendency. While more than one third of the salaries of municipal superintendents in the new positions were unknown, it is not likely that a large portion of this group received higher salaries. This is true because it is much easier to obtain information about the salaries of superintendents moving to a better position than about the salary of those moving to a poorer position.

The salaries of superintendents are published in the state superintendent's report biennially. Other positions in which higher salaries are received are more generally known. Then, too, a superintendent on leaving because of an offer of a higher salary would necessarily tell the school board, and would be likely to tell other people, while a superintendent moving to a position in which he received a lower salary would be much less likely to tell anyone.

This study indicates that the municipal superintendents are about twice as likely as the county superintendents to remain in educational work after moving from the superintendency held. They are also approximately twice as likely to obtain higher salaries by moving.

Size of the school and the employment of replaced superintendents. Very little relation was found to exist between the size of the county and the employment of the superintendent after leaving. The ratio of the number of turnovers to the number of superintendents leaving the field was quite constant for schools of all sizes. The ratio of the number of superintendents continuing in school to the number of turnovers was higher for superintendents of medium sized school systems. The ratio of the number receiving higher salaries to the number of turnovers was also higher for medium sized school systems. Correspondingly, the ratio of the number of superintendents receiving

lower salaries to the number of turnovers was higher for superintendents of counties with small and large enrollments. Since no more than two superintendents of schools of any size group received a higher salary, this was likely due largely to chance.

A definite tendency was shown for the superintendents of small municipal schools, with five hundred or less students to leave the field, continue their schooling, or take an educational position at a lower salary. Only two superintendents of schools with less than five hundred pupils were reported to have moved to a position which paid a higher salary.

The superintendent of a municipal school with more than five hundred students enrolled was shown to have a definitely greater opportunity to move to another position and receive an increase in salary. While only forty-six of the 104 turnovers in municipal superintendencies occurred in schools with more than five hundred students, eleven of the thirteen superintendents who took an educational position at a higher salary were from schools of this size.

IV. SUMMARY

The salaries of municipal superintendents were found to vary widely. The lowest salary received was $990.

The highest was $6400. The salaries of county superintendents being determined by statute did not show as much variation. The lowest salary received by a county superintendent was $1600 and the highest $2500.

When either student responsibility or financial responsibility was used as a basis of comparison, county superintendents were found to be generally less well paid than municipal superintendents. In a few instances superintendents of small municipal schools were found to be less well paid than county superintendents with approximately the same student responsibility. Only two county superintendents received salaries as high as that of any municipal superintendents of equal financial responsibility.

A slight tendency was noted for the training of both county and municipal superintendents to increase as the salary increased. In both the county and municipal superintendencies there were many exceptions. Although the better trained county superintendents received a lower salary than did municipal superintendents of equal training, many county superintendents with very poor training were receiving higher salaries than some municipal superintendents with bachelor's and master's degrees.

No noticeable relation was found to exist between

the salaries and educational experience of county superintendents, but there was a definite general relation between the experience of the municipal superintendent and his salary. There were no municipal superintendents with less than six years of experience. The median salary of county superintendents with six to ten years' experience was found to be higher than that of municipal superintendents with the same amount of experience. The median salary of county superintendents with ten to twenty years is less than that of the municipal superintendents with the same experience. The median salary of those with more than twenty years of experience is also less than that of municipal superintendents.

Salaries of municipal superintendents were found to have increased about twice as fast from 1932 to 1938 as did the salaries of county superintendents.

Forty-nine of the municipal superintendents had one-year contracts, ten had two-year contracts, six had three-year contracts, and one had a four-year contract. The county superintendents all had a two-year term.

The rate of turnover in the county superintendencies was found to be 34.5 per cent each year for the six years studied. In the small municipal schools the rate of turnover was almost as high. A definite tendency was shown for

the tenure of municipal superintendents to increase with the size of the school. The average rate was 18.5 per cent.

A higher per cent of county superintendents than of municipal superintendents were found to have left the educational field after being replaced, a smaller per cent took another educational position. Of those who took educational positions a smaller per cent received a higher salary.

Very little relation was found to exist between the size of the county and the employment of the superintendent after leaving. A definite tendency was noted for superintendents of small municipal schools, with less than five hundred pupils enrolled, to leave the field, continue their schooling, or take an educational position at a lower salary. Superintendents of municipal schools with a higher enrollment than this were more likely to take an educational position at a higher salary.

