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Educational Survey of McLaughlin Independent School District No. 3

Normal Lawrence Esser

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EDUCATIONAL SURVEY OF MCLAUGHLIN INDEPENDENT
SCHOOL DISTRICT NO. 3

A Thesis

Submitted to the Graduate Faculty
of the

University of North Dakota

695/
24

by

Norman Lawrence Esser
'''

In Partial Fulfillment of the Requirements

for the degree

of

Master of Science in Education

June

1937

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This thesis, offered by Norman Lawrence Esser 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 was done.

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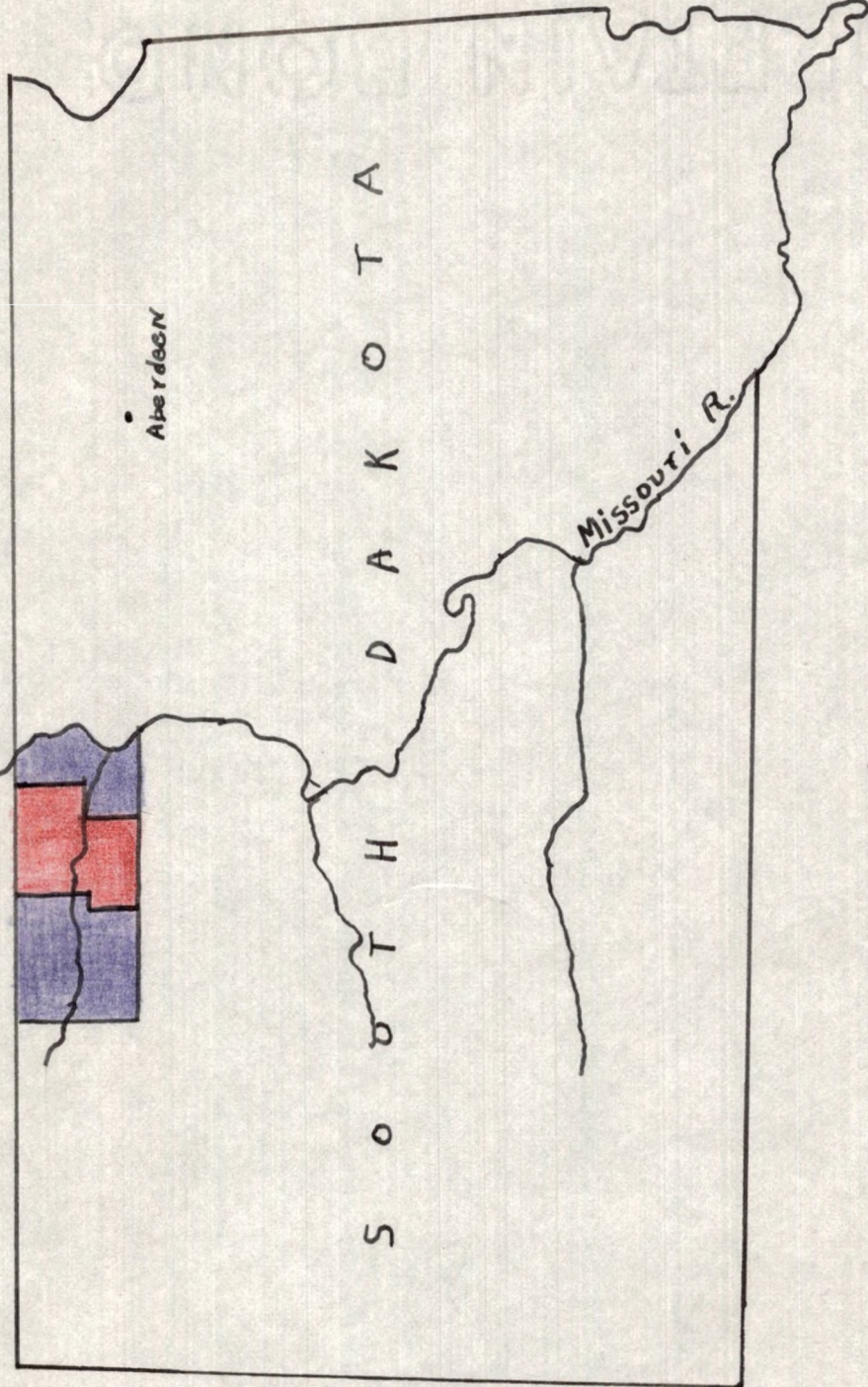
CHAPTER 1
INTRODUCTION

McLaughlin Independent School District No. 3 is situated in Corson County, of the State of South Dakota. The school district is of exceptionally great size. Corson County is situated in the north tier of counties of the state. It is bounded on the north by the boundary line between the state of North Dakota and the state of South Dakota. On the east, the county is bounded by the Missouri River. On the south, it is bounded by two counties, namely Ziebach and Dewey. On the west, Perkins county is the neighbor county.

Corson County is one of the largest counties in the state of South Dakota. It begins on the west banks of the Missouri River and runs for a total distance of eighty-three miles to the west. With its north border on the state line between North and South Dakota, it extends southward for a total distance of thirty-three miles. The county contains about 2,700 square miles.

