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Work of School Boards in Grand Forks County

Otto Berg
University of North Dakota

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WORK OF SCHOOL BOARDS IN
GRAND FORKS COUNTY

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

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by
Otto Berg
In Partial Fulfillment of the Requirements
for the
Degree of
Master of Science in Education
August, 1934

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

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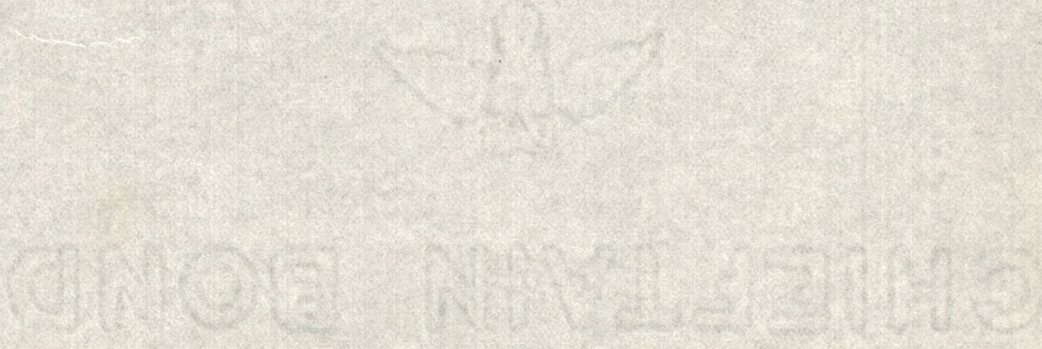


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CHESTERMAN BOND

CHAPTER 1

THE PROBLEM

The problem with which this thesis is concerned arose from the fact that there seemed to be a great many small, inefficient, costly school districts in North Dakota. Inasmuch as all pupils have a right to an equal opportunity and treatment in receiving their education, this problem is significant.

The data used in the study were obtained from the minutes of the meetings of twenty school boards in Grand Forks County. The time covered ranged from two to five years. The enrollment in the twenty districts ranged from five to 3,473. These districts included schools of all classifications and two were districts without classification in rural sections. Other sources were records on file in the office of the county superintendent of schools, Grand Forks County; and an unpublished thesis, "A County Unit Plan of Purchasing and Distributing Supplies for North Dakota," by O. D. Shively.

The first step in obtaining the data was the compilation of a check list for use in recording the items found in the minutes. The majority of the 141 items in this list were obtained from "The Work of School Boards," by H. C. Olson,¹

¹ H. C. Olson, The Work of Boards of Education, Teachers College, Columbia University, 1926, Table of Contents.

The remaining items were added as the need arose while the minutes were being checked.

The problem resolves itself into the following divisions and sub-divisions:

What is the work of school boards in Grand Forks County?
Is it routine in nature?
How does it compare in variety of items as between small and large districts?

Distinction in function between the executive of the school and the board.

Do boards take upon themselves the functions of the executive?

Are the teachers and the executives permitted to exert influence for efficiency and progress in the schools?

Is there any distinction in function between the boards of very small and very large districts?

Are they needlessly repeating the same functions?

Are these functions of such a nature that they can be executed by a centralized board?

Do boards have any functions in regard to public relations that cannot be taken care of by the heads of the schools?

Is it more democratic to have small districts?

Is it likely that all pupils could be given a more equal opportunity and treatment in receiving their education under centralized boards?

Is there evidence that supports the contention that it would be more economical to dispense with the small district boards; that it would increase the efficiency of the schools?

The Check List

As stated, the check list used in recording the items found in the minutes was compiled from items found in Olson's study and items found in the minutes as they were being checked. The list could be condensed by combining

items which refer to the same subject matter. Items 1 and 2 could be listed as one item since they refer to the general subject of buildings and grounds. Items 26 and 27 could also be combined under the heading of "contracts;" and all items which refer in any way to teachers could be combined. It was, however, thought that by listing items which referred to specific phases of the same subject matter separately, the resulting list would enable the reader to see more clearly what each item signifies.

The number of meetings of the board in each district checked, the number of years checked, the number of votes cast at annual elections, and the number of motions recorded as motions are items which do not deal with the transactions of the boards in their meetings, but they were included to facilitate tabulation of these facts since they are essential to the study.

For convenience in locating the items on the list, these were arranged in alphabetical order. The writer does not claim that this list is the result of scientific methods of procedure in selection of key words for the various items, but he trusts that the reader will be able to locate such items as he may be interested in.

Check List of Recorded Minutes

1. Acceptance of buildings, plans and repairs.
2. Accessibility of buildings and grounds.
3. Accounting system.

4. Acquisition of grounds.
5. Adult education.
6. Allowance of bills.
7. Alterations (including additions) and repair of buildings.
8. Appraisal of school lots and grounds.
9. Appropriations.
10. Architect.
11. Assignment and transfer of teachers.
12. Athletic fields and stadia.
13. Athletic supplies.
14. Attendance of board members at professional meetings and conventions.
15. Audits.
16. Beer ordinance.
17. Bids.
18. Bonds.
19. Budget.
20. Building committee.
21. Building program.
22. Caps and gowns.
23. Census and attendance of pupils.
24. Closing school rooms.
25. Committees of board.
26. Contracts in general.
27. Contracts with teachers.
28. County superintendent; consulting, communications from.
29. Court orders and writs.
30. Curriculum and schedule.
31. Depositories.
32. District boundaries.
33. Educational, social, civil, religious, and business organizations of the district.
34. Educational supplies.
35. Endorsement of work of the teachers.
36. Entertainments and social activities.
37. Environment of school buildings and grounds.
38. Equipment.
39. File claims against closed banks.
40. Financial reports.
41. Fire protection.
42. Fire risk.
43. Freight and drayage.
44. Fuel.
45. Graduation exercises.
46. Group insurance.
47. Health service.
48. Heating and ventilating system.

49. Hot lunches.
50. Improvement of teachers in service.
51. Insurance of buildings and equipment.
52. Interview teachers about complaints.
53. Janitorial service.
54. Kindergarten.
55. Keeping children after school, expelling them.
56. Legal service.
57. Leasing of buildings owned by district.
58. Leasing of buildings and rooms for school purposes.
59. Leave of absence for teachers.
60. Liability insurance.
61. Libraries.
62. Lighting of buildings and grounds.
63. Loans.
64. Loss of pay warrants.
65. Maintenance bonds.
66. Maintenance of grounds.
67. Meeting committees representing the public.
68. Meetings with no bills to allow and no special business.
69. Membership of board in school officers association.
70. Method of buying.
71. Method of paying bills.
72. Miscellaneous employees.
73. Names of schools.
74. New buildings.
75. Night school.
76. Non-educational supplies.
77. Non-resident pupils: admission, tuition.
78. Notes.
79. Organization of board.
80. Organization of instructional staff.
81. Paying expenses of children injured on the school grounds.
82. Paying expenses of teachers to institutes, etc.
83. Payrolls.
84. Pensions and retirement fund.
85. Petitions from school patrons.
86. Petty cash fund for treasurer or superintendent.
87. Printing of reports and notices.
88. Protection of school children in city traffic.
89. Public works program.
90. Purchase of supplies by employees of the board.
91. Qualification, selection, and employment.
92. Record books in which to record high school credits.
93. Records of tax levies and receipts.
94. Recreation and play.
95. Relation of public schools to non-public schools.
96. Reports from home economics and similar departments.
97. Reports of boiler inspector.

98. Reports of fiscal year.
99. Reports of superintendent to the board.
100. Requests for use of buildings for personal gain.
101. Requests to carry on contests in school by business firms.
102. Residence of teacher within district during school year.
103. Salaries.
104. Sale of old equipment.
105. Sale of products of departments of the school.
106. School calender.
107. School car.
108. School legislation.
109. School surveys.
110. Sending pupils on errands from school.
111. Sinking fund.
112. Solicitors.
113. Special assessments.
114. Special instruction for handicapped children.
115. Special use of buildings.
116. State department of education.
117. Stenographic or clerical service.
118. Student publications.
119. Substitute teachers.
120. Summer school.
121. Superintendent authorized to submit estimates of costs.
122. Superintendent's recommendations to the board.
123. Surety bonds.
124. Suspension, resignation, retirement, and reinstatement of teachers.
125. Tax levy.
126. Teachers' final report.
127. Teachers' hours at school.
128. Teachers' loads.
129. Teachers' organizations.
130. Tests of fuel and water.
131. Textbooks.
132. Transfer of pupils.
133. Transportation of pupils.
134. Transportation of pupils attending other schools.
135. Total meetings checked.
136. Total motions recorded as motions.
137. Vacations.
138. Votes cast at annual election.
139. Water supply.
140. Work of teachers.
141. Years checked.

Table 1 is the tabulation of items found in the minutes of the twenty districts checked. The numbers in the margin at the left refer to the items of corresponding number in the check list. The numbers across the top of the table refer to the districts. The twenty districts are listed in Table 2 which gives their enrollment, classification, and area. The numbers in the spaces below the district numbers indicate how many times the items in the check list were found in the minutes of the respective districts.

To illustrate how the figures in Table 1 were obtained, we may use district Number 1 as an example. When the minutes of the board meetings of this district were read, each item found recorded in them was checked in the proper place on the check list. When the minutes had been checked for a period of five years, it was seen that item Number 1 had occurred three times, item Number 2 had occurred two times, item Number 3 had occurred once, item Number 4 fourteen times and so on down the list. The check marks for each item were then totaled and the results tabulated under district Number 1 in Table 1. Owing to the space required to tabulate the results for the twenty districts, it was impossible to list them on the same page as the items themselves. This makes it less convenient to read than the writer would wish to have it; but the items will be separated according to various classifications in the text and tabulated in such a manner that they may be easily interpreted.

Table 1 (Continued)

Item	Districts																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
82	2	3	1				1													
83	2																			
84		1		1				1											2	
85	3														1					
86	1	1			1	4	2		1	1	1	1			2		2		2	6
87		8	1								1	1								
88	2			1						2										
89	2		1	1																
90	2									8	8									
91	25	12	3	4	8	13	5	11				5	4	1	6	2	1	2	7	4
92							2													
93	1																			
94		3														1				
95	4																			
96	9	2																		
97	2	1									3									
98	5	4	1	5	4	4	2	5			5	4	2	2	1	4		8		
99	12	13																		
100	1																			
101	1																			
102							1													
103	48	17	3	8	16	19	8	39	2	8		1	13	3	1	1	11	4	4	
104	1			2	1				1											
105	1							1	1		1	2		2	4					
106	3	3	1		1															
107	2																			
108	3	2																		
109	4																			
110						1				1										
111	6	2			1															
112	1									1										
113	2																			
114	1																			
115	30	3						1												
116	4													1		2	2			
117	5																			
118	2																			
119	6				1					1										
120	8																			
121	1																			
122	23	1						1												
123	5	5									3			1						

Table 1 (Continued)

Item	Districts											12	13	14	15	16	17	18	19	20
	1	2	3	4	5	6	7	8	9	10	11									
124	28	5		1		3		1				1								
125	10	5	1	5	3	1	1	1	3	3	4		1		3	4	6	2	4	
126						2			1				1						1	
127						1														
128	1																			
129	3																			
130	8					1	2	1	2										1	
131	8	5	7		3	1	2	1	2		3	2			4	2				
132	3																			
133	9	7		6	15	5	5	5		1		2	8		3		5		1	
134	6						1	1			2		8		1				9	
135	80	53	19	13	46		27	62	15	26	19	16	22	16	28	11	30	16	24	12
136			37					14				14		23						
137	7	6			1			1						2			6		1	
138		9-22		5-		6				40-	3-4		5	4			7-5		16	
		138-		5-6						13	-3-						-5		-17	
		19									4-4								4	
139	1	17	1		4	1						2				2			1	
140	1																		1	
141	5	5	2	4	5	5	2	5	3	5	4	4	5	3	4	3	5	3	4	3

CHAPTER 2

HOW DO THE FUNCTIONS OF SCHOOL BOARDS DIFFER FROM
THOSE OF SCHOOL EXECUTIVES?