In general, the superintendencies of the larger municipal schools are more desirable positions than county superintendencies. Better salaries, better opportunities for salary increases, higher tenure, and a better opportunity for advancement make them more desirable. The longer average term of contract is the only advantage of the county superintendency. The small municipal school

superintendency is not so desirable, however. Although the responsibility is usually less than that of the county superintendent, the salary is often less, tenure is just about as brief and uncertain, the term of contract is less, opportunities for salary increases are only slightly more, and the opportunity for advancement to a more remunerative position is about the same.

CHAPTER V

A COMPARISON WITH THE IDEAL STATUS

I. AUTHORITIES RECOGNIZED

For the purpose of determining the ideal status of the county and municipal superintendent, works of a number of authorites in the field of educational organization and administration were consulted. The works of Ellwood P. Cubberley, Ward G. Reeder, Jesse B. Sears, Fred Engelhardt, William E. Chancellor, Charles H. Judd, Samuel T. Dutton and David Snedden, Oscar F. Weber, John C. Almack, and Edgar Mendenhall were considered as basic.

Each authority mentioned does not give his opinion upon each phase discussed. Some do not agree fully as to the ideal status accepted here. Wide or distinct differences of opinion are discussed at the appropriate places in the body of this chapter. Some other authors who have established some claim to being authorities on certain phases of school administration are also referred to on certain points under consideration.

II. SELECTION OF THE SUPERINTENDENT

Importance. The need for the selection of a strong man for the superintendecy is recognized by everyone

conversant with educational policy, although the importance is not fully realized by the lay public. Moreover, merely getting the right man into office is not enough. Is he to feel indebted to the political machine that secured the position for him? Is he to feel indebted to some individual or group of individuals who secured the position for him? Is he to feel that his continuance in office is dependent upon the whims or favor of some individual or individuals not definitely interested in the welfare of the school? The answers to these questions affect to no small degree his efficiency in office. The method of his selection is, therefore, of prime importance.

Method of selection. The authorities definitely agree that both the county and the municipal superintendent should be chosen by a board of education. The board should be free to choose the best qualified and most capable superintendent who has met the minimum standards set up for such an officer. The board should not be restricted as to residence, religious beliefs, political affiliations, or any other minor arbitrary requirements in its choice of a superintendent.

III. THE BOARD OF EDUCATION

Selection. The weight of authority indicates that

the board of education should be elected at large by the people at a special, non-political election, and that there should be no ex officio members. The only alternative method acceptable to any of the authorities is appointment by someone definitely responsible to the people, such as the mayor or the city manager.

Writing in 1918, Charles H. Judd states:

> There must be a board of officers, preferably small in number, either chosen by the people or appointed by some officer who is himself directly responsible to the people. There is no unanimous agreement as to how any such board should be chosen, whether by popular election or by appointment. The weight of authority, on the whole inclines toward appointment by the mayor.[1]

An investigation failed to reveal that present-day writers accept Judd's point of view. At any rate, since that time there has been a definite tendency toward making this an elective rather than appointive position.

Judd himself added at the time,

> There is however, it is universally admitted, much to be said against this practice and in favor of election by the people at a general election.[2]

Dutton and Snedden pointed out that

> In New York City the mayor in recent years has ignored party lines, and has appointed to this office

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[1] Charles H. Judd and others, Survey of the St. Louis Public Schools (Yonkers on Hudson, World Book Co., 1918), p. 56.

[2] Loc. cit.

the best available persons.[3]

The manner in which this statement is made indicates that they might sanction such appointments.

Chancellor[4] gives preference to an appointive board in large cities and to an elective board in small places, and says that in middle-sized cities election is usually preferable. According to Chancellor, then, Albuquerque is the only school community in the state of New Mexico in which appointment might be preferable to election by the people.

All the other authorities indicate a definite preference for election by the people. All authorities agree that boards should be selected at large, that the board should be non-political, that there should be no ex officio members.

The appointment of the county board of education by the district judge is highly objectional. His duties as a district judge are definitely unrelated to school affairs. Since the appointment of the county board of education is only a minor and a side issue he is likely

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[3] Dutton and Snedden, The Administration of Public Education in the United States (New York: The Macmillan Company, 1912), p. 139.