McLaughlin Independent School District No. 3 is the largest school district in Corson County and also in the state of South Dakota. It contains approximately 672 square miles or about twenty-five per cent of the entire county. Map 1 shows the position of the county in the state.

MAR 1



Aberdeen

S O U T H D A K O T A

Missouri R.

■ CORSON COUNTY

■ McLAUGHLIN School District

The land in both Corson County and McLaughlin Independent School District No. 3 is very varied in quality and contour. The United States Census for the year of 1930 shows that 41% of the land is farm land and the rest is grazing land, timber land, or the so-called "breaks." The land is fairly level but is frequently broken by the appearance of buttes. Many small creeks run through the land and these creeks are lined with tall trees. The creeks have many draws tributary to them and in these draws there are many trees. The trees are about thirty feet tall and the tops of them do not usually show above the level of the ground because of the steepness of the draws.

The rough contour of the land and the great variety in its smoothness causes a problem in travel. The draws are so abrupt and steep that high grades and bridges must be put across them at much expense. Places where bridges and grades have not been built are impossible to cross, and the traveler must go around them, often a matter of eight or nine miles.

Corson County includes much of the Federal Indian Reservation, which is known as the Standing Rock Reservation. The Indians on this reservation are mostly of the Sioux Tribe. About 630,000 acres of land still belong to the Indians, and this land is exempt from taxation. This land almost equals the amount of land which is taxable. The amount of land that is taxable is 640,814.5 acres, as compared to the Indian land of 630,000 acres. McLaughlin District contains 436,890 acres

of land, of which 160,702 acres are taxable. The value of the taxable land is \$1,063,705. The non-taxable Indian land in the district is 218,523 acres of unknown valuation.

The population of the county is mixed, having in the most part Germans, German Russians and Indians with a scattering of the other nationalities. Because of the tremendous size of the county and districts, and the scattered population, it is very difficult to manage and satisfactorily minister to the educational needs of the children.

This thesis is being written in an attempt to better educational conditions in the county. Many factors enter into the school systems of the county and only by a thorough study of the factors can any progress be made educationally.

The Problem

In a county and school district of such size there are many problems which can be investigated. An attempt will be made in this thesis to only investigate certain definite problems. All material has been gathered with these definite problems in mind and all material will be interpreted with these rather definite problems in mind. The problems are as follows:

1. Make a financial survey of McLaughlin Independent School District No. 1 in an attempt to solve its trouble of lack of funds;

2. Investigate the financial ability of this school district to maintain schools;

3. Study the income and expenditures of this school district;
4. Devise means to increase the financial efficiency of this school district and recommend financial plans;
5. Study schools, school population and teacher personnel both in Corson County and in the McLaughlin Independent School District No. 3;
6. Discover the trends in schools, school population and teacher personnel;
7. Investigate the non-enrollment problem in the district with special reference to those of high school age;
8. Find the cause for non-enrollment in the district at high school age;
9. Devise means to secure better enrollment of those of high school age;
10. Investigate the need for a dormitory and make general plans for the establishment and management of dormitories.

Delimitation

There are many other problems which are confronting the school men in this section of the state. The school officers in this school district have many other problems by which they are confronted. Some of these problems are: delinquency of taxes, locating of schoolhouses, plans for control of the schools in the district, budget study, supervision of instruction in the rural schools, language problems in rural schools, non-attendance and laxity of compulsory attendance

law enforcement, and supply and book management

No attempt will be made to solve any of these problems, because they are too many and too great to attempt in a study or thesis of this size.

Method of This Study

The general plan was to gather all of the available data from the county superintendent's office, county auditor's office, county treasurer's office, clerk of the school board's records, and treasurer of the school board's records.

The material was then sorted into the various divisions stated under the table of contents. The material was then organized and an attempt was made to solve the problems as listed.

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CHAPTER 2

ANALYSIS OF THE INCOME OF MCLAUGHLIN INDEPENDENT DISTRICT NO. 3

The income of the McLaughlin Independent School District No. 3 has been diminishing for the past three years. During the year between July 1, 1933, and the same date in 1934, the income diminished from \$74,898.00 to \$70,915.00. Between the year of July 1, 1934, and the same date in 1935 a further diminishing to \$63,561.00 took place.

In the year of 1933-1934 out of the total income of \$74,898.00 for the district, \$50,409.00 of this total had been raised by local district taxation. This is 67.3% of the total taxation which is raised by local taxation. From outside sources, the district received 32.7% of the total amount raised.

During the year of 1934-1935, the district had a total income of \$70,595.00. Of this amount, the district raised \$51,569.00 or 72.7% by local taxation. The district received \$19,026.00 from outside sources, or 27.3% of the total amount raised.

During the year of 1935-1936, the total income dropped to \$63,561.41. Of this amount, \$45,657.41, or 71.8%, was raised by local taxation. From outside sources the district received \$17,903.68 or 28.2% of the total.