The general functions of a board of education are now generally agreed upon.¹ For the purpose of this study it is necessary that the functions of boards of education be set up and compared with the functions of the executives of schools. The work of boards of education has been so admirably treated in Dr. Olson's study, which he reported in 1926, that his discussion on this point is quoted here.

"Boards of education should act as legislative, and not as executive bodies, and a clear distinction should be drawn between what are legislative and what are executive functions. The legislative functions belong, be right, to the board, and the legislation should be enacted, after discussion, by means of formal and recorded votes. The board's work, as the representative of the people, is to sit in judgment on proposals and to determine the general policy of the school system.

"Once the policy has been decided upon, however, its execution should rest with the executive officer or officers employed by the board, the chief of whom will naturally be the superintendent of schools.

"Probably the most important single matter that concerns the efficiency of the school system has to do with the determination and formulation of new policies which are established for the purpose of bringing about educational advancement. The superintendent is employed as the person presumably possessing the power to formulate such policies and one of his duties should be their presentation to the board of education for its consideration and approval. The board of education, as representing the people, must finally accept the responsibility for the adoption of any of these policies but not for their original formulation.

¹H. C. Olson, The Work of Boards of Education, Teachers College, Columbia University, 1926. p. 7.

"Members of the board of education may best represent the constituency by selecting the highest type of executive that can be found. Having rendered this service, they are under the obligation to require of him from time to time a record of the work done and proposals for the development of the school system placed in their charge. The executive, if he be competent, must make his case to the board of education, must be able to demonstrate the wisdom of the policies which he advocates, must be ready to defend in terms of a measurable achievement his own administration.

"Legislative, then, together with inspection of results, becomes the primary obligation of a board of education... To legislate is to cause to be done; to execute is to do. To legislate is to set up policies which require action; to execute is to take the action necessary to the enforcement of the policy.... In the degree in which those who make policies undertake to do the work of executing them, which others ought to do, just in that degree do the policy makers assume responsibility for results.

"We must distinguish between the establishment of a policy and the administration of it.... When once established the carrying out of the policy is a function of the executive authority of the schools and must be carried out by the chief executive officer who is responsible for the execution and administration of all established policies.

"Dr. Betts pointed out that it is very doubtful if any unsalaried group of men or women in a school board will ever be willing to give permanent careful attention to details of public school administration. All that can be hoped from them is general supervision.

"On the character and ability of your superintendent depends the character and scope of your schools. In a city of the size of ours, the trustees can do but little toward supervising,-- they can only pass on expenditures, legislate, and advise.

"The general functions of a board of education may then be summarized as follows: (1) Select the superintendent of schools. (2) Determine the policies of the school system. (3) See that these policies are carried out by the superintendent and his associates.

"Now, if a valid definition of policy can be established, it will be perfectly feasible to segregate the work of the school board from that of its employed chief executive. And if this can be done, it follows that the "means of establishing definite working relations between school boards and superintendents" is available.

"Analysis of the word "policy" as it is used in the field of administration reveals that it is intended to signify a decision, or set of decisions, whether definitely formulated or not, as to how given problems and jobs shall be solved and administered. The term "administrative detail," on the other hand, invariably has reference to a single case or some aspect of an individual case. The two criteria, therefore, that are to apply in this study may be expressed as follows:

"Decisions determining how problems and jobs shall be solved and administered are policies.

"Application of policies to single or individual problems and jobs is an administrative detail."²

Fred Engelhardt's "Public School Organization and Administration"³ cites a study made in California in which two hundred twenty-five school board members were asked to give their judgment on nineteen significant items of management. Ninety per cent of these two hundred twenty-five school board members registered approval of the following items:

"It should systematize its business, give to its executive staff full responsibility for executive detail, and devote itself only to oversight and direction of all that is done.

"It should make the superintendent the executive officer, give him full power and responsibilities, and hold him strictly accountable for the successful conduct of all departments of the system.

²Ibid., p. 7-9.

³Fred Engelhardt, Public School Organization and Administration, Ginn and Company, 1931, p. 88.

"With the superintendent's aid it should define the functions of every person employed by the district.

"Members of a board of education are directors of a large corporation, and should apply the principles of good cooperative management to educational affairs.

"Its duty is to see that the schools are properly managed and not to manage them itself.

"Since running a school system is an expert business directed to one end,-- the education of children,-- it should be managed by an expert manager, and that manager must be an educator."

To further distinguish between the functions of school boards and the functions of school executives, Engelhardt is again quoted on the important duties which the school board should assign to the superintendent:

"He should select and nominate for appointment all principals, supervisors, teachers, janitors, and all other employees of the school system.

"He should define the qualifications necessary for all positions within the system.

"He should be given full power to place and transfer all teachers and other employees.

"He should be held responsible by the board for carrying out all established policies relating to the retention, promotion, demotion, and elimination of members of the professional staff and other employees.

"He and his staff should be responsible for the initiation of all policies relating to educational and financial matters.

"He should be responsible directly to the board for carrying on all school affairs in terms of the policies so established.

"He should be responsible directly to the board; and all employees, except the treasurer, should be responsible to him.

"He should be responsible for the initiation of all school-building and plant needs. He should constantly check the proposed building program with such new facts as are available.

"He should be responsible for planning plant needs, and no plans should be adopted unless he approves.

"He should be held directly responsible for the supervision of instruction, for the proper classification of children, and for the proper adjustments of school activities to the children's needs.

"He should be held responsible for the standardization of supplies and textbooks."⁴

It will be noticed that the functions which have been enumerated are applicable to the larger school systems,-- systems in which superintendents are employed for the purposes which have been outlined in the foregoing paragraphs. It may appear obvious that very small school systems do not carry on in a manner such that the above differentiation of functions can be applied to them. The one-room rural schools have only one teacher. This individual is employed by a school board which represents the people of that district at the same time as it represents the state. Are the responsibilities of such a district less than those of a very large one? Does a reduction in the number of inhabitants or the number of pupils served necessarily reduce the educational perspective for that district? No matter whether our answer to these questions is in the affirmative or the negative, it will still have a bearing on the type of service a board of education is expected to give. If we answer "Yes,"

⁴Fred Engelhardt, loc. cit.

we must at once cast about for some arguments to justify the existence of small school districts. If our answer is "No," we must admit that boards of education in small school districts have responsibilities as great as do boards of education in large districts. Chapter 3 will compare the functions of boards of very large districts with the functions of boards of very small districts.

CHAPTER 3
FUNCTIONS OF BOARDS OF LARGE SCHOOLS COMPARED WITH
THOSE OF SMALL SCHOOLS

In order to determine whether there is any marked difference in function of boards of large districts as compared with those of small districts, the author carried on a study of schools in Grand Forks County. The method of procedure was as follows:

A check list was made out consisting of 141 items against which the minutes of school board meetings were checked. Twenty schools in the county were included in the study. Care was taken that schools of all classifications and of enrollments from the highest to the lowest were among those checked. It was the intention at the outset to check the minutes of each of the twenty schools through a period of five years. This, however, proved impossible since some of the clerks did not have minutes on file for that period of time. There are eight schools whose minutes were checked for a five year period, five for a period of four years, five for a period of three years, and two for a period of two years. It is not the intention to emphasize or attach great importance to the number of times each item appears in the minutes of each record, but rather to note which items appeared. For this reason it is not believed that the difference in period of time covered will seriously affect the conclusions that may be drawn from tabulations ob-

tained through the use of this check list. Each item that appeared in the minutes of each district was marked on the check list and the sums were finally recorded as they appear in Table 1. It will be noticed that numbers are used in Table 1 to indicate corresponding items in the check list. The districts are listed in order of their size, the one with the largest enrollment being listed first and the one having the least number of pupils enrolled being listed last. Table 2 gives data for the twenty districts as to classification, enrollment, and area.

Table 2

Enrollment, Classification and Area of Each District Studied

District	Enrollment	Classification	Area
1	3473	first class independent	city
2	323	first class special	20 sections
3	167	first class consolidated	27 sections
4	146	first class consolidated	30 sections
5	85	first class consolidated	36 sections
6	81	first class consolidated	18 sections
7	68	second class consolidated	36 sections
8	66	first class consolidated	32 sections
9	41	second class rural	18 sections
10	41	third class graded	13 sections
11	32	unclassified rural	12 sections
12	30	first class rural	10 sections
13	22	third class rural	9 sections
14	17	second class rural	16 sections
15	15	second class rural	36 sections
16	12	third class rural	9 sections
17	11	third class rural	9 sections
18	9	third class rural	9 sections
19	8	unclassified rural	12 sections
20	5	first class rural	15 sections

It will be seen that the twenty districts include all types and classifications from independent districts to rural districts. The district listed as Number 1 in Table 2 has the largest enrollment of all districts in the county. There is but one in the county with an enrollment less than that of Number 20 in the table. That district has an enrollment of four pupils for the same year as the figures in Table 2 represent. The areas of the districts studied correspond somewhat to the enrollments in that the ones having the larger enrollments also are larger in area than are those of smaller enrollment in most of the cases.

In this study no attempt will be made to differentiate between schools having high school departments and those not having them since it is thought that when the enrollment reaches fifty or sixty in any one school, some high school work will be offered. In fact, there are only two schools in Grand Forks County now with an enrollment of fifty or more that do not offer any high school work. Of the twenty districts listed in Table 2, the first eight offer from one to four years of high school work. There were 118 districts in the county at one time but nine of them are listed as defunct in the county school records, and eight did not open their schools during the school year 1932-1933. Thus, there are 101 districts included in this study and all

figures relating to costs, enrollment, per pupil cost, etc., where all districts in the county are spoken of, include only 101 districts.

An examination of the totals in Table 1 reveals that twenty-four of the 141 items are found in the minutes of more than one-half of the twenty district boards. Table 3 lists these items by number and also indicates the districts in the minutes of which they are found.

Table 3

Incidence of Certain Routine Items in the School Board
Minutes of Twenty Districts

Routine Items	Number of Districts Where Found	Districts Where Items Did Not Occur in the Minutes
6 Allowance of bills	All	
7 Alteration and repair	18	6-14
15 Audits	19	6
17 Bids	13	11-13-14-15-16-18-19
27 Contracts with teachers	11	3-9-10-12-13-14-16-17-20
31 Depositories	15	3-4-12-17-19
34 Educational supplies	17	4-14-16
43 Freight and drayage	12	4-6-7-9-13-14-19-20
44 Fuel	All	
48 Heating and ventilating system	12	9-11-13-14-15-17-18-19
51 Insurance of buildings etc.	13	3-9-10-11-12-14-16-17
53 Janitorial service	19	9
61 Libraries	14	4-10-14-16-17-18
76 Non-educational supplies	14	4-9-14-16-17-18
77 Non-resident pupils	10	3-4-6-10-11-14-16-17-18-19

Table 3 (Continued)

Routine Items	Number of Districts Where Found	Districts Where Items Did Not Occur in the Minutes
79 Organization of board	All	
87 Printing of reports and notices	13	1-4-8-13-14-16-18
91 Qualification, selec- tion and employment of teachers	19	9
98 Reports of fiscal year	17	9-14-19
103 Salaries	18	11-14
106 School calender	10	4-6-9-12-13-14-17-18- 19-20
125 Tax levy	17	12-14-16
131 Textbooks	12	4-10-13-14-15-16-18-19
133 Transportation of pu- pils who attend other schools	13	3-9-11-14-16-17-18

These twenty-four items must be considered to be routine items since they appear in the minutes of so many of the boards. They will be referred to in the text later.