[4] William E. Chancellor, Our Schools Their Administration and Supervision (Boston: D. C. Heath and Company, 1915), pp. 434.

not to be held accountable by the people for correct appointments. Being often uninterested in school affairs he is probably often unqualified to make the correct choise of board members. He is likely to use his appointive powers for his own political advancement.

The requirement that no more than three members of the board of education shall belong to the same political party is objectional. Three members can make political decisions for the board and such a requirement places emphasis upon this ability. Such a requirement may also prevent the selection of the best candidate.

The necessity of electing one member from each of the three county commissioners' districts is contradictory to the advice of authorities that they be elected at large This also lessens the opportunity for securing the best candidates from the entire county and encourages each member to try to gain something for his district. The members feel less responsibility to the county at large.

The practice of making the county superintendent an ex officio member is also objectionable and contrary to the advice of authorities. The superintendent should be the adviser and the executive officer of the board but not a member of the board itself.

Size of board. Although there is some variation as to the limits authorities set for the acceptable school

board size, five members for boards for schools the size of those in New Mexico would be acceptable to all authorities. Cubberley[5] says that a board of five to seven is now generally accepted but that a board of three is permissible in cities of 8,000 or less. Mendenhall[6] says that a board of seven to nine members is sufficiently large for all communities and that in small communities the desirable number is five. Chancellor[7] advocated five to ten members, with a conclusion to the effect that the nearer five the better. Both the county and municipal school boards of New Mexico are now made up of five members.

Pay. The school board members should serve without pay. Only when school boards are expected to assume more responsibility than that recommended by the best authoritites is it necessary for them to be paid in order to get capable men to serve. When board members are paid, less

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[5] Ellwood P. Cubberley, Public School Administration (Boston: Houghton Mifflin Company, 1929), p. 172.

[6] Edgar Mendenhall, The City School Board Member and His Task (New York: Teacher's College, Columbia University, 1929), pp. 101.

[7] Chancellor, op. cit., p. 31.

capable and less interested persons are likely to try to secure the position for pecuniary reward. Actual expenses are permissible.

The $2.50 per day which is now paid to county board members for actual attendance should be discontinued. The six cents per mile for traveling expenses seems just and reasonable. It is probably wise to continue this allowance, since many of the county board members live a considerable distance from the county seat and quite an expense is entailed in traveling to and from the board meetings. The pay of $2.50 per day for county board members is not so objectionable as a similar fee would be for municipal board members. There is much less likelihood that the county board will hold unnecessary meetings since practically all board meetings must be held in the day time and a full day's work must, for many, be lost with each board meeting. The members live so far apart that night meetings are seldom desirable.

Term. Cubberley[8] gives three to five years as the correct length of term for board members, with three years receiving preference when there are three members and five receiving preference when there are five members, so that

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[8] Cubberley, op. cit., p. 182.

one board member may be elected each year. Mendenhall[9] gives definite preference to a five year term rather than to a three year term. Chancellor[10] sets five years as the maximum limit and three years as the minimum, and says that the larger the community the longer should be the term of the board of education. Jaggers[11] gives preference to a five or six year term for county board members. He would have one member elected each year. The United States Office of Education[12] in 1917, in a study of educational conditions in Arizona, advised a six year term for county board members so that not more than one third of its members would be retired at any one time. However, since that time there has been considerable advocation of a plan to have only one county board member elected each year. Thus a six year term would not be necessary to prevent such an occurrence.

The six year term of municipal school board members

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[9] Mendenhall, op. cit., p. 6.

[10] Chancellor, op. cit., p. 29.

[11] Richard E. Jaggers, Administration of the County School System (New York: American Book Company, 1924), p. 21.

[12] "Educational Conditions in Arizona," Bureau of Education Bulletin No. 44, 1917, (Washington: Government Printing Office), p. 159.

of New Mexico is not highly objectionable. If elections are to be held only once in every two years the six year term is probably as acceptable as any. A five year term with one member being elected each year would be definitely preferable. Policies of the board would thus be more continuous. Abrupt changes in policy would occur much less frequently. Greater coordination between the board and the superintendent would be assured.

The one year term of county board members is highly objectionable. No authority would sanction such a feature. There is not likely to be any continuity of policy under such an arrangement; neither is there likely to be much security for school employees.

Responsibility. Although the responsibilities of the school board have been in the process of evolution for about one hundred years, and the authorities have for many years been substantially in agreement as to what authority the school board should assume, evidence shows that there is still a great difference between the responsibilities assumed by various school boards.