Table 1
Income of the McLaughlin Independent School
No. 3

Source	July 1, 1933 to July 1, 1934	July 1, 1934 to July 1, 1935	July 1, 1935 to July 1, 1936
1. Total District Tax	50,409.72	51,569.02	45,657.41
2. Outside Sources	14,289.28	19,026.57	17,903.68
TOTAL	64,699.01	70,595.60	63,561.09
Emergency Sources			
3. Federal Emergency Relief Administration	10,199.07		
GRAND TOTAL	74,898.08	70,595.60	63,561.09

Sources

The McLaughlin Independent School District has during the past years received income from ten main sources.

District Tax

One of these sources is the taxation of the property within the district. Taxes are levied within the district for three purposes; namely, tuition fund, general fund, and

and interest and sinking fund.

Gross Income and Sales Tax

The legislature of the state of South Dakota has made many attempts to assist school districts in their financial difficulties. The legislature in 1933 passed a Gross Income Tax Law to aid distressed districts.

The money received by the State Treasurer from the tax imposed by Senate Bill 101 shall be credited as follows: Fifty-five per cent (55%) of all such money shall be credited by the State Treasurer to the general fund of the state of South Dakota. Forty-five per cent (45%) of all such money shall be credited by the State Treasurer to the Interest and Income Common School Fund.¹

Five per cent (5%) of the money received from the collection of the Gross Income Tax imposed by the provision of Senate Bill 101, passed at this session of the Legislature, and included in the fifty-five per cent (55%) credited to the General Fund of the state, is hereby appropriated annually for the benefit and in aid of the common schools of the state in which, by reason of the failure of collection of tax revenues, such schools are unable to operate and function in the providing of reasonable opportunity for the children of school age in such school districts to secure education and instruction in the elementary branches of schooling---.²

This fund was called the Five Per Cent Fund and was distributed to the most needy districts in the state.

The money in the Forty-five Per Cent Fund was distributed in proportion to the number of children in each district of school age as enumerated by the census.

¹Session Laws for 1933 for the State of South Dakota, Chapter 184, Sec. 18.

²Ibid., Chapter 185, Sec. 4.

The Gross Income Tax Law did not collect as much money as was expected. In 1934 it was only \$759,791.

The Legislature in 1935, enacted the Net Income and Sales Tax Law in which five per cent of the revenue is to go for expense of administration, thirty-two per cent of the remaining ninety-five per cent to be apportioned to the schools on the basis of twenty-four per cent to the regular school districts, and eight per cent to be pro-rated in addition to help provide equal opportunities for pupils in financially depressed districts.³

This Net Income and Sales Tax Law was to take the place of the Gross Income Tax Law, which had proved unsatisfactory.

The Sales Tax Law of 1935 was changed by the Legislature of 1937, and they made an attempt to give more money to the schools of the state.

Thirty-five per cent of all money remaining in the General Fund of the state which is derived from the collection of tax imposed by Chapter 205 of the Session Laws of 1935 is hereby appropriated to the public schools of the state and shall be distributed to said schools in the following manner:

1. Eighty per cent of said thirty-five per cent hereinafter designated as the Eighty Per Cent Fund, shall be apportioned annually to the school districts of the state in proportion to the number of children of school age as determined by the last school census;
2. Twenty per cent of said thirty-five per cent, and hereinafter designated as the Twenty Per Cent Fund, shall be distributed to financially distressed school districts.⁴

³R. W. Kraushaar and others, South Dakota Historical Collections, p. 41.

⁴Session Laws for 1937 of the State of South Dakota, Chapter 54, Sec. 3.

McLaughlin Independent School District No. 3 has benefited by both of these various state taxes. The revenue from the sales tax is beginning to come into the various other school treasuries and will probably help the indigent districts.

Indian Tuition

The Federal Government takes cognizance of the fact that Indians do not pay taxes and that they are wards of the government. Districts which have a large amount of Indian land in them are unable to carry the entire burden of the schools for both whites and Indians. The Federal Government therefore makes contracts with these districts whereby the districts are paid for the schooling of the Indian pupils.

Independent School District No. 3 maintained a school in the town of Little Eagle. This school was attended by Indians. The district realized a great deal of money in tuition from this school but the course of study of the State of South Dakota did not correspond very closely with the needs of the Indian pupils. In the fall of 1935, the Federal Government established an Indian day school in Little Eagle, and the educational authorities of the federal government now have complete charge of this school.

The Federal Government has not as yet provided high schools of their own so the sending of Indian pupils to public high schools near their homes is practiced. The McLaughlin

schools have many pupils of Indian blood whose tuition is paid for by the federal government. Tuition is paid at the rate of thirty-five cents a day for days attended. For the high school Indian pupils, who stay in the dormitories, ten dollars a month is paid. A ten cent fee is paid for noon lunches for each pupil per day attended.

State and Federal Aid

The state aid comes mostly from fines, penalties, etc. The federal aid is given for having special departments, such as Agriculture.

Permanent School Fund

The income from the school land and from the sale and investment of the money from the land is apportioned to the school districts on the basis of school census.

The income of this fund has been decreasing since 1931. There was a sharp dropping off of the state income during the years of 1933 and 1934. In 1933, the amount was \$1,255,033.00. In 1934, it was \$887,852.00. This decrease is due to the decreased earning power of the land. - - - Without doubt, this fund is one of the greatest assets and heritages of the schools and should be maintained intact, at all costs.⁵

⁵R. W. Kraushaar and others, op. cit., p. 48.