Table 4 shows more graphically which of the items in Table 3 were not found and in which districts they were not found.

Table 4
 Districts That Did Not Have All Items Listed in Table 3,
 Items Each Did Not Have, and Total Items Each Did Not Have

Item Number	Districts											12	13	14	15	16	17	18	19	20
	1	2	3	4	5	6	7	8	9	10	11									
6																				
7																				
15						X														
17						X														
27													X							
31			X						X	X										
34			X	X								X	X	X		X	X			
43				X									X		X				X	
44				X									X		X					
48						X	X		X									X		
51									X									X	X	
53			X						X	X	X									
61									X				X		X	X	X			
76				X					X					X	X					
77				X					X					X	X	X				
79			X	X		X							X	X	X	X				
87	X												X	X	X	X				
91				X				X						X	X	X		X		
98									X											
103									X											
106				X		X												X		
125									X											
131				X																
133			X						X					X		X	X	X	X	
Total	1	0	5	9	0	5	1	1	10	5	6	2	8	17	2	11	9	9	8	3

When we tabulate the items of Table 4, we discover that the districts which did not have any of the twenty-four items on their minutes are for the most part rural districts. Table 5 gives the districts, items and classifications.

Table 5
 Classification of Districts and Total Number of Items of
 Table 3 that Each Did Not have

District Classification	Enrollment	Number of Items Each Did Not Have
1 first class independent	3,473	1
2 first class special	323	
3 first class consolidated	167	5
4 first class consolidated	146	9
5 first class consolidated	85	
6 first class consolidated	81	5
7 second class consolidated	68	1
8 first class consolidated	66	1
9 second class rural	41	10
10 third class graded	41	5
11 unclassified rural	32	6
12 first class rural	30	4
13 third class rural	22	8
14 second class rural	17	17
15 second class rural	15	2
16 third class rural	12	11
17 third class rural	11	9
18 third class rural	9	9
19 unclassified rural	8	8
20 first class rural	5	3

Table 6

Number of Items Found in the Minutes of Each District

District	Items Totaled
1	125
2	60
3	32
4	26
5	45
6	30
7	49
8	38
9	22
10	25
11	30
12	28
13	35
14	18
15	34
16	18
17	23
18	23
19	34
20	21

Table 6 indicates how many items appeared in the minutes of each district.

The average number of items for districts 2 to 8, inclusive, is forty. The average number of items for districts 9 to 20, inclusive, is twenty-six. Thus, it appears that the smaller the enrollment a district has the less the number of types of business that is transacted by that board of education. The fact that the district of greatest enrollment has 125 of the items on its minutes would indicate that a school system serving that number of pupils does have many more types of business to transact. An analysis of the items found in the larger system also

reveals that the nature of the transactions or deliberations suggested in the items differs markedly from the routine items included in the twenty-four listed in Table 3.

Following are those found in the minutes of the district of largest enrollment and not found in the minutes of the remaining districts:

building committee	requests to carry on
building program	contests in school by
caps and gowns	business firms
district boundaries	sale of products of
contacts with social, civil,	school departments
religious, and business	school car
organizations of the dis-	school surveys
trict	solicitors
improvement of teachers in	special instruction for
service	handicapped children
kindergarten	stenographic and clerical
leave of absence for teachers	service
maintenance bonds	student publications
miscellaneous employees	summer school
night school	superintendent submits
purchase of supplies by em-	estimates of costs
ployees of the board	superintendent makes rec-
relation of public schools to	ommendations to the
non-public schools	board
requests for use of building	teachers' loads
for personal gain	tests of fuel and water
	transfer of pupils

Table 7 lists these items by number and shows which districts included them in their minutes as well as the number of times each item occurred in each set of minutes. The districts are 1-2-9-13.

Table 7
Items Found in the Minutes of Districts of Largest
Enrollment Only

Items	District Numbers			
	1	2	9	13
20 Building committee	3			
21 Building program	4			
22 Caps and gowns	1			
32 District boundaries	3			
33 Educational, civil, social, religious and business organizations of the district	20			1
50 Improvement of teachers in service	1			
54 Kindergarten	3			
59 Leave of absence for teachers	5			
65 Maintenance bonds	1			
72 Miscellaneous employees	5			
75 Night school	6			
90 Purchase of supplies by employees of board	2			
100 Requests for use of buildings for personal gain	1			
101 Requests to carry on contests in school by business firms	1			
105 Sale of products of departments of school	1			
107 School car	2			
109 School surveys	4			
112 Solicitors	1			
113 Special assessments	2		1	
114 Special instruction for handicapped children	1			
117 Stenographic or clerical service	5			
118 Student publications	2			
120 Summer school	8			
121 Superintendent authorized to submit estimates of cost	1			
122 Superintendent's recommendations to board	23	1		
128 Teachers' loads	1			
130 Tests of fuel and water	8			
132 Transfer of pupils	3			

Table 8
 Classification, Enrollment and Totals for Districts
 Included in Table 7

District	Enrollment	Classification	Grand Total of Items
1	3,473	First class independent	118
2	323	First class special	1
9	41	Second class rural	1
13	22	Third class rural	1

Table 8 gives the classification and enrollment of the districts and gives the grand total of the items mentioned for each of the four districts.

Thus, school boards in the larger districts have not only more items to consider in their meetings but must also exercise judgment in matters that are outside of the routine of boards in smaller districts. One might pause here to speculate as to the need of experts on boards of education -- whether the small school can get along with a board of education composed of members with less training simply because the tasks are fewer in number and of a routine nature. This is, however, merely re-stating our question. The evidence drawn from the minutes of these twenty boards unquestionably points out the fact that the business transacted by small district boards is of a limited scope and is routine in nature compared to the business transacted by boards of large districts. Small districts do get along with boards composed of members

who are not experts.

Whether the service given to the school population of small districts is adequate or comparable to that given large ones is a matter which cannot be determined by reading the minutes of board meetings alone. But we may draw conclusions as to whether these small districts do actually need the services of boards of education, one board for each small district. If the business transacted by boards of small districts is purely of a routine nature, and if it calls for no special training on the part of the board members, it may be that the heads of the schools in these small districts can serve the people as adequately as do the boards. It will be the purpose of Chapter 4 to discuss this phase of the problem.

CHAPTER 4

THE SCHOOL BOARD AND THE PUBLIC

In Chapter 1 the distinction between the functions of school boards and the functions of school executives was set forth. In Chapter 2 the functions of boards in large districts were compared with those of boards in small districts. It is the purpose of this chapter to draw conclusions as to whether the boards have any functions in regard to public relations that cannot be taken care of by the heads of the schools.

An analysis of the check list reveals that only nine of the items found on the minutes have any connection with the board and its relation to the public. These items are listed herewith:

census and attendance of pupils	keeping children after school
educational, social, civil, religious, and business organizations of the district	meeting committees representing the public
health service	paying expenses of children injured on school ground
interview teachers about complaints	petitions from school patrons
	sending pupils on errands from school

These nine items are listed in Table 9 by the numbers which they have in the check list and appear in the same consecutive order as they are listed in the above paragraph. This table indicates the districts which had some of the nine items in their minutes.

Table 9

Items in the Check List That Have a Bearing on the Board
and Its Relation to the Public

Item	Districts Where Items Were Found												
	1	2	5	6	7	8	10	11	12	13	15	18	20
23	1	1	3		1			2	1				
33	20												
47	33	4	2	1			2			1		1	2
52					1								
55							1						
67	6				2	2							
81	1					1							
85	3					1					1		
110				1									

Six of the districts had reference to census and attendance but in only two of the cases was there reference to pupils who should be in school and were not in attendance. In both instances the board reported the matter to the county attorney to get action.

Only the largest district had any reference to dealings with the various community organizations of the district.

Eight of the districts had minutes relating to health service. It is, however, taken for granted that the head of the school must take the initiative and bear the main responsibility for carrying on a program of health service in the school. In this connection it is interesting to note that the largest district had on its minutes no less than thirty-three references to health service, the second largest had four references to health

service, the other six had one and two references to this item. It may be worthy of mention here, too, that in four of the smallest districts, the items which the author credited to health service were references to installation of sanitary toilets and not dental clinics, milk for under-nourished children, examination and treatment of defective eyes, etc., as were found in the minutes of the largest district. It would appear reasonable to delegate the responsibility for health service to the head of the school.

One district had an item which indicated that the board gave the teacher authority to expel a pupil who was infractious in preference to keeping him after school. This, apparently, was because the parents objected to having him kept after school. The school law is clear as to the remedy a teacher or superintendent may resort to in such cases, and there should be no need for the school board to step in and decide such cases.

Three districts had items referring to meetings with committees representing the public. The largest district had six references to this item. In District 7 in Table 1, there were two references to it, both in regard to keeping one of the two schools open. In District 8, there were also two references to the item, one in regard to the length of the school term and the other in regard to the work of the teacher. The references found in the

minutes of the largest district all concerned school patrons in outlying parts of the district who were desirous of getting schools erected in those parts of the district. Obviously all these matters could be as well taken care of by one board as by another no matter whether the district was small or large. The point to be noted here is that in all cases of districts 7 and 8 there were no special elements of public relations between committees and boards which necessitated action by a particular board of the small district.

Districts 1 and 8 each had one reference to the paying of expenses of children injured while playing on the school grounds. In neither case was any definite action taken in so far as the minutes would indicate since discussion was deferred to a later date in each case, and later minutes did not mention the matter again. Legal action would no doubt have to be taken in such cases to determine the legal status of school districts on the point of paying out school moneys to defray such expenses. It will thus be seen that the final outcome in such cases would not involve such public relations between the board and the school patrons as could not be taken care of by the heads of the schools.

Districts 1, 8 and 15 had references to petitions from school patrons. In each case these were petitions for such things as were mentioned under "meetings with com-

mittees representing the public" and should properly have been included under that term.

District 6 had one reference to the practice of the principal of sending pupils on errands during school hours. The board instructed the clerk to inform the principal that such practice must cease. It was apparent, from the record of the discussion, that a parent had carried protest to the board against having his child take time out of school to run errands. It did not appear from the record, however, that the teacher had been approached by the board to offer any explanation. The element of public relation presented in this case could surely have been taken care of by the principal. We are naturally unable to predict what the outcome would have been if there had been no local board to hear the complaint of this parent. A guess can be ventured, though, that if such had been the case, the parent and the principal would have disposed of the matter to the satisfaction of both.

The items which have been discussed in this chapter are numbers 23-33-47-52-55-67-81-85-110. These items were found in the minutes of from one to thirteen of the twenty district boards. The grand total for the thirteen districts is ninety-five; but the grand total for district 1, the largest, is sixty-four. When it is considered that these are all the references to the nine items in the

twelve districts over a period of from three to five years, an average of four and six-tenths years for each, it must be conceded that very little weight can be attached to them in so far as any of the smaller districts are concerned. It must, however, be taken for granted that they do have more significance for the largest district because of the great number of times they are mentioned in its minutes.