The proper duties of the school board are legislative. The board should hear the superintendent's reports. It should hear reports and suggestions of the superintendent. It should deliberate and advise. The board should

determine matters of general policy. The administrative details, the executive and supervisory functions should be left to the superintendent.

Authorities also agree that the responsibilities of the board of education should be defined by statute. Details should not be given, but the duties of the board should be definitely and concisely stated. The authority of the board should be definitely delimited. It is especially desirable that the relation of the board of education to the superintendent should be clearly defined.

Some important changes should be made in the present statutory duties now given county and municipal superintendents. The county board of education should be given the same authority with respect to hiring a superintendent as that now given municipal boards. Both the county and and municipal boards should be restricted in their choice of teachers to those nominated by the superintendent though they might call for other nominations when the nominations received are not acceptable. As the duties and responsibilities of the school boards are now stated in the New Mexico statutes there is practically no limit as to the amount of control in supervision and in administrative detail that an uninformed but conscientious school board might be led to feel justified in assuming. The ill effects of such a broad and indefinite statement

can scarcely be estimated.

IV. THE SUPERINTENDENT

Authority and responsibility. The authorities would give the superintendent a more definite legal status than that now afforded either the county or municipal superintendent in New Mexico. The right to nominate teachers, to administer details, to supervise teaching should be definitely guaranteeded to him by statute. He should not be dependent upon the board for the delegation of this authority.

Training and certification. There is general agreement that minimum standards of training should be set up for superintendents, though there is no definite agreement as to the exact amount of training that should be required. There has been a tendency in recent years to increase the training requirements.

Writing in 1929, Cubberley says,

> In the first place a good college education may be considered as an absolute essential for future work, and at least a year of graduate study, doing advanced work in the study of educational problems is a practical necessity now. Men of large grasp and ability should not stop here, but after a few years of practical experience, should go on to obtain their Doctorate,[13]

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[13] Cubberley, op. cit., p. 223.

J. C. Miller,[14] in a discussion of the amount and kind of training needed by superintendents, argues that the doctor's degree does not give the prospective school superintendent the knowledge and vision needed and that a new degree should be given. He also points out that some students of educational administration believe the superintendent should have as much as four years' training beyond the bachelor's degree.

Fred Engelhardt[15] would extend the undergraduate period to five years. After at least two years' teaching experience the prospective superintendent would be required to return to school for at least one year of study.

Although such high training might be desirable, such high requirements are not advocated by most authorities and would likely be impractical in New Mexico at the present. As E. H. Fixley points out,

> Practically, however, the training period must be held within limits of reason. There must of necessity be a weighing of the relative values of subjects and subject matter, with a considerable amount of compromise between desirability and expediency. Thus one must

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[14] J. C. Miller, "Educational Administrators Must Be More Highly Trained," Nations Schools, 12:37-40, November, 1933.

[15] Fred Engelhardt, "The Professional Education Program for School Executives," American School Board Journal, 83:49-51, November, 1931.

expect to find as the underlying basis of any training program an appreciable degree of subjective judgment.[16]

He further points out that the training program must take into account salaries to be paid, the demands of the local situation, and other factors.

A consideration of these points indicates that the requirements of the present administrative certificate, which is necessary for election to any municipal superintendency of the state, is probably about as satisfactory and practical as any minimum requirement that could be devised at present. Raising the requirements without raising the salary would prevent many capable men from entering the field. The certificate should, however, always be considered only as a minimum qualification. Higher trained executives should be given preference.

County superintendents should be required to meet this requirement . There is no reason why eighth grade graduates, high school graduates, or even college graduates without the proper professional training should be permitted to continue as superintendents of the county schools.

Salary. The salary of a superintendent should not

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[16] Everett H. Fixley, "Governing Factors in the Construction of a Training Program for Superintendents of School," Educational Administration and Supervision, 24:632-635, November, 1938.

be determined by the constitution, by statute, or by any other arbitrary and inflexible means. Upon this point the authorities agree.