Table 2
Income of McLaughlin School District
No. 3

Source	July 1, 1933 to July 1, 1934	July 1, 1934 to July 1, 1935	July 1, 1935 to July 1, 1936
1. District Tax General Fund			
2. District Tax Tuition Fund	38,278.67	40,331.17	35,830.96
3. Sales Tax	none	none	22,837.53
4. Indian Tuition	6,422.38	3,906.94	4,792.45
5. State Aid and Federal Aid	956.66	1,429.07	3,987.13
6. Permanent School Fund			4,143.75
7. Outside Tuition		624.71	213.60
8. Interest and Sink- ing Fund	12,131.06	11,237.85	9,826.45
9. Warrants Deducted	2,790.63	2,274.63	1,678.65
10. Other Sources	4,119.61	3,906.94	340.57
11. F. E. R. A.	10,199.07	none	none
12. Gross Income		6,884.28	none
TOTAL	74,898.08	70,595.59	63,561.09

Other Items

The other items listed in Table 2 do bring in some income but the amounts are so small that it is unnecessary to go into detail about them.

Effort

The board of education in an independent school district levies a tax to support the schools in that district. The limit is twenty-five mills on the dollar of the assessed valuation.⁶

The tax levy for 1935-1936 was set at 24.14 mills and was nearly up to the limit set by the legislature. The amount raised by taxation within the district, which was \$45,657.41, was not enough to maintain the schools. The district was unable to finance its schools without assistance from some outside source.

In Corson County, the Chicago, Milwaukee and St. Paul Railroad pays over thirty-six per cent of the total taxes paid. In the year of 1935, the Milwaukee Railroad paid \$130,376.46 taxes for the year. The total tax bill for the county was \$355,584.92.⁷ Without the railroad tax money it would be impossible for the district to realize very much money through district taxation.

Total crop failures during the fall of 1934 and the fall of 1936 caused many people to move from the district. During these two years the rainfall was so slight that the grass did not even grow. The farmers were obliged to buy hay or to ship their livestock out of the country. The federal government through its various relief agencies and

⁶Session Laws for 1937 of the State of South Dakota, Amended Chapter 110.

⁷Information Received from County Auditor.

projects sent much money into the country, and this money alone saved the country from desertion by its people.

Some of the larger sources of money sent into the county by the federal government are: Agricultural Adjustment Administration, Home Owner's Loan Corporation, Agricultural Conservation Program, Federal Land Bank loans to farmers, Resettlement Administration grants, Works Progress Administration money,

Public Works Administration, Indian Emergency Conservation Works, Old Age Pensions, and Feed and Seed Loans.

The Home Owner's Loan Corporation from June 12, 1933, to June 12, 1936, gave out a total of thirty-six loans amounting to \$47,193.00 to the people in Corson County.⁸

Rental and benefit payments of the Agricultural Adjustment Administration between May 12, 1933, through May 31, 1936, totalled \$631,173.01 for Corson County.⁹

The Agricultural Conservation Program paid \$112,155.65 to the farmers during their 1936 program.¹⁰

The Federal Land Bank loaned \$629,400.00 on the farms in Corson County.¹¹

The Agricultural Adjustment Administration paid \$27,892.72 during the first five months of 1936, from January to June.¹²

⁸Information received in answer to request.

⁹Information taken from a chart sent out by the Agricultural Adjustment Administration.

¹⁰Information taken from a chart sent out by the Agricultural Adjustment Administration.

¹¹Information sent by the Federal Land Bank to the newspapers in the county.

¹²Information taken from a chart issued by the Agricultural Adjustment Administration.

The federal government had loaned out over a million dollars up to June, 1935, as Feed and Seed Loans.¹³

During the spring of 1937, the Feed and Seed Administration received requests for 628 seed loans amounting to \$128,055.00. Up to April 24, 1937, they issued 432 loans amounting to \$107,580.00.¹⁴

Roughly estimating the amount from these various sources, we find that over two and one-half million dollars has been sent into the country in an attempt to help financial conditions.

Many more thousands of dollars have been spent in relief work of which there is no accurate information. There have also been items of which no information has been gathered, such as amounts given out through the Indian Department. No information has been gathered about the National Youth Administration or about the money sent home by youths in the Civilian Conservation Corps.

The assessed valuation of all the real property in the county is about \$3,842,678.00. This amount varies with the different years' appraisals, but is accurate enough for our purpose of comparison.

Incomplete records have been gathered which show that two and one-half millions dollars have been spent in an attempt to save a county which has a total assessed valuation of about four million dollars. From the figures, it can be seen that

¹³Information received from the field man in charge of Feed and Seed Loans for the district.

¹⁴Information from a telegram sent to C. Christenson, Editor of the McLaughlin Messenger, by S. P. Lindsey, Jr., Assistant Director of the Emergency Crop and Seed Section.

the federal government has spent approximately three-fourths as much money to save the people and county as the county is assessed.

The district taxes have held up fairly well because of the money which the federal government has furnished. The people have taken these various monies and have used them to pay their taxes so that they would not lose their property.