The purpose of this chapter was, as stated, to draw conclusions whether the boards have any functions in regard to public relations that cannot be taken care of by the heads of the schools. In so far as the smaller schools are concerned, the study tends to show that there are very few such functions, if, indeed, any. It also indicates that more functions involving public relations devolve upon the board of the largest district. This cannot be taken as any degree of proof that they are of such a nature that the head of the schools of the district is unable to cope successfully with them. It would be fully as reasonable to say that the contrary is true. There is no evidence in the minutes of this district which shows that the head of the schools of the district could not have dealt successfully with any and all problems which involved public relations with the schools. It is, nevertheless, of little consequence whether the head of the

schools in this, the largest, district could or could not take care of the functions which involve public relations since it must be granted that all large districts will have boards of education to take charge of the legislative functions. The matter of public relations will thus be taken care of by one or the other, board or head of the school.

On the other hand, if the boards of small districts have none but legislative functions to take care of, would it not be advantageous to the school population of each of these smaller districts to set up larger districts or to make for some method of legislative control which would insure more adequate treatment of educational policies? The purpose of Chapter 5 will be to consider that phase of the study.

CHAPTER 5

LARGER DISTRICTS

It is necessary at this point to refer to the effect the larger districts have had upon school control and educational opportunity in the county. Richard E. Jagers, Director of Teacher Training, State Department of Education, Frankfort, Kentucky, in a book recently published, has treated this topic in a manner so admirably suited to this discussion that it is convenient to quote him here on "Types of Local School Districts," "The Independent School Districts," and "The City-School District."

Types of Local School Districts

"It is desirable here to discuss briefly the independent and charter districts as they affect county school control. Centers of population have demanded a larger measure of educational opportunity than places with sparse population. The reason for this need not be discussed here. Since an entire county was not ready to go forward with the educational program, leaders in the populated centers succeeded in procuring legislation that favored their cause. It became the practice of centers of population and wealth to separate themselves from the rest of the county and establish independent school systems. With adequate resources at hand superior facilities could be and were provided for the education of the children.

The Independent School Districts

"Under favorable legislation independent districts sprang up in almost all the centers with populations of several hundred. To these districts was given the right to provide the minimum educational facilities. Enterprising citizens anxious to provide adequately for the education of their children moved into these centers, taking with them their wealth, instead of building up the educational opportunities within the rural areas. More people came, more wealth; and road building pro-

grams favored the population centers. In this way superior educational advantages were afforded the children living in the centers, and a relatively inferior type of school program necessarily followed in the rural areas of sparse population and decreasing resources."

The Independent School District

"The development of the independent district has had its advantages, but it has done much to prevent states from offering an adequate program for all the people and to keep them from providing adequate support for all sections. The independent district has caused leaders to migrate from sparsely settled areas to the centers of wealth and enterprise, where they could combine their resources in providing school facilities. This has left a group in areas with little wealth, little leadership, to provide educational facilities of a relatively inferior type. The country districts have made their choice and formed their boundaries."¹

The above citation sums up the situation as it is in Grand Forks County. Here, the enrollment for the five largest districts totals 4,315 for the year 1932-1933. For the same year the total enrollment in the remaining ninety-six districts was 2,386. The largest had an enrollment of 3,473; the other 100 had 3,228 pupils. The non-resident pupils, those from other districts, numbered 34 for the grades and 79 in the high school of the largest district. Thus, it served more pupils than did all the other schools in the county; and its non-resident enrollment exceeded the total enrollment in each of the other districts except five.

¹R. E. Jagers, Administering the County School System, American Book Company, 1934, p. 7-8.

In the minutes of district Number 11 two references were found concerning assignment of teachers. These references did not indicate that the board, in its discussion of what grades or rooms should be assigned to two teachers who were then members of the staff, had in any sense conferred with the principal of the school concerning the matter. Decisions were, nevertheless, made in both instances. Since this district had employed the principal at a salary greatly in excess of that received by the other two, and, since the qualifications of the principal for the office had been passed upon at a meeting prior to the time she was engaged by the board, it would seem fitting that the board should rely upon her judgment in a matter as important as that of assigning the instructional tasks. If the record of minutes in this particular case can be considered dependable, it would indicate that even in districts where three teachers are employed in one school and where one is employed expressly for the office of principal, the board has a tendency to take upon itself the functions which are executive rather than legislative in nature.

In the minutes of district Number 12, a reference was found which indicates a similar tendency to that mentioned above at the same time as it shows that the board was inclined to pass the responsibility on to the teacher. The reference reads as follows: "It was decided that if

the majority of the patrons wished to close school at 3:30 with a half hour at noon, the teacher could do so." This matter could as easily have been taken care of by the teacher alone since it involved only the question of getting the opinion of the patrons, and since the final decision was left to the teacher when the board had considered it. The board obviously did the correct thing when it delegated the decision to the teacher. But why should the board be expected to sit in judgment on a matter which could be so easily taken care of without its intervention?

The study revealed that boards of education in several of the districts did not stress the point of checking the minutes as recorded by the clerk. The extreme case found which illustrates what is meant was that of a district which is not included in Table 1. In that district, no record of the minutes of the board meetings had been kept during the incumbency of the present clerk who has held the office since 1921. His comment, in explanation of this situation, was that the board had never asked him to read the minutes. He also volunteered the information that the clerk who had preceded him in office had not kept any record of minutes of board meetings. In several records no mention was made of motions, merely statements to the effect that "the board decided," "it was decided."

In one record there were eleven items listed with no mention of motions having been made. These items were listed under this statement: "The following business was decided upon." In several cases the minutes were not signed by the president of the board, and in some cases the clerk's signature was lacking. In one instance where they were recorded with apparent care, the clerk stated that he had asked the board members if they wanted them read, but they had signified it was not necessary for him to do so. A number of other cases of similar nature could be cited. It is, however, not the number of such instances that is important, but rather the fact that such omissions of good business practice are apparently common to boards of education. It must be noted in this connection that the minutes of the board of education in the largest district did not contain any such omissions. It may be objected here that the clerks are largely to blame for most of the omissions. Yet, it may also be asserted that if the boards themselves were sufficiently interested in carrying on their school business in a manner consistent with modern business practice, the omissions would not occur.

In District 8 eleven of the sixty-two meetings checked were called solely for the purpose of auditing and allowing bills. This raises a question as to the

feasibility of substituting for the small district boards one board for the entire county, or some larger unit within the county for several of the smaller boards. It is not consistent with current principles of economy to pay school boards to meet merely to transact such routine business as auditing and allowing bills. Especially should this be true of this district which has an enrollment of only sixty-six pupils.

In District 12 the clerk stated that the board had not been able to secure state aid because it had been unable to find information relative to requirements it would have to meet in order to qualify. It must appear quite obvious to the reader that where a board is so limited in resourcefulness and so lacking in aggressiveness that it fails to learn how to qualify for state aid to the district, the wisdom of this board in spending the aid money might also be questioned. It is perhaps as well to dismiss this case with a fervent hope that it is the only one of its kind. It is only fair to other districts to take this position unless and until similar cases come to light.

It must be tenable to assume that none of the cases cited in this thesis would have been found recorded in the minutes of school board meetings had they not been actual transactions of the board. It may be that more of a similar nature should have been recorded, but owing to carelessness, or for reasons known only to the board, they

were not included in the minutes.

As stated in the introduction, this problem arose because of the fact that there seemed to be a great many small, inefficient, and costly school districts in North Dakota. It was also stated that the problem carried with it the likelihood of giving all pupils a more nearly like treatment and opportunity in receiving their education. Before an attempt is made to sum up the inferences that may be drawn from the cases which have been cited, it becomes necessary to make some comparisons with respect to cost of operation in small districts as against that in large districts.

The items in Table 10 are taken from the annual report in the county superintendent's office, Grand Forks County, 1932-1933. In this table A is the largest district and B the totals for the remaining one hundred.

Table 10

Teacher Salaries, Number of Teachers, Enrollment and Total Expenditures in the Largest District Compared to Those of the Other 100 Districts

Teachers' Salaries in Dollars	Number of Teachers	Enrollment	Total Expenditures in Dollars
A 149,930.90	109	3,473	282,233.05
B 130,276.35	171	3,228	213,440.49

The average salary for teachers in district A, the largest in the county, is \$1,375.51. The average cost per

pupil per year is \$81.26.

The total salary for teachers in the remaining one hundred districts of the county is \$130,276.35. If these teachers, 171 in all, were given the same salary as that of the teachers in the largest district, they would receive a total of \$235,512.21. This figure is \$105,235.86 in excess of that which they are actually receiving. Adding \$105,235.86 to \$213,440.49 increases the total expenditures of the one hundred districts to \$318,675.35. Thus, if the teachers in the one hundred districts were receiving the same average salary as are those of the largest one, the average cost per pupil per year would be \$98.72 instead of \$66.12 as it is with salaries paid at present.

It will thus be seen that the difference in per pupil cost as between the one hundred smaller districts and the largest district is accounted for in the item of teachers' salaries alone. Therefore, the fact that the per pupil cost in the smaller districts is less than that of the largest one becomes an argument against the former. For, if the salaries alone account for the difference in costs, it becomes necessary to justify the other expenditures, which must be disproportionately large as compared with those of the largest district. Furthermore, the fact that teachers are paid much less in the

smaller districts is no criterion of the usefulness of these districts in their capacity of giving educational service. It might indeed be the reverse, or let us rather say, an indication of serious shortcomings and inefficiencies in educational service.

It is interesting to note that the largest district has a high school enrollment of 1,114 and the remaining one hundred districts have a total high school enrollment of 517. The average per pupil cost for the classified schools of the state which offer both high school and elementary work is given in Table 11 for the year 1932-1933.

Table 11

Average Per Pupil Cost in North Dakota, 1932-1933

Classification	Number	Elementary	High School
First class	98	\$70.06	\$101.79
Second class	49	67.26	94.87
Third class	43	76.58	104.96
Total	190	71.10	100.91

The average per pupil cost for the one hundred districts in 1932-1933 was, as stated, \$66.12. In computing this average, however, the high school enrollment was not taken into consideration. The per pupil cost for the high school pupils in the largest district for the same year was \$98.10. The 1,114 high school pupils in the largest district thus cost a total of \$109,283.40 for the year. Since the reports from which the state averages given in Table 11 were obtained did not include all the

schools of Grand Forks County which have some high school pupils enrolled, the per pupil cost for high school pupils in the smaller schools of the county could not be obtained. Since the high school per pupil cost for the largest school of the county is very nearly the same as the average for all the high school pupils in the classified schools of the state (\$100.91), it appears reasonable to use that figure to compute the per pupil cost for those high school pupils which were enrolled in the one hundred schools. The figure representing the high school per pupil cost for 517 pupils in the one hundred schools would thus be 517 multiplied by 98.10 or \$50,717.70. Subtract this sum from \$109,283.40. The result is \$58,565.70. This last sum then represents an extra service which the largest district gave to its patrons and which does not appear in the per pupil cost given for the one hundred districts and the largest district, namely, \$66.12 and \$81.26 respectively.