The salary policy advanced by Sears[17] is sound. The salary should be fixed at the lowest rate at which the amount and quality of service can be obtained without ill effects. It must be one which people approve as reasonable, at least to the extent that it will not be cause for a broken morale in the community or in the school staff. It must be high enough to afford a sufficient stimulus to capable men to enter the field and to enable the superintendent chosen to do his best work. This would mean a salary high enough to attract the best talent, to hold the employees, to provide an income sufficient to maintain proper social and professional standards, to enable the superintendent to spend his energy in growth in efficiency, and supply some money to invest for protection against old age or enforced idleness.

In reference to the salary Almack says,

> No scientific basis has been developed for calculating what salary the superintendent should receive. The board should make a tentative offer. If the offer is unsatisfactory negotiations may be kept open until an agreement is reached or the impossibility of

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17 Jesse B. Sears, City School Administrative Controls (New York: McGraw-Hill Book Company, Inc., 1938), pp. 205-206.

an agreement is revealed.[18]

A comparison with salaries earned in other states and with the majority of municipal superintendents of New Mexico indicates that the salaries of all the county superintendents and some of the municipal superintendents are too low. Any salary below $2,000 is probably too low to compensate an efficient and well trained man for the responsibility and hardships of any superintendency, since the tenure of superintendents in small systems is so insecure and there are a number of teaching and non-professional positions in the state that pay salaries of approximately this amount or more. The highest salary paid county superintendents, which is $2,500, is still too low for as much responsibility as attends these positions.

The method by which the salary of the county superintendent is determined is contrary to the recommendations of authorities. Due to changing conditions and to the changing of the dollar a set salary determined by law could scarcely be satisfactory over any long period of time. The only commendable feature of the county superintendent's salary schedule is that it does make some provision for an increase in the salary as the responsibilities

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[18] John C. Almack, The School Board Member, (New York: The Macmillan Company, 1927), p. 200.

of the position increase, Even this is too little, and no further increases are possible after the $2,500 level is reached. Moreover, the manner in which increase in responsibility is determined often works to the disadvantage of the schools by encouraging the establishment or maintenance of small and ineffective classroom units.

That the practice of the municipalities in permitting the board to determine the superintendent's salary results in salaries for superintendents which are higher, and more in line with current salaries for comparable positions elsewhere, is shown by the fact that the municipal superintendents receive, on the average, considerably higher salaries than the county superintendents of New Mexico and almost as high as those received by superintendents of schools of approximately the same size in other states in the nation.

Tenure. The tenure of a superintendent should be secure enough to give the superintendent an opportunity to do his best work. Tenure should be secure enough to attract a high type of man into the superintendency.

Newlon[19] declares that the one year appointment is vicious in every respect and that the two, three, or four

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[19] Jesse H. Newlon, "Security for School Administrators," The School Executive, 55:12, September, 1936.

year terms are inadequate. He thinks the first or probationary period should be for a term of not less than five years, and that after the contract should be for a period of at least eight or ten years. He would make dismissal possible, then, only after a hearing.

Chancellor[20] opposes giving the superintendent a contract for a term longer than that of the board of education, as this might result in a superintendent's having to work with a hostile board.

The authorities agree that the term of contract comparable to those of both the county and municipal superintendents in New Mexico is decidedly low. New Mexico's distinction of being the only state in the Union in which the maximum successive tenure for county superintendents is four years is no enviable distinction for the state. This feature is no doubt largely responsible for the high turnover among New Mexico's county superintendents, which is higher than for that of any other state in the nation. Any appreciable degree of efficiency in the administration of the county superintendencies cannot be hoped for until this feature is changed.

The municipal superintendents in small systems fare only slightly better. The 30.2 per cent turnover

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[20] Chancellor, op. cit., p. 29.

among this group demonstrates very well the correctness of Newlon's charge that the one year contract is vicious. Although superintendents in larger municipal superintendencies fare much better, dismissals due to a change in the school board, or other irrelevant conditions, are not unknown. No doubt the efficiency of many superintendents of larger systems could be increased by longer terms of contract and by giving the superintendent the right of an appeal to higher authority, such as the state board of education.

V. SUMMARY

The weight of authority indicates that both the county and the municipal superintendent of New Mexico should be elected by a board of education, which should be composed of about five members, elected at large by the people of the county or municipality. The members of the board of education should be elected at a special non-political election. The members should be elected for a term of about five years. One member should be elected annually. The members of the board should serve without pay, and there should be no ex officio members.

The municipal board of education as now constituted is not highly objectional. A change to a five year term instead of six, and annual elections of one member rather

rather than biennial elections of one or two members would be preferable.