If the federal government had not stepped in with this money, everything would have been closed up and the people would have moved from the country. Even with all of this money in use, many people moved out. It is impossible to say just what percentage of the people have gone because the records have not been completed up to the present time.

No attempt is being made to go thoroughly through the matter of the financial condition of the county to find the amount of federal help the county has received. This study, although it is too large to be covered in this survey, would, I am sure, prove very interesting.

Budget

The Board of Education of McLaughlin Independent School District No. 3 has been sending in the same budget request for three years -- 1933, 1934, and 1935. They have left it the same because they are levying for nearly the maximum amount which they can legally levy. The limit imposed by statute is twenty-five mills, and they have always levied between twenty-three and twenty-five mills.

The Board of Education shall, on the second Tuesday in August each year or within ten days thereafter, levy a tax for the support of the schools of the corporation for the fiscal year ensuing, not exceeding in any one year twenty-five mills on the dollar of the assessed valuation of all taxable property within the district. The Clerk of said Board of Education, on or before the first day of September, shall certify the levy to the County Auditor, who is authorized and required to place the same on the tax roll of the County, to be collected by the County Treasurer as the taxes of the County. Such receipt shall show the proportionate amounts belonging to the several funds of the Board of such school district, apportioned by the Treasurer thereof according to the relative amounts levied by such Board for the current year.¹⁵

The board of education believes in asking for just about the limit prescribed by law because they know that a large per cent of the taxes are delinquent and that they will not get the full amount for which they ask.

Table 3 is a copy of the annual levy of the McLaughlin Independent School District No. 3 as it has been set for the last three years. If all of the levy could be collected, it then would be unnecessary for the district to get much income from other sources. However, due to the crop conditions only about seventy-seven per cent of the amount levied has been collected. A much smaller percentage than this would have resulted had not the federal government stepped in.

Per Pupil Income

The pupil income has been figured by two different methods and has been set forth in Table 4. One method was by the total income divided by the average daily attendance.

¹⁵Session Laws for 1937 of the State of South Dakota, Amended Chapter 110.

The other method was to take the total enrollment and divide it into the total income.

The trend is towards a decrease in the amount of income per pupil regardless of the method of figuring.

Table 3

Annual Levy of McLaughlin Independent School District No. 3

A. General Fund	\$20,000.00
B. Tuition Fund	27,000.00
C. Interest and Sinking Fund	12,000.00
TOTAL	\$59,000.00

This levy has remained the same for the past three years.

Table 4

Per Pupil Income

	1933-34	1934-35	1935-36
By Average Daily Attendance for Total Income	\$115.23	\$103.66	\$103.18
Per Pupil for Enrollment Income Total	100.53	86.06	86.71
Per Pupil Daily Attendance and District Tax Income	77.55	75.39	74.12
Per Pupil Enrollment and District Tax Income	67.66	62.58	62.29

Table 5
Ability to Get Income from Local Sources

	1933-34	1934-35	1935-36
Tax Rate Mills	22.86	23.68	24.14
Assessed Valuation	2,925,324	2,574,639	2,493,143
Budget	59,000	59,000	59,000

Summary of Chapter 2

1. The total income received is decreasing due to the drop in district receipts.

2. During the years of 1933 to 1936 inclusive, the district has received seventy and six-tenth per cent of its total income from local taxation.

3. During the years of 1933 to 1936 inclusive, the district received twenty-nine and four-tenth per cent of its income from outside sources.

4. Due to the emergency created by poor crops, a much larger amount than ever before will be necessary from the outside sources. This may be taken care of by the increased apportionment of the Sales Tax revenues. If this does not fulfill the need, then some other tax or source must be substituted to bring in the necessary revenue for the district.

5. Income per pupil figured from average daily attendance is \$103.18 yearly.

6. Income figured per pupil enrollment is \$86.71 yearly.

CHAPTER 3
ANALYSIS OF EXPENDITURES

This chapter will deal with the expenditures of the school district for the period of time from 1932 to 1936. An attempt will be made to find items which are proportionally too high, and to find a way to reduce them.

During the fiscal year from July 1, 1932, until July 1, 1933, there was a decrease in expenditures of \$5,877.39.

Table No. 6 shows this drop.

Table No. 7 shows that this decrease in expenditures was caused by a drop in the cost of instructional services. The instructional services costs were reduced by \$6,132.50. The teachers' salaries during this year were cut one-third. A cut such as this is usually followed by teacher resignations and replacement with cheaper teachers. Usually the teachers who are used as replacements are of poorer quality. In this case, it is impossible to tell whether the quality of instruction suffered or whether it remained at its previous levels.

The total expenditures remained at about \$60,000.00 until 1936 when the total dropped to \$56,952.38. This drop was caused by a decrease in the amount expended for the redemption of bonds.