It has been stated that the difference in per pupil cost as between the one hundred smaller districts and the largest district is accounted for in the item of teachers' salaries alone. In the paragraph above, it is shown that the largest district renders a service in educating high school pupils which is much greater than that of the one hundred districts. In addition to these facts we must consider the waste inherent in the small districts in that

each has one or more small school buildings, each of these needing equipment and supplies which are purchased and cared for in an inefficient and uneconomical way. In Chapter 6 these inefficiencies will be discussed with the aid of data taken from an unpublished thesis by O. D. Shively.²

²O. D. Shively, A County Unit Plan of Purchasing and Distributing School Supplies for North Dakota, Unpublished Thesis, University of North Dakota, 1934, p. 28-34.

CHAPTER 6

INEFFICIENCIES PECULIAR TO SMALL SCHOOL DISTRICTS

In his "A County Unit Plan of Purchasing and Distributing School Supplies for North Dakota," Mr. Shively gives data on conditions of purchasing and handling supplies in the rural schools. He sent a questionnaire to 153 rural school teachers, asking them definite questions relating to purchasing and storing supplies. The following tables and comments concerning the supplies are taken from Mr. Shively's study.

Table 12

Who Has Charge of the Buying

Number of Schools	Board	Board and Teacher	Teacher	Per Cent
153	115	23		75
			15	15
			15	10
Total	115	23	15	100

"In the rural schools, as indicated by the table, the teacher has rather an insignificant part in the purchasing or buying of supplies. In seventy-five per cent of the schools the board is rather autocratic in purchasing, while in only fifteen per cent of the cases the teacher has complete charge. In many of the cases reported the teacher is consulted, but is also admonished that if her order is too large, she will not be re-elected. The teacher then gets along with very little, and in many cases without necessities. The clerk, with the sanction of the board, is the purchasing agent in many cases. With the board doing the buying, not knowing the needs of the schools, and the teacher being intimidated, is there any wonder that you find the old maps, no paper towels, little construction work, and out of date books. As a general

rule the county superintendents are doing their best, but with no definite leverage upon the boards, progress is slow."

Table 13

When Are Supplies Ordered

Number of Schools	Spring	Fall	As Needed	Per Cent
153		104		68
			48	32
Total		104	48	100

"Little or no attention is given to the best time of the year to purchase supplies. As is noted by the table, sixty-eight per cent of the schools order in the fall, which seems to be the opposite of the practice in the city schools, which do fifty per cent of their ordering in the spring. This practice of ordering after school begins necessitates the operation of the school without adequate materials until the supplies arrive, which in most cases, is some time after school has started."

Table 14

Ordering for District as a Unit and Submitting Order to Bids

Number of Schools	Submit to Bids		Per Cent	Buy for District As a Unit		Per Cent
	Yes	No		Yes	No	
153		153	100	98		64
					55	36
Total		153	100	98	55	100

"It is evident from the above table that the schools of some districts do not even make use of any discount which might be had by purchasing the entire order for the district as a whole. Instead, in ninety-eight schools out of the 153, each separate school makes out its own order at catalog prices and pays freight and expresson these small shipments. In thirty-six per cent of the schools they order for the district as a unit. In none of these cases do the boards submit the

order to bids, which in most cases, would net them about twenty-five per cent discount. By ordering as a unit for the district, there would be a substantial saving in cost of supplies as well as saving of transportation. In the preceding table it was shown that thirty-two per cent of the schools order as supplies are needed, which also increases the transportation charges. This type of purchasing is wasteful and inadequate."

Table 15

The Teacher and Her Order

Number of Schools	Is Your Order Changed by the Board?			Per Cent
	Not Changed	Cut Some	Cut Drastically	
153	18	13	—	9
			66	48
			66	43
Total	18	13	66	100

"In the questionnaire the question was asked the teacher if her order was carefully and conservatively made out. In all of the responses the teacher replied, "Yes." In the majority of the cases the teacher added that they even cut actual necessities so their order might not seem too large. With this painstaking ordering on the part of the teacher, we find that in forty-three per cent of the cases the orders were cut drastically, and in only nine per cent of the cases were the orders left unchanged. However, forty-three per cent of them were only changed slightly."

Table 16

Purchasing and Paying

Number of Schools	Do Your Purchase From			When Are Bills Paid			Per Cent
	Local Dealer	Supply House	Per Cent	Monthly	Quarterly	Yearly	
153	15	138	10	4	135	2	88
			90			15	10
Total	15	138	100	4	135	15	100

"In 138 of 153 rural schools the supplies are ordered from school supply houses. As for paying their bills, we find that in eighty-eight per cent of the cases, their bills were paid every three months, due to the fact that the board met quarterly. However, in ten per cent of the cases the bills were not paid until the end of the year. This is quite different from the larger city schools, in which the bills are paid monthly, thus allowing the schools to secure valuable discounts. It seems that some method of paying bills more readily is quite necessary in the country schools. If bills are paid within a month, most supply houses grant discounts, while in cases where the bills run from month to month, interest is charged. A substantial saving to the district could be realized if they would develop a more business-like paying machinery. According to the results of the questionnaire, ninety-two per cent of the schools received no discounts, or at least such discounts were unknown to the teachers. This, of course, was due to the lack of knowledge of buying and paying principles...."

Table 17

Where Are Supplies Stored

Number of Schools	Halls	Sheds	Basements	School-room	Cupboards	Per Cent
153				121		79
	18					12
		9				6
					3	2
			2			1
Total	18	9	2	121	3	100

"From the above graph it is quite evident that there is no definite place for storing supplies. The favored place is the school room, which is true in seventy-nine per cent of the schools. This, as it can readily be seen, is not a desirable place as every student has contact with them. Wasteful as this may seem as a storage place, yet it is the only place in the country school. Twelve per cent of the teachers used the halls. Other schools listed such places as sheds, cupboards, basements and clerk's home. It seems that cupboards would be quite desirable, but only a few had

them. Most of these places were merely a place to put supplies in order to get them out of the way. One teacher reported an oversupply of toilet paper which had been order by the clerk, in fact, enough for a three-year supply. As no place in the building offered sufficient space, the extra paper was placed in the attic of the outside toilet. The rain and snow came and fell upon that toilet paper and as the roof was not tight, there was a great loss. As a result the supply was only sufficient to last one year. In this single case the loss was sufficient to have guilt a good storage place for supplies. The storage problem, as well as purchasing, should be controlled by the county purchasing agent and county superintendent."³

Table 18

Possible Savings for a Single School and County if County Purchasing Were Adopted. Figures Quoted from Northern School Supply Company, Fargo, North Dakota

Item	School Order	County Order	School Prices	County Prices	Amount Savings	School Savings	County Savings	Per Cent Savings
Pencils	6 $\frac{1}{2}$ G	100G	3.25	2.77	.48	3.00	48.00	11 $\frac{1}{2}$
Paper	2 G	2G	1.95	1.66	.29	.54	6.95	15
Drawing paper	7 R	110R	.60	.51	.09	.63	9.90	15
Scissors	3/4D	113/4D	2.15	1.83	.32	.24	4.08	15
Assorted crayolas	5Px	55Px	2.15	1.83	.32	1.60	17.60	15
Chalk	5Bx	55Bx	.65	.56	.09	.45	4.95	14
Paste	6 $\frac{1}{2}$ qt	60qt	.75	.64	.11	.71	6.60	15
Towels	2 Es	22Es	3.60	3.06	.54	1.08	11.80	15
Toilet paper	5 Es	55Es	5.75	4.89	.86	4.30	47.30	15
Soap	6Gal	66Gal	1.40	1.14	.21	1.26	13.86	15
Oil	9Gal	100Gal	2.50	2.13	.37	2.43	27.00	15
Brushes	2	22	5.00	4.25	.75	1.50	16.50	15
Ink	2Gal	22Gal	2.00	1.70	.30	.60	6.60	15
Erasers	2 G	2 G	1.95	1.66	.29	.54	6.96	15

³O. D. Shively, A County Unit Plan of Purchasing and Distributing School Supplies for North Dakota, unpublished thesis, University of North Dakota, 1934, p. 28-34.

Table 19

Possible Savings for a Single School and County if County Purchasing Were Adopted. Figures Quoted by Colborn School Supply Company, Grand Forks, North Dakota

Item	School Order	County Order	School Prices	County Prices	Amount Savings	School Savings	County Savings	Per Cent Savings
Pencils	6½ G	112	2.95	2.60	.35	2.18	39.20	11.9
Paper#100	18 R	303	.46	.43	.03	.54	9.06	6.9
Drawing paper	13 R	221	.46	.42	.04	.52	8.84	8.2
Scissors	3/4D	10½	2.10	1.75	.35	.25	3.65	16.6
Assorted crayolas	1 G	23	2.15	1.97	.18	.18	4.4	8.5
Chalk	1 D	204	.55½	.57	.04½	.54	9.18	8
Paste	8½qt	114	.75	.53	.22	1.43	25.08	29.9
Towels	2Cas	28	3.35	2.95	.40	.80	11.20	11.9
Toilet paper	5Cas	59	5.10	4.20	.90	4.50	53.10	17.7
Soap	6Gal	90	.95	.80	.15	.90	13.50	15.7
Oil	9Gal	81	2.35	2.00	.35	3.15	31.35	15
Brushes	2	15	5.20	4.34	.86	1.72	12.90	16.5
Ink	2Gal	20	2.25	1.84	.41	.81	16.20	14.5
Erasers	6	19	18.40	17.35	.95	1.18	18.05	5.9

"The above tables were compiled from orders sent to two of the supply houses in North Dakota. They show the savings of the county plan over the district system of purchasing.

"In determining the amounts of the orders that are used in this paper, we used the following allotment sheet which is advised by the National School Supply Association in their study of present practices in the selection, purchase and distribution of school supplies.

Blackboard erasers - 5 per teacher per year
 Crayolas, white - 1 box per 20 pupils per year
 Crayons, colored - 1 box per teacher per year
 Composition paper, 8 X 10½ - 30 sheets per pupil, grades 1-8
 Drawing paper, Manila, 9 X 12 - 15 per pupil, grades 1-8

Ink - as needed
 Paste - quart per teacher per year
 Pencils - 10 per pupil, grades 5-8 per year
 Scissors - ordered upon requisition
 The orders for floor oil, brushes, soap, toilet paper and hand towels were based on the amounts used in a single school in a year."⁴

Mr. Shively reported results of other questions in the questionnaire dealing with standard quality of supplies, relation of per pupil cost and the budget, cost of supplies. His conclusions were that no attention was paid to standard quality in the smaller schools. In no case was there any co-operative buying of supplies in the county. Little or nothing is done in figuring the per pupil cost or estimating for the coming year what the costs will be. He concluded that the cost of supplies in the smaller schools was estimated by the teacher, and that the annual report of the clerk to the county superintendent usually gave this figure too low. Mr. Shively concluded that a twenty-five per cent saving could be secured by a county unit plan of purchasing supplies, and that approximately \$106,000 could be saved yearly in this state if present methods were discarded for such a plan.⁵

In addition to the inefficiencies in buying, ordering, storing, paying for, and estimating needs of and costs of supplies, we find in the above cited study eviden-

⁴O. D. Shively, loc. cit.