Many changes should be made in the statutes relating to the county board of education. This board should be elected by the people instead of being appointed by the district judge, as is now done. The present practice is highly objectionable. Instead of the present requirements that no more than three members shall belong to the same political party, a non-political board should be secured by having a special non-political election. The practice of requiring that one board member should be chosen from each commissioner's district is objectionable. All members should be chosen at large. The present one year term for board members is very undesirable. The term should be changed to five years, with one member being elected annually. The county superintendent should not be an ex officio member of the board. Since board members should serve without pay, the paying of $2.50 per day for attendance at board meetings should be discontinued, though the present payment of expenses at the rate of six cents per mile is probably desirable.

The duties of the board of education should be redefined and more specifically stated in the statutes. The board of education should be legislative and advisory in

rather than biennial elections of one or two members would be preferable.

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The duties of the board of education should be redefined and more specifically stated in the statutes. The board of education should be legislative and advisory in

function. The board should determine general policies but the administration of details and supervision should be left to the superintendent.

The superintendent, especially the municipal superintendent, should be given amore definite legal status than that now given by statute. More definite tenure should be established. The responsibility for administering details and supervising instruction should be definitely placed upon the superintendent.

The present requirements for the administrator's certificate is commendable. Both the municipal and the county superintendent should be required to possess such a certificate as the minimum essential for election to office. The present lack of any certification requirements for eligibility for election to the county superintendency is highly objectionable.

Although the salaries of municipal superintendents compare favorably with the salaries of other superintendants of small schools of the nation, the salaries of county superintendents of New Mexico are much lower. The present method of determining the salaries of county superintendents is unsatisfactory. This should be left to the county board of education.

Both the county and the municipal superintendent

should by statute be given more security of tenure. The first term of contract should be for at least three years. After this period the term of contract should be for a period of about five years. The present regulations in regard to tenure of county superintendents are very objectionable.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Information presented indicates that the differences in the present status of the county superintendent and that of the municipal superintendent of New Mexico are largely the result of the historical development of the two offices in other states. The early evolution of the county superintendency from other political offices which were assigned certain duties in looking after affairs of the county schools for the state and the close connection between the county superintendent and the county as a political subdivision of the state have tended to make the office highly political. The early evolution of the municipal superintendency from more strictly school offices and a less close relation of city school administration to political legislation of the state has enabled the municipal superintendency to be less political. The political features of the county superintendency as developed in other states were incorporated into the first public school laws of New Mexico. No educationally significant changes have been made since.

When compared upon the basis of total enrollment county superintendents were found to have a higher responsibility than municipal superintendents. The median enrollment of the county school systems was 1678 students,

while the median enrollment of the municipal schools was only 562.5.

In financial responsibility county superintendents also ranked higher than the municipal superintendents. This was found to be true whether current expenditures, value of the school property, assessed valuation, or the composite rank was used as the basis of comparison.

The academic training of the county superintendents was found to be far below that of the municipal superintendents. This was true at all levels of student responsibility. In no cases were the county superintendents found to be as well trained as the municipal superintendents. Twenty county superintendents had less than four years' college training, and five had no college training. Only one municipal superintendent had less than four years' college training. Only two county superintendents had master's degrees, while thrity-nine municipal superintendents had master's degrees. Although the municipal superintendents were only slightly below the superintendents of the small schools of the nation in academic training, the county superintendents were far below.

In educational experience the county superintendents were also considerably below the municipal superintendents. Five had no educational experience when elected to the county superintendency. The median experience of county superin-

tendents, which was 8.1 years, was only about one-half as high as the median experience of superintendents of small schools of the nation. This was 16.3 years. The median experience of the municipal superintendents was slightly higher, being 17.8 years.

Although a number of the very lowest salaries paid in the state were paid to municipal superintendents, the municipal superintendents were generally much better paid than the county superintendents. County superintendents were found to receive a much less wide range of salaries than the municipal superintendents, because of the statutory regulation of county superintendent's salaries. The facts indicate that, in comparison with the municipal superintendents, the county superintendents with the greater responsibility suffered most from this statutory regulation.

Although student and financial responsibility of county superintendents were much higher than that of the municipal superintendents, the median salary of the county superintendents was $506 less per year than the median salary of municipal superintendents.

The salaries of municipal superintendents compare quite favorably with the salaries of other superintendents of small schools of the nation. The salaries of county superintendents were considerably lower.