Between the years of 1933-1934 and 1935-1936 there was a further drop in the expense of instructional services. The Clerk's report for the year of 1933-1934 shows that there were

Table 6

Expenditures of McLaughlin Independent School District

	1932-33	1933-34	1934-35	1935-36
1. Total Current Expenses	48,282.50	30,212.24	41,621.94	37,805.79
2. Debt Service	17,331.08	19,324.88	17,070.25	10,934.09
TOTAL	65,613.58	49,537.12	58,692.19	48,739.88
F. E. R. A.		10,199.07	875.00	
Five Per Cent Fund				
Eight Per Cent Fund				8,212.50
GRAND TOTAL	65,613.58	59,736.19	59,567.19	56,952.38

Table 7

Expenditures of McLaughlin Indep. School District No. 3

	1932-33	1933-34	1934-35	1935-36
General Control	2,730.69	2,302.30	2,274.37	2,361.21
Instructional Service	31,061.30	14,729.83	21,036.72	21,541.14
Auxiliary	6,010.18	2,443.17	5,353.72	4,142.76
Operation of Plant	5,708.90	5,845.20	7,116.92	7,060.45
Maintenance of Plant	1,556.26	2,658.78	3,733.64	1,837.92
Fixed Charges	815.70	2,048.25	727.25	436.44
G. Capital Outlay	226.57	182.25	1,049.26	350.59
Interest Warrants	172.90	2.46	330.06	75.28
Total Current Expenses	48,282.50	30,212.24	41,621.94	37,805.79
Redemption Bonds	9,000.00	9,000.00	9,000.00	4,000.00

(cont.)

Table 7 (Cont.)

Expenditures of McLaughlin Indep. School District No. 3

	1932-33	1933-34	1934-35	1935-36
Interest on Bonds	6,110.00	5,839.64	5,145.55	4,456.70
Redemption Warrants	29,513.81	46,678.58	49,176.31	28,084.86
Interest Warrants	2,221.08	4,485.24	2,924.70	2,477.39

thirty schools in operation in the district during that year. The next year's report lists twenty-eight in session - : This accounts for the drop.

The cost of operating the plant held fairly steady during 1932-1933 and 1933-1934. Then it increased in 1934-1935 to \$1,271.72. This increase was due to the fact that the district had started to maintain two dormitories for the out of town high school students. The cost of operation of these two dormitories was put into the cost of operation of the plant

The cost of maintenance of the plant has fluctuated a great deal, reaching a high point of \$3,733.64 in 1934-1935. During this year the district sponsored a Federal Aid project whereby the buildings in the district were repaired and painted. The cost of the material was paid for by the district, and the cost for labor, by the federal government. So even though the cost of maintenance increased during this year, still it was sound economy to put all of the buildings in first class shape.

Expenses for fixed charges fluctuates a great deal because the insurance policies are all written for three years, and in some years more of the policies come due than in others.

The capital outlay expenditures remain constant except in the year 1934-1935. During this year, there was an increase of from \$182.25 in 1933-1934 to \$1,049.26 in 1934-1935. The principal's report for 1933-1934 lists the high school enrollment at 78, with 29 in the freshman class. The principal's report for 1934-1935 shows a high school enrollment of 152, with 84 enrolled in the freshman class. This remarkable increase in enrollment is due to the fact that dormitories were introduced and more country students attended high school. An added impetus to high school attendance was found this year due to the fact that nearly all of the expense of the dormitories was paid by the federal government. This increased enrollment meant that more desks, etc., had to be purchased.

The amount of interest on bonds has been decreasing \$630.00 each year.

The amount of interest on the outstanding warrants has been decreasing since it reached the high point of \$4,485.24 in 1933-1934 and shows that the outstanding warrants are being called in for payment. This amount of decrease can be used to assist in paying off warrant indebtedness and getting the school back on a cash basis.

All of these expenditures seem to have been held down to the very minimum for expense as compared to efficiency. Only one item could be reduced very much and that is the item

of insurance. By adopting a system of insurance such as that which is used in North Dakota, a saving could probably be made in this item. A thorough study should be made of the insurance situation of public buildings in South Dakota, and a plan of insurance should be suggested.

Table 8 gives the proportion of the expenditures classified two different ways. The first is the proportion between the expenditures according to the various expense divisions compared to the total expenditures for the year. The second column is the proportion of the expense divisions compared to the total current expense.

A comparison of this way of computing percentages with the percentages derived at by George F. Stewart in his thesis "Educational Survey of Grand Forks County," University Library of the University of North Dakota, shows that the McLaughlin district stays within the extremes set by his study as reported in Table 14 of his thesis. Two items stand out as high in the McLaughlin percentages; namely, Debt Services and General Control.

Examination of the expenditures for Debt Services shows that the excessive amount is caused by the high payment of interest on the outstanding warrants. All of these outstanding warrants are general fund warrants, therefore an attempt should be made to build the general fund so that these warrants will be paid and that this fund can be put on a cash basis. This should not be done, however, at the expense of another fund.

Table 8

Expenditures of Independent District No. 3 Classified According to Proportion of Total Expenditures and Current Expense for 1935-1936

	Percentage of Total Expense	Percentage of Current Expense
General Control	04.0	05.1
Instructional Service	52.1	65.5
Auxiliary Agencies	07.2	09.0
Operation of Plant	12.4	15.5
Maintenance Plant	03.2	04.0
Fixed Charges	00.0	00.9
Capital Outlay	00.7	
Redemption of Bonds	07.3	
Interest on Bonds	07.8	
Debt Service Totalled	19.5	
Interest on Warrants	04.4	
TOTAL PERCENTAGE	100.0	100.0

An examination of the clerk's report for the 1935-1936 year reveals that the school census, Clerk of the Board, Treasurer of the Board, and the Superintendent salary items are the large ones.