⁵Ibid., p. 35-38

ces of the fact that boards of smaller districts arrogate to themselves the functions which should be delegated to the heads of the schools. Since the members of the boards do not do the work of the teacher in the schoolroom, they can know little of the needs of the school in the way of supplies. Their knowledge of what textbooks to use or when textbooks must be considered to be out of date is necessarily very limited. Their understanding of sanitary needs in the way of supplies and equipment is also limited because of the fact that they do not know the conditions that exist in the schoolroom. Yet they consider themselves the logical persons to decide what is and what is not needed in quantity as well as quality. Many of the needed supplies are not at hand when they are to be used. Often the teacher is denied the use of supplies which are absolutely essential to successful work in the schoolroom. Such conditions do not exist in the larger school systems. The type of men who serve on the boards of large districts are more likely to be better equipped in education, experience, and judgment than are those of smaller districts. This view was expressed by Jagers in a citation earlier in this study. It is repeated here:

"The independent district has caused leaders to migrate from sparsely settled areas to the centers of wealth and enterprise, where they could combine their resources in providing school facilities. This has left

a group in areas with little wealth, little leadership, to provide educational facilities of a relatively inferior type."

The data gathered from the minutes of the twenty school boards give unmistakable evidence that the work of school boards in the districts of small school population is of a routine nature. The variety of items is so limited and the nature of the work is such that it can readily be executed by a centralized board.

The data indicate that the boards of the small districts are needlessly repeating the same functions and that they have no functions in regard to public relations that cannot be taken care of by the heads of the schools. In many instances the minutes contained ^{items} which indicated that problems were deliberated upon by the boards which should have been acted upon by the teachers or principals and which were not brought to them for consideration. In one case the board decided what rooms and grades the teachers should be assigned to without consulting the principal. One board deliberated on the matter of shortening the noon hour and dismissing earlier in the afternoon only to turn the matter back to the teacher to decide. In the few cases where the teacher could not cope with the situation, such as forcing the parents to send their children to school, the boards had to resort to outside assistance from either the county superintendent or the county attorney.

It is, however, not only a question of whether the teachers or the heads of the schools can successfully carry on without the intervention or assistance of local boards or whether the work can be executed by a centralized board. Added to these considerations are such questions as these: (1) Could better educational facilities be secured by centralization? (2) Is there evidence of inefficiency under the present system? (3) Are these small districts more costly in proportion to the educational service they render than are large districts?

Much has been written in recent years relative to the fact that many states have more school board members than they have teachers in their schools. Since school board members are paid officers of the school district in the majority of cases, the added expense amounts to a considerable sum. The sum paid out in school board salaries and school board expense in Grand Forks County in 1932-1933 was \$12,793.93. The figures for the county, for the largest district in the county, and for the other 100 districts, all for the year 1932-1933 are given below.

Table 20

School Board Salary and School Board Expense in the Largest
District, in 100 Districts and in the County^a

Subdivision	School Board Salary	School Board Expense	Sum of School Board Salary and School Board Expense
County	\$7,739.40	\$5,056.53	\$12,795.93
Largest district		3,813.17	3,813.17
100 districts	7,739.40	2,243.36	9,982.76

^aThese figures are taken from the annual report of the county superintendent of schools, Grand Forks County, 1932-1933.

The enrollment in the largest district for 1932-1933 was 3,473, and for the other 100 it was 3,228. The added cost per pupil in the largest district was therefore \$1.09 and for the 100, it was \$3.09 because of school board salary and school board expense. It is a costly system which requires the payment of \$2.00 more per pupil in the small districts than is paid in the largest for the items of school board salary and school board expense. When one compares the facilities which are provided and the service rendered by the boards in the respective districts, one must of necessity pause and wonder how we have permitted the present organization to continue as long as we have.

Part of the school board expenses for the 100 districts is readily accounted for as expenses of school board elections. Only eight of the districts checked gave the

number of votes cast at annual elections and some of these did not give the figures for all the years checked. The figures are tabulated below.

Table 21

Number of Votes Cast at Annual Elections

District	2	4	10	11	13	14	17	19
Votes	9	5	40	3	5	4	7	16
cast	22	5	13	4			5	17
	138	6		3			5	
	19			4				
				4				

If the number of votes cast can be considered indicative of the extent to which the voters of these districts were interested in school progress, it is small wonder that education advances but slowly in the small districts. Let us consider the five districts where the number of votes was the smallest.

Table 22

Number of Votes Cast in Each of Four Districts

District	4	11	13	14	17
Votes	5	3	5	4	7
cast	5	4			5
	6	3			5
		4			
		4			
Enrollment	146	32	22	17	11

Even the district with an enrollment of 146 must lack the type of leadership which can stir the community to take interest in its most important activity. One excuse for the existence of small districts has been the plea of

democracy in local government. It must be conceded that the above mentioned facts do not confirm the contention that these districts are ruled in a more democratic manner than they would be under a centralized organization which would control the educational system for the entire county. It would be quite possible for anyone so inclined to set up a patriarchy in such districts as the five mentioned here.

The writer found one district where the clerk was the son of the treasurer of the district. The district had two schools, each of which had the daughter of a school board member for teacher. One teacher had been in charge of her school six years and the other had taught seven years in the other school. Thus, each of two school board members had a daughter teaching in the district and the third member of the board was the father of the clerk. Three families were here ruling the district and determining the policies which should govern in these two schools which had a combined enrollment of twenty-nine pupils. No minutes of board meetings had been recorded during the incumbency of the present clerk who took office in 1921. The clerk asserted that no minutes had been placed on file by the clerk who preceded him in office. The treasurer and the clerk would use check stubs and vouchers to make out the annual report for the district, but no other records of school

board transactions were filed. Surely, such a condition must result in stagnation within the schoolroom.

There can be little doubt that school control is patriarchal in nature in many of the smaller districts. Perhaps such control would be harmless in some cases, but it would be more likely to result in stagnation than otherwise.

Table 23

Items from Table 12 Which Are Peculiar to Large District
Only

Item	Number
33 Meeting educational, social, civil, religious and business organizations of the districts	20
50 Improvement of teachers in service	1
54 Kindergarten	3
59 Leave of absence for teachers	5
75 Night school	6
109 School surveys	4
114 Special instruction for handicapped children	1
120 Summer school	8
128 Teachers' loads	1
130 Tests of fuel and water	8
132 Transfer of pupils	3

Item Number 33 in this table is one which has significance in that it suggests the school should be a community interest and that the board of education should be the hub toward which the educational aspirations of the community should converge. If the community served is large, the service rendered by the board of education through its contacts with these organizations will be

large. The smaller district does not have the opportunity or the leadership to render this type of service. It does not have the opportunity because it has not the facilities in the way of equipment, building space, or teachers especially trained for a variety of types of instruction. The routine of "reading, writing, and arithmetic" still persists in the smaller districts even if the more populous centers have made great strides in educational progress. It becomes increasingly possible to give the type of community service suggested in Item 33 as the school plant is improved and as a greater number of people become interested in a common good. There is more leadership among the greater number represented and this in turn generates more interest and more enthusiasm.

Improvement of teachers in service and leave of absence for teachers are items which indicate that this board of education, perhaps of its own volition, perhaps through the superintendent of schools, has grasped the significance and importance of having experts in charge of the children and of having teachers in charge who are given the opportunity to receive additional training as time goes on. If teachers are granted leaves of absence with the assurance that they will be taken back into the system when they have spent time and money to improve themselves, they are more likely to strive toward the goal of perfection in their work.

Kindergarten, night school, and summer school are items of service which only the large districts can give. Special instruction for handicapped children is naturally given to better advantage by large districts as well. The larger schools provide so well for this group that the general public sees little evidence of the need of this type of service. It might be interesting to speculate on the value of these educational services in the way of keeping children and adults, who have much time to waste, busy and out of mischief and in the way of arousing their interest in things worth while. Suffice it to say that these services should score heavily in favor of the large district.

Teachers' loads were mentioned only once but that once they were given consideration from an efficiency standpoint and not from the standpoint of how much more work could be piled on each teacher, or how many teachers could be eliminated. It happened to be an item from a meeting during depression times but the mention was apparently made for precautionary reasons rather than for the purpose of increasing the load of teachers.

Tests of fuel and water were evidently common practice in the largest district. The importance of the service rendered by this practice is worthy of emphasis. It would seem that all school districts should secure tests

of the water used in their schools. Certainly it is a primary safeguard for the protection of children against the various diseases spread by this medium. The practice of testing coal for ash and water content and buying it with provisions for refund if it is low in B.T.U. and high in ash and water content is an eminently good business practice.

Transfer of pupils is an item which suggest that the large districts have the facilities and have teachers which make it possible for them to transfer pupils from one room to another whenever the need arises. It is not known by the writer whether this is the type of transfer referred to. Possibly it was not; but large districts can and do test and classify pupils to much better advantage than can small districts.

In the study cited,⁶ the inefficiency inherent in small districts was shown. Buying supplies in small quantities and paying freight which is excessive as a result; wasteful methods of storing supplies; not paying for the supplies in time to secure discounts, not getting discounts because ^{of} small quantities bought; buying supplies of inferior quality; buying supplies that are not needed and not supplying the needed equipment are inefficiencies to small districts.

⁶O. D. Shively, loc. cit.

The same data also show that, in proportion to the service rendered, the small district system is very costly. It is evident that when such unsystematic business practices as those mentioned are used, the cost must become high. As stated, the lower cost per pupil in small districts as compared to large ones at present cannot be considered a criterion of the usefulness of the small districts in their capacity of giving educational service. The difference in salary paid by the one as compared to the other is enough to account for the smaller per pupil cost. The per pupil cost for all but the largest district in the county would be increased from \$66.12 to \$98.72 if the teachers in these districts were given salaries equal to the average salary paid by the largest system. Therefore, since the salaries for the largest district total \$149,930.17 and those for the remaining one hundred total only \$130,276.35, the facilities for educational service in these smaller districts should be far superior to those of the larger one. It is commonly accepted, however, that small districts do not have facilities which are at all on a par with those of the larger.

Other conclusions shown from the data gathered are summarized as follows:

There is no marked difference between the work of boards in small districts and that of large ones in

so far as routine items are concerned.

The smaller the enrollment a district has the less the number of types of business that is transacted by the board of education.

Boards of education in small districts do not have any functions in regard to public relations that cannot be taken care of by the heads of the schools.

Boards of education in large districts discuss many more varieties of items and do many types of work which small boards are not called upon to perform.

It is possible for anyone so inclined to take complete control of educational affairs in a small district. A group of two or three may have full control of school policies and set the tempo of educational progress in a district over a long period of time. The small district is therefore not as democratic as its defenders would have one believe.

The small district is not democratic because the type of service rendered and the scope of its service is not at all on a par with those of large ones.

It is difficult, therefore, to justify the continuance of the present organization in this county. A plan will be proposed in Chapter 7 whereby the county organization will be changed in a marked degree.

CHAPTER 7

THE IDEAL UNIT FOR GRAND FORKS COUNTY

It is the purpose of this chapter to suggest a plan whereby the weaknesses inherent in the present system may be obviated.