When compared upon the basis of educational training the county superintendents were not found to be so poorly paid. Although the county superintendents with master's degrees and those with bachelor's degrees receive a median salary of $225 less than that of the municipal superintendents with the same qualification, there were many county superintendents with less training, some with no college training, receiving just as high salaries. Two county superintendents with only a high school education or less received $2500, a salary as high or higher than more than one-third of the municipal superintendents with bachelor's and master's degrees. Many other disparaties occurred, indicating that the county superintendency is a much more desirable position for poorly trained than for highly trained individuals.

The facts indicate that in respect to experience the county superintendency is again more desirable for the less well qualified individual. No relation between salary and experience of the superintendent was evident among the county schools. There were no municipal superintendents with less than six years' experience and those with six to ten years received a lower median salary than did the county superintendents with the same amount of experience. Municipal superintendents with more than

this amount of experience received higher salaries than did county superintendents with more than this amount.

Neither the salaries of county nor municipal superintendents showed a very decided net increase over the six year period studied. The only opportunity for increase of the salary of a county superintendent is an increase in the number of classrooms. Although total net increases in the salary of municipal superintendencies were slight there were considerable increases in individual superintendencies. A tendency was noted to increase the salary of a superintendent during his stay at a particular school, but in case of a change to begin a new superintendent at a considerably lower salary.

The term of contract for county superintendents is, of course, two years, since they are elected for that length term. Forty-nine municipal superintendents had one-year contracts, ten had two-year contracts, six had three-year contracts, and one had a four-year contract. Since forty-nine municipal superintendents had shorter terms of contract and only seven had longer contracts, the term of contract of the county superintendent is more desirable. This advantage is destroyed, however, by the legal restriction of two successive terms for county superintendents.

The rate of turnover among county superintendents was found to be 34.5 per cent or slightly higher than for

the period studied by Cooke and Acuff in which they found turnover among the county superintendents of New Mexico to be higher than that of any other group of superintendents in the nation. Superintendents in the small municipal schools of the state fared only slightly better. In schools with an enrollment under 250 the rate of turnover was found to be 30.2 per cent per year. With one exception, the percentage quite steadily decreased as the school size increased. The one exception was in a group of schools with between 1001 and 1500 pupils enrolled. In this group there was only a 3.7 per cent turnover. Within this group there were nine schools. Only three turnovers occurred in the nine year period.

The facts indicate that neither the municipal superintendency not the county superintendency offers much of an opportunity for advancement to more remunerative educational positions. Only thirteen municipal superintendents and six county superintendents were reported as having advanced to more remunerative educational positions without first having attended schools.

Superintendents in medium sized schools seem to have had the best opportunity for advancement to other more remunerative educational positions. Very little relation exists between the size of the school and the

occupation of replaced superintendents of county schools. Replaced superintendents of small municipal schools, with five hundred or less pupils enrolled, left the field of education, returned to school, or took an educational position at a lower salary more often than municipal superintendents of larger schools. Superintendents of municipal schools with more than five hundred pupils enrolled were more often able to secure another educational position at a higher salary.

About twice as many county superintendents as municipal superintendents left the field, about two-thirds as many returned to school to continue their education, and about one-half as many took educational positions at a higher salary.

The weight of authority indicates that in New Mexico both the county and the municipal superintendents should be elected by a board of education. The board itself should consist of five members chosen at large at a special non-political election. There should be no ex officio members. The members should serve for about five years, one member being chosen each year. They should serve without pay.

In order to follow these recommendations in New Mexico a number of changes would have to be made. The

appointment of the county board by the district judge would have to be changed to election by the people. The clause relating to the politics of the board members would have to be repealed and no mention of politics made. Selection by county commissioner's districts would have to be changed to selection at large. The superintendent, an ex officio member, would have to be replaced by a member elected to the board. The term of office for county board members would have to be changed from one year to five, and for municipal board members from six to five. An election for each would be held annually.

The legislative function of the board, and the administrative and supervisory functions of the superintendent should be more definitely delimited in the statutes.

Both the county and the municipal superintendents should be required to possess administrative certificates. The administrator's certificate now required for municipal superintendents is probably satisfactory at present.

The salary of the superintendents should not be set by law but left to the school board and the candidate for the office. The salary should be at a level high enough to secure capable men and enable them to do their best work and, at the same time, save something for enforced unemployment.

pleasant.