The Clerk of the Board receives a salary of thirty dollars a month. This is not an excessive salary for the amount

of work which he has to do in taking care of the records of twenty to thirty schools.

The treasurer receives a salary of twenty dollars a month. This is not enough compensation for the amount of work he does.

The item of expense for the Board of Education is low. The board members have not been allowed money in return for their work. The legislature of 1937 partially corrected this by allowing members of the independent school districts to receive one dollar a meeting with a limit for the year set at fifteen dollars.¹

Per Pupil Cost

The per pupil cost has been figured on two different bases. The items for debt service, in expenditures, have been left out and only the current expenditures are used as the dividend.

One of the methods used was to divide the average daily attendance into the total current expenditures.

The other method was to divide the total enrollment into the total current expense.

The results are consolidated into Table 9 which is called "Pupil Costs, Exclusive of Debt Service."

¹Session Laws for 1937 of the State of South Dakota, Chapter 109, Sec. 1.

Table 9
Pupil Costs, Exclusive of Debt Service

	1933-1934	1934-1935	1935-1936
Average Daily Attendance	\$76.30	\$62.13	\$71.80
Total Enrollment	58.15	51.57	61.41

Comparisons between the figures arrived at and those of other studies, such as the study made by George F. Stewart entitled "Educational Survey of Grand Forks County"² show that the McLaughlin District expenditures are within the ranges found. In fact, the McLaughlin expenditures are lower than the expenditures of most of the schools found in his study.

The total expenditures per pupil in average daily attendance for the independent school districts for 62 counties in South Dakota during 1933-1934 is \$73.06.³

The expenditures for the McLaughlin District for the same year is \$76.30. In 1934-1935 the district average dropped to \$62.12, and then in 1935-1936 raised to \$71.80.

Summary of Chapter 3

The analysis of expenditures of this district shows that it has an average situation. The various items are in about the same proportion as other school districts, and the total expenditure per pupil is below that of the average of the state of South Dakota.

²George F. Stewart, Educational Survey of Grand Forks County, University of North Dakota Library, p. 63.
³Elementary and Secondary Education in South Dakota, State Planning Board, p. 70.

1. The expenditures classified according to the system used by the state in allocating expenditures on the whole, shows an average situation;

2. The interest on bonded indebtedness has been decreasing quite uniformly at the rate of \$630.00 a year;

3. The amount of interest on outstanding warrants has been decreasing;

4. The per pupil cost in the McLaughlin District is below most of the schools surveyed in similar studies. The costs, however, have started to climb. The per pupil cost based on average daily attendance in the district for 1935-1936 is \$71.80 compared to the state average of \$73.06 for independent districts. This state average is for the year 1933-1934. The figure for McLaughlin for the same year was \$76.30.

No figures are to be had from the state for a later year than 1933-1934.

CHAPTER 4
RELATION BETWEEN INCOME AND EXPENDITURES

A comparison of the assessed valuation of the school district, with the number in the total of the school census of the district, will furnish a means of comparing it with other districts of the state.

Ability to Pay

There are three methods by which ability can be measured.

For example, the unit of measure applied to ability was assessed valuation per teacher or per pupil - - .¹

These two methods may be supplemented by the third which is by child census instead of pupil enrollment.

The valuation per pupil enrolled for the Independent School District No. 3 for 1934 is \$3,124.00. There has been no study made of this valuation for the Independent school districts of South Dakota, but one has been made for the common school districts. A comparison can be made with these districts.

The per capita wealth of the common school districts of South Dakota varies from \$26,541.80 to \$2,179.86. In Corson County the figure of wealth is \$4,395.78.² From the

¹Fred Engelhardt, Public School Organization and Administration, p. 497.

²R. W. Kraushaar and others, op. cit., p. 129.

Table 10
Summary of Income and Expenditures of McLaughlin Independent
School District No. 3

Income	Levy	1933-34	1934-35	1935-36
1. General Fund and Tuition Fund	20,000 27,000	38,278.67	40,331.17	35,830.96
2. Interest and Sinking Fund	12,000	12,131.06	11,237.85	9,826.45
Total from Direct Taxation	59,000	50,409.73	51,569.02	45,657.41
3. Outside Sources	F. E. R.A.	10,199.07		
		14,289.28	19,026.58	17,903.68
GRAND TOTAL	59,000	74,898.08	70,595.60	63,561.09
		<u>Expenditures</u>	<u>5% Fund</u>	<u>8% Fund</u>
4. Current Expense	F. E. R. A.	10,199.07	875.00	8,212.50
		30,212.24	41,621.94	37,805.79
5. Bonds Interest Debt Service		19,324.88	17,070.25	10,934.09
TOTAL EXPENSES		59,736.19	59,567.19	56,952.38

same source we find that Corson County is listed as one of the counties which has the least wealth per capita of all of the counties in the state.³

McLaughlin School District has less per capita valuation than the average for the common schools in the county. Corson County is ranked with the lowest counties in the state for per capita wealth.