"There are several types of organization in which the county is the local unit. (1) In a county-unit district, a county board of education has direct charge of the school activities within the territorial limits of the county, and the territorial limits of such districts coincide with those of the civil units of the county. (2) The county-city district provides that outside of independent cities the county board has charge of the school program within the territorial and civil limits of the county and performs all local school functions. (3) The county-graded district system provides that with the exception of independent graded or charter districts, the county board of education has charge of the school program and performs all local school functions within the territorial and civil limits of the county. (4) The county-city graded system provides that the county board of education has charge of the education program and performs all local school functions within the territorial limits of the county outside of city districts and other types of independent systems."¹

There is very little difference in the last three of the types of organization cited above. Type one does have more merit than either of the last three because it provides that the county board of education shall have charge of all school functions within the territorial limits of the county. It does not, however, seem to be especially meritorious in that it provides for districts whose limits coincide with those of the civil units of the county. It may be granted that such an organization

¹ R. E. Jagers, Administration of the County School System, American Book Co., New York, 1934, p. 6.

would be far superior to the present form in this county, but many inefficiencies and inequalities would still remain. Engelhardt has said:

"The civil units of administration adopted in this country were patterned after those of Europe. As they now exist they range from prototypes of the systems from which they originated to corporate organizations of the most modern type which have resulted from an endeavor to meet the needs of an increasingly complex social order. In most part, the changes which have been made in the government of the civil divisions are not the result of a factual evaluation of the network of the existing civil communities concerned, nor a conscious effort to establish a more economical and efficient unit. As in the case of the school districts, the people usually have only permitted slight adjustments in the plan of government. These were outcomes of compromises to meet the strain of rapid growth or to alleviate current political or social unrest and dissatisfactions. The result is that one may find in all states unnecessary duplication of governmental offices and expenditures of public funds, as well as an overlapping of authority resulting in an unduly high cost with correspondingly inefficient public service."

"The civil subdivisions created within a state may or may not be designated as school districts. In the cases in which they are so designated, the municipal corporations, as a whole, are independent of the incorporated school districts occupying the same area. Thus, the same electorate may represent two or more distinct and independent public corporations, each of which is designated by law to perform or render definite, prescribed local services. In many cases, the school districts have included within their boundaries one or more or part of one or more civil corporations. On the other hand, there are cities which, by early state laws or special charter, were given complete or partial jurisdiction over local public education...."²

To have a county unit organization in which the district boundaries would coincide with those of the civil units would not be feasible in Grand Forks County. It

²Fred Engelhardt, Public School Organization and Administration, Ginn and Company, 1931, p. 2-4.

would contain too many small districts. Most of these would be townships; a great many would be villages or small cities; and one would be the city of Grand Forks. Such a plan would, it is true, reduce the number of districts greatly, but the resulting districts would still be far too small to make an effort of reorganization worth while. In 1933, the total school population in the county was reported as 9,675. Of this figure, 5,074 were for the city of Grand Forks, leaving 4,601 as the enumeration for the county outside of Grand Forks. The county has forty-one townships within its boundaries, making an average for each township of 100 or more children of school age. The twenty districts included in this study had enrollments ranging from four to 323, with the exception of Grand Forks City district, which had an enrollment of 3,473. The enrollments for all the districts outside of Grand Forks City are listed in Table 24.

Table 24

Enrollments of Grand Forks County Schools, 1932-1933

<u>Enrollment</u>	<u>Number of Schools</u>
From 4 to 10	20
From 11 to 20	38
From 21 to 30	22
From 31 to 40	3
From 41 to 50	3
From 51 to 60	2
From 61 to 70	2
Seventy-six	1

Table 23 (Continued)

Enrollment	Number of Schools
From 81 to 90	3
One hundred ten	1
From 141 to 150	2
One hundred sixty-seven	1
Two hundred sixty-three	1
Three hundred twenty-three	1
Total	100

The average enrollment in these hundred districts was 31.71; but it will be noticed that twenty had enrollments from four to ten, and thirty-eight had enrollments from eleven to twenty, with twenty-two districts having from twenty-one to thirty. Thus, eighty of the hundred districts had enrollments below thirty-one. Thus, it would seem that a plan which would cut the number of districts down to the number of townships, and which would give each district approximately a hundred pupils, would be a great improvement on the present system. But an enrollment of only one hundred does not permit sufficient variety in the curriculum, nor does it make possible a twelve grade system in each school because the number of pupils would not be great enough to insure any marked economy over the present type of organization.

The Plan

The plan of organization suggested for this county is as follows:

1. Provide for a county board of education. This

board shall consist of five members elected at large for a term of from one to five years, one member to be elected each succeeding year.

2. It shall be the duty of this board to select an expert of national reputation in the educational field to study the educational facilities of the county and collaborate with the board in the work of determining what the educational setup shall be. This work would include such tasks as determining the centers where schools shall be located, the size of each plant, the transportation setup, the available income for school purposes, and other matters of importance to the success of the plan. The care with which this expert is selected and the extent to which the board will heed his recommendations will, in a large measure, determine the initial success of the plan.

3. The board shall have control of all the school moneys within the county and shall "approve an annual budget and may order levied, within certain legal limits, a county school-school-district tax to supplement the funds received from the state school tax and the general county school tax, the latter to be levied on all property in the county"³ and divided between the districts which have been set up in the county on some equitable basis.

³E. P. Cubberley, Public School Administration, Houghton Mifflin Company, 1929, p. 670.

4. The board shall elect a well-trained professional expert to act as a county superintendent of schools and shall fix his salary. This officer shall enjoy approximately the same tenure, rights and privileges as a city superintendent of schools and shall have somewhat analogous administrative and supervisory duties and responsibilities.⁴

5. Each district established in the county shall offer twelve grades of instruction, giving opportunity for and encouragement toward high school attendance.

6. The relation between the board and the members of the teaching staff, between the board and the public, and between the board and secretarial and clerical members of the organizations shall be substantially the same as the relation now existing between the boards of large districts and the groups and individuals referred to above.

7. The individual who is appointed as county superintendent of schools shall bear the same relation to the state educational authorities as does the county superintendent of schools under the present system.⁵

"After a few years of operation under such a county-unit reorganization, each county would have a smaller number of community-center consolidated schools, with partial or complete high schools attached, adequate and professional supervision and direction, and a new and effective type of rural education. What now seems so wonderful and so exceptional, when carried through here and there by some energetic and persuasive county

⁴Ibid., p. 670.
⁵Ibid., p. 673.

superintendent, would then become the rule. The chief right of which the people of the rural districts would be deprived of such an interposition of the State would be the right to continue to mismanage the education of their children."⁶

This statement by Cubberley, in concluding his discussion respecting the application of principles of educational organization and administration to county control,⁷ is indeed applicable to this county.

The Setup

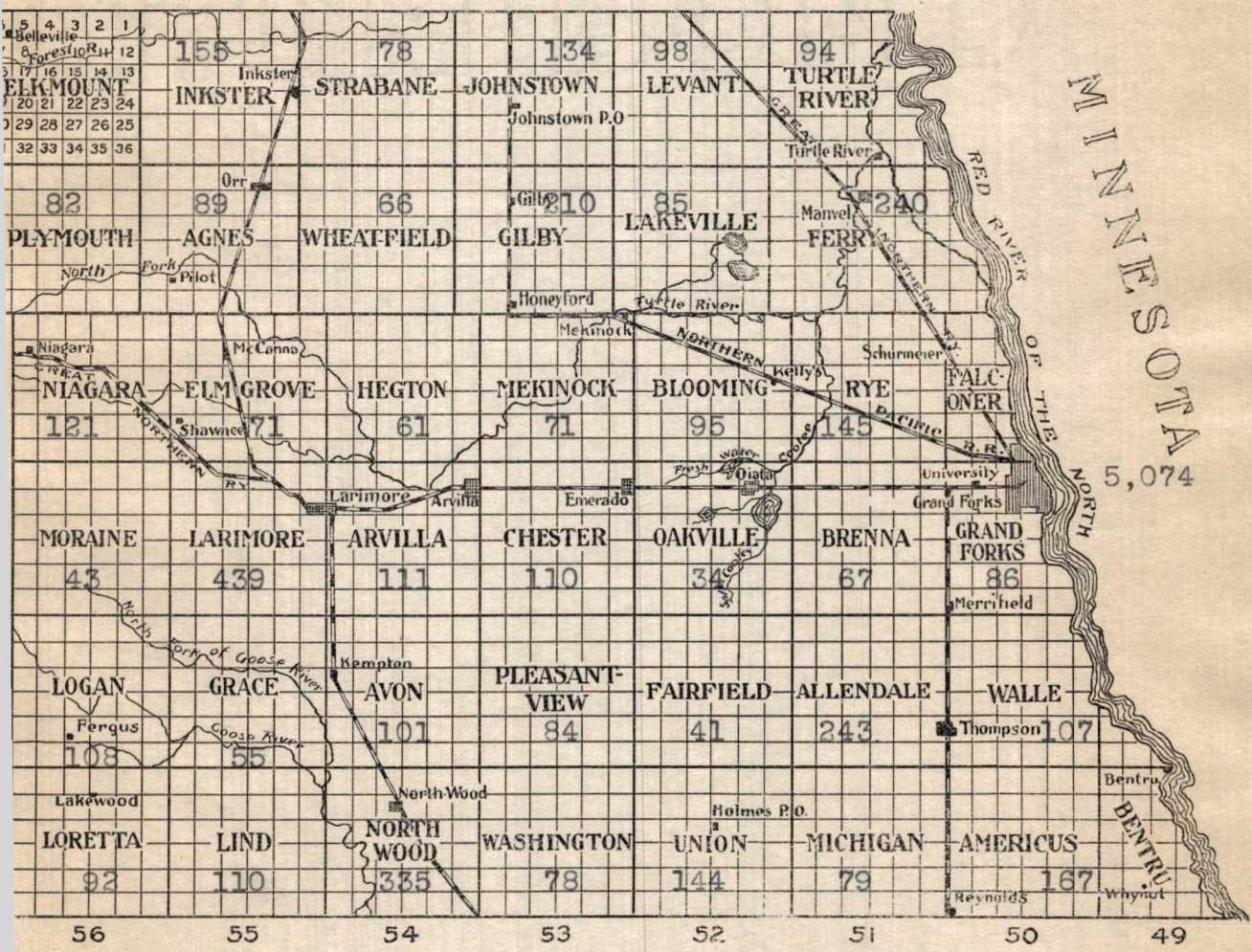
The enumeration of the school population for Grand Forks County in 1933 was 9,675. Of that number, 5,074 were from Grand Forks City. Hence, 4,601 were spread throughout the county. Map 1 gives the distribution of school population by townships as nearly as could be calculated from the enumeration by districts. Map 2 shows the villages and small cities throughout the county which had the larger enrollments in their schools. A few country schools are also included. It will be noticed that there are two figures for Northwood Township. There, two schools are maintained, a rural school for the entire township outside of the city of Northwood and a special district within the city. Map 3 shows the county and state highways and the distribution of school population by townships, together with suggested locations for schools and approximate school

⁶Ibid., p. 675.

⁷Ibid., p. 659-675.