The salaries of all county superintendencies and some municipal superintendencies should probably be increased.

The term of contract for a beginning superintendent should be for a period of about three years and after the trial period it should be for a period of about five years. This would necessitate an increase in the present term of contract of every superintendent in the state and the elimination of the present restriction of two successive terms for county superintendents.

There can be no doubt that there are many objectionable features in the present administration of the county and municipal superintendencies of New Mexico. The political election of the county superintendent, the present selection and organization and the one year term of the county board, the two year term of contract for county superintendents with the limit of two successive terms, the low salaries of the county superintendents and some municipal superintendents, and the lack of qualifications for county superintendents are objectionable features which are against the recommendations of all authorities.

Such conditions should not be allowed to continue. To say that the legislature should do such and such is not enough. The legislature should pass only such laws as the people desire passed. The people are satisfied

with the present situation.

The educational institutions of higher learning, the state educational association, and all other organizations or individuals who are genuinely interested in education in New Mexico should assume their proper responsibility and start a program of education among both children and adults to impress upon them the necessity for efficient county school supervision and administration, the qualities and training a good school administrator should possess, and the proper educational organization for county school superintendencies.

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APPENDIX

1902 East Gold Avenue,
Albuquerque, New Mexico
June 27, 1939.

Dear Sir:

In connection with my graduate research at the University of New Mexico, I am endeavoring to secure information concerning the superintendents named on the information sheet below. As their successor in office, you can probably give me this information with little difficulty, and if you will be kind enough to do so I shall be very grateful.

A stamped, self-addressed envelope is enclosed for your convenience. In order that my study may be completed soon, I shall value your prompt reply.

Sincerely yours,

B. B. McAlister

INFORMATION SHEET

Please check the blanks after each superintendent's name in the following manner:

A. Place a check under A if the superintendent named moved from the superintendency to some other field of work outside of the educational field within the year after leaving the superintendency.

B. Place a check under B if within the year the superintendent named continued his schooling.

C. Place a check under C if the superintendent named moved to an educational position which paid a higher salary.

D. Place a check under D if the superintendent moved to an educational position which paid a lower salary.

E. Place a check under E if the superintendent moved to an educational position and you do not know about the salary.

Superintendent	Left School	Continued School	Took an Educational Position at Higher Salary	Lower Salary	Salary not Known
Name	A	B	C	D	E

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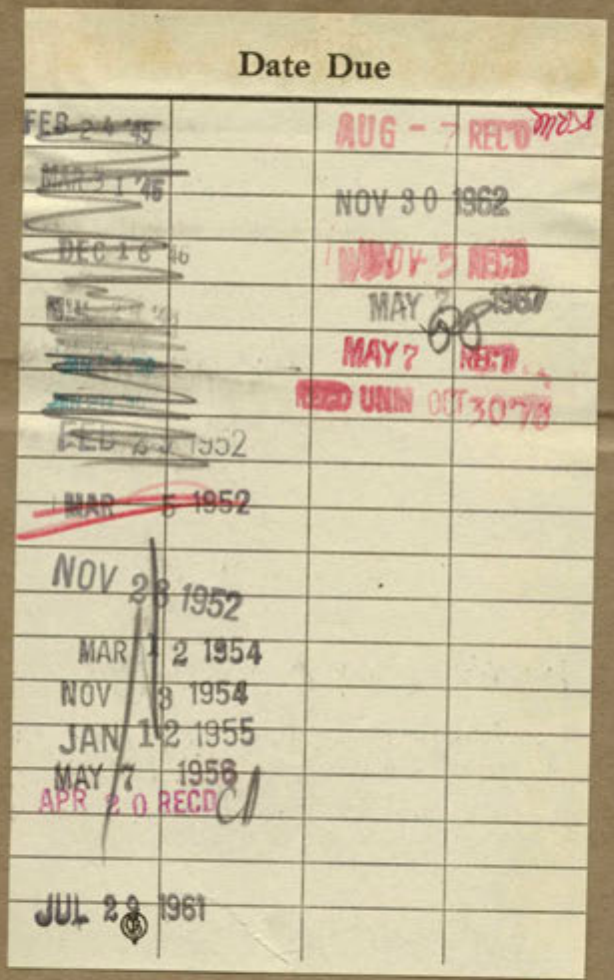

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