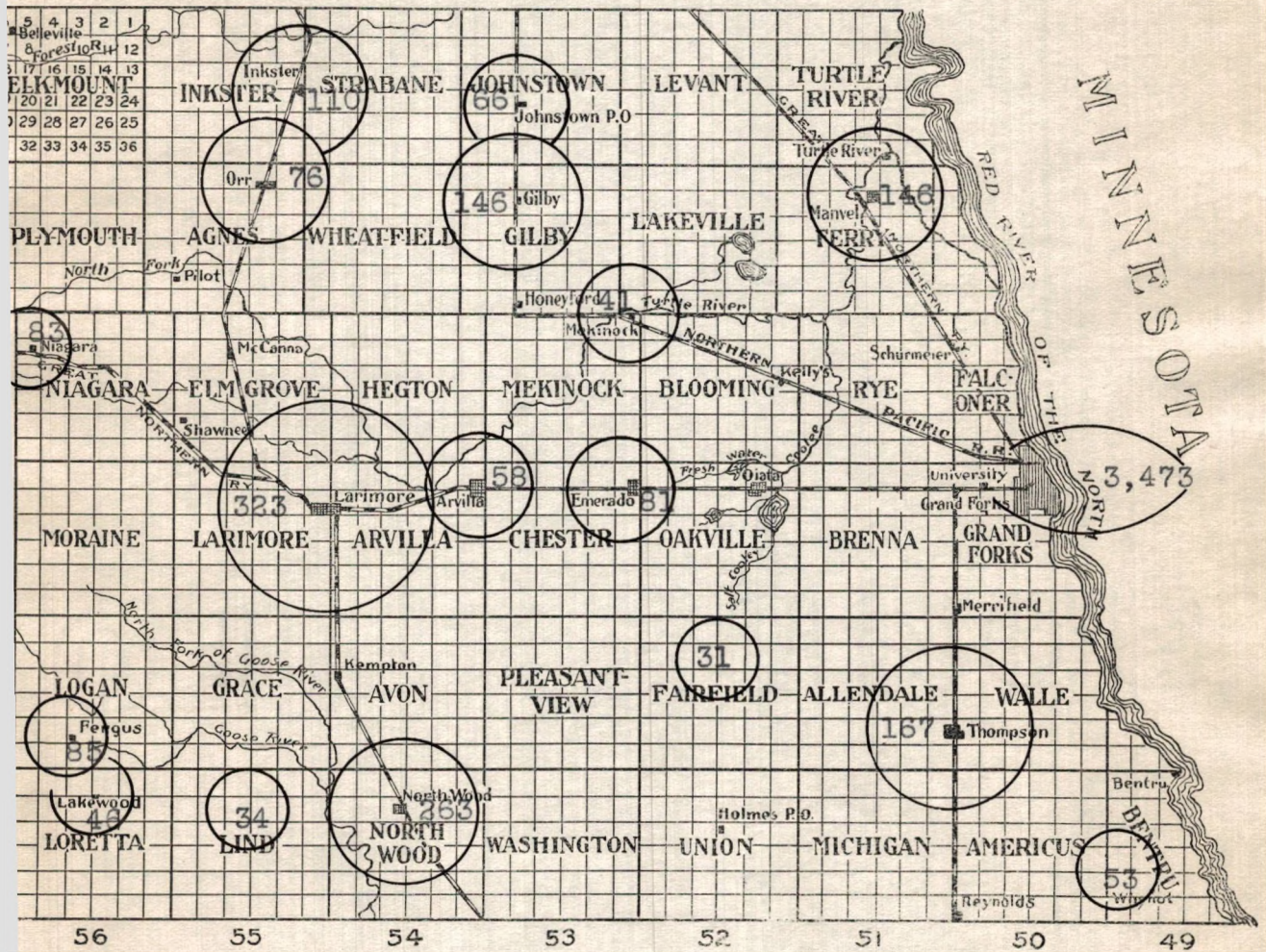
population each school would serve. Map 4 shows the proposed locations of schools, the school population each would serve, the enumeration by townships, and location of towns and villages and townships in general.

Map 1
 The Distribution of School Population in Grand Forks
 County by Townships, 1932-1933



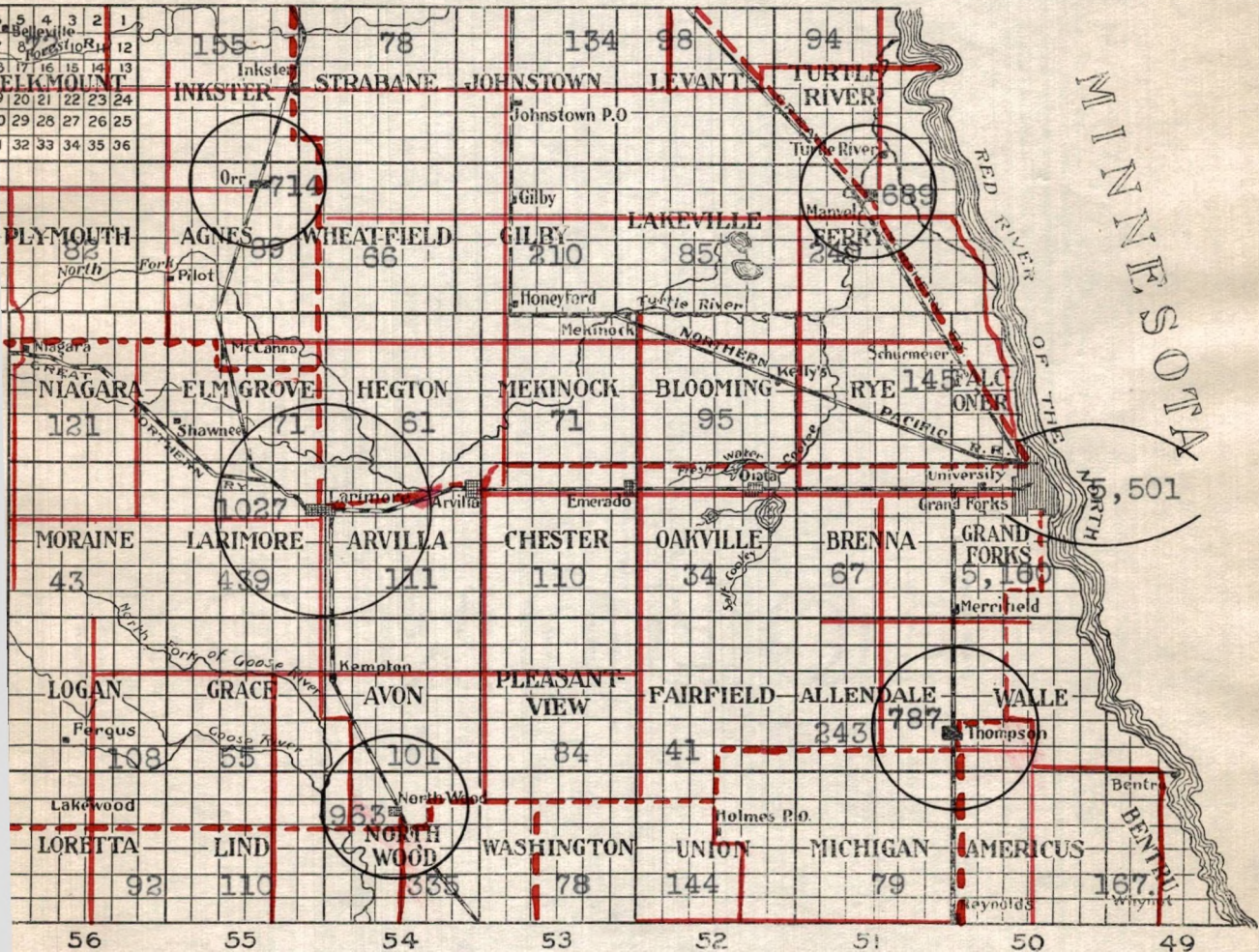
Map 2

Enrollments in Cities and Villages and Consolidated Districts of Grand Forks County, 1932-1933



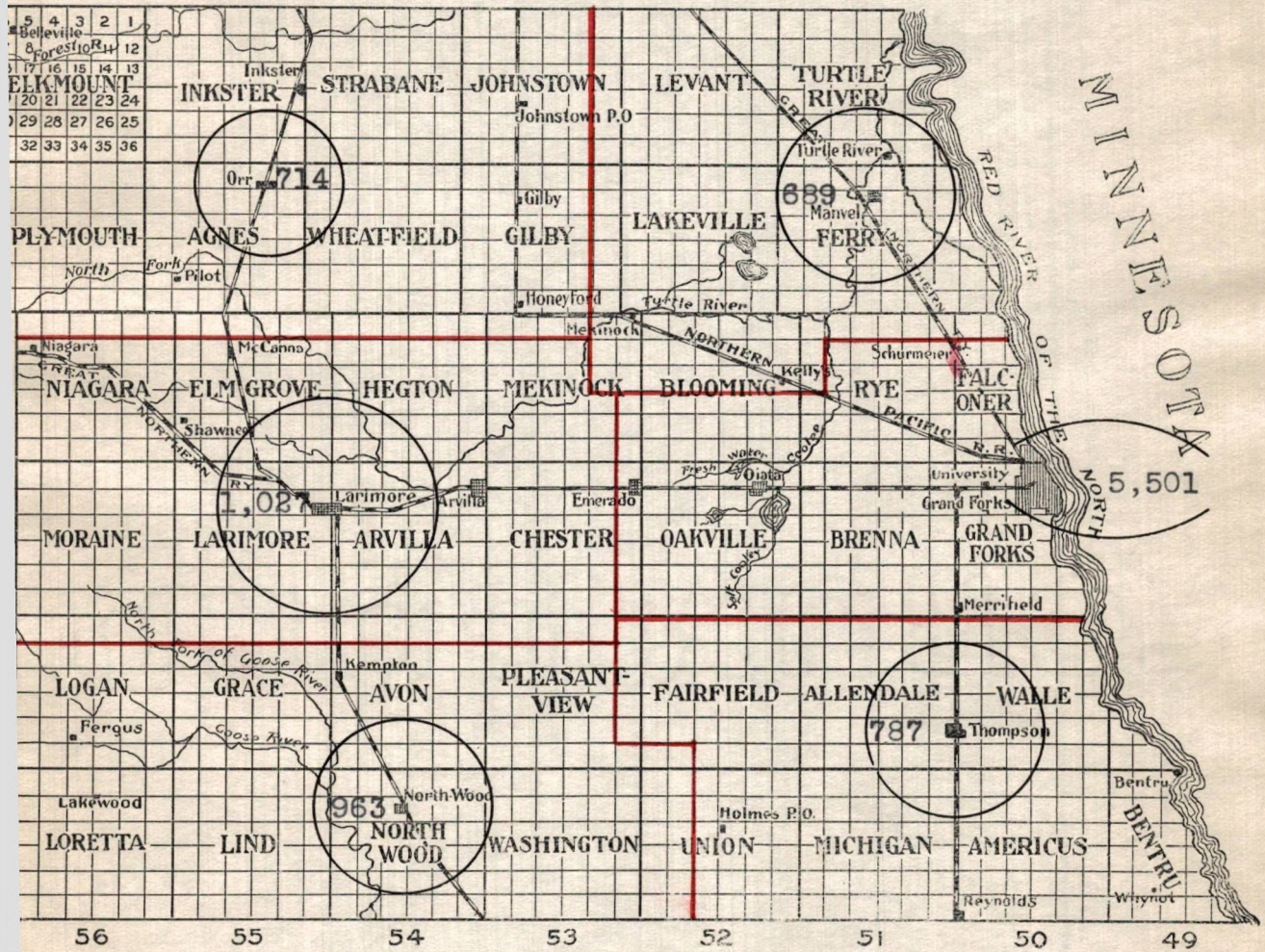
Map 3

State and Township Highways of Grand Forks County, School Population by Townships and Proposed Locations of Schools



Map 4

Proposed Locations of Schools in Grand Forks County Under the County Unit Plan Together with Districts and School Population of Each District



The setup here proposed may have to be altered in detail after a thorough study has been made relative to distribution of school population, highways, mileage, the entire transportation problem, available buildings which are suitable for schools and suitably located, etc.

If the inefficiencies of the present system are weighed against the advantages of a county-unit plan, it must appear that reorganization is greatly to be preferred. The tabulations in this study show how vastly superior is the service rendered by the largest district as compared to that of the small districts. A county-unit plan would give a superior type of educational service to the people of the entire county.

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