³R. W. Kraushaar and others, op. cit., p. 132.

From this comparison it can be seen that the county and the school district do not have the ability to support their schools entirely on their own resources.

Table 11

Assessed Valuation, School Census and Valuation Per Child for McLaughlin Independent School District Given in Dollars

	1933-34	1934-35	1935-36
Assessed Valuation	\$2,925,324	\$2,574,639	\$2,493,143
6 to 20 inc. Census	1,169	1,105	1,127
Enrollment	745	824	733
Valuation per Child by Census	2,502	2,330	2,257
Valuation per Pupil Enrollment	3,926	3,124	3,401

Per Pupil Costs Trends Compared to Per Pupil Income

The per pupil income has dropped during the past few years and is low in comparison with other schools. The per pupil costs had started to increase during the year of 1935-1936. This means that the amount of income from the district must be supplemented with aid from outside sources. The per capita wealth is low so that others who are more able to pay should help contribute to the education of this district which is less fortunate than they are.

Recommendations for the District

A study of the warrant indebtedness shows that the district is attempting to decrease the amount of warrant indebtedness. They have succeeded in getting the tuition fund on a cash basis. A further attempt should be made to decrease the indebtedness of the general fund. This will cause the interest payments on the outstanding warrants to decrease and will save money which is much needed in other places.

Table No. 12 shows the trend of the warrant indebtedness.

Table 12

Warrant Indebtedness of McLaughlin Independent School District No. 3

	1933-34	1934-35	1935-36	1936-37
General Fund	36,075.17	35,866.49	32,226.76	27,217.10
			Cash on Hand	
Tuition Fund	13,517.16	3,452.65	4,303.63	10,148.32
Total Outstanding Warrants	49,592.33	39,319.14	32,226.76	27,217.10

Local taxes were 14.6% delinquent in 1933-1934. In 1934-1935 they were 12.6% delinquent. In 1935-1936 the delinquency rose to 22.6%. In 1936-1937 the expectancy can be that they will be more delinquent than ever before due to the

complete crop and grass failure and the tightening of the federal money which had been sent into the country to help them.

A special study should be made of the next year's budget proposal so that more money can be allocated to the general fund without endangering other funds.

In the Independent school districts it is mandatory by law that in districts which have an area of more than twenty-four square miles two of the five members not be residents of the city contained within the district.⁴ In Independent District No. 3 two members live in the country. One of them at the present time lives about twelve miles from town, and the other one lives twenty-six miles from town. Both of these members have a great deal of trouble attending meetings. During the summer the expense is not so great but during the winter they must often incur other expense besides car travel to attend meetings. Provisions should be made by law whereby these expenses are paid for by the district. The expense of being a board member is so great that some members have been forced to resign. If members are willing to donate their time to the welfare and help of the district, it is only fair that the district in turn pays the actual expense which the members of the board incur in attending to the affairs of the district. They should be given mileage for their trips to regular and special meetings.

⁴Session Laws of 1931 for the State of South Dakota, Chapter 135, Sec. 176½.

Debt Service

Under debt service the following items will be considered: Interest on bonds, redemption of bonds, redemption of warrants, and interest on warrants.

As previously stated, the amount of interest paid on the outstanding bonds has been decreasing. If the amount of bonds taken up each year is \$9,000.00, the decrease in interest is \$630.00 a year. As the amount of outstanding bonded indebtedness decreases, the amount paid for interest will decrease in direct proportion because the interest rate on the bonds is six per cent.

Table No. 13 depicts the situation as it pertains to the bonds and the collection of money for bonds.

Table 13

Facts Pertaining to the Bonded Indebtedness

	1933-34	1934-35	1935-36	1936-37	1937
1. Amount of Bonded Indebtedness	88,000.00	79,000.00	70,000.00		
2. Amount of Bonds Paid Off	9,000.00	9,000.00	4,000.00		
3. Yearly Interest of Outstanding Bonds at 6%	5,839.64	5,145.55	4,456.70		
4. Items 2 plus 3	14,839.64	14,145.55	18,456.70		
5. Amount Collected District Tax for Sinking Fund.	12,131.06	11,237.85	9,826.45		
6. Amount in S. Fund at end of year				July 1-35 31,086.04	
7. Amount of Bonds Due	9,000.00	9,000.00	9,000.00	14,000.00	14,000

Comparing item No. 2 and item No. 3, the totals of which constitute the expenditures for the bonds together with interest on the bonds, or item No. 4, together with item No. 5 of the same chart, brings the picture of the bond situation. In two of the years, 1933-1934, and 1934-1935, the amount taken in for the payment of bonded indebtedness from taxation did not pay for the amount expended for bonded indebtedness.

Item No. 6 gives the amount in the sinking fund on July 1, 1935, as \$31,086.04. This is an exceptionally large amount to be carrying in the sinking fund. Some of this money should be used to pay off the bonded indebtedness, if possible. This money is deposited in the bank and brings one and one-half per cent. The district is losing four and one-half per cent on this item.

An attempt was made by the treasurer of the district to buy up the bonds in their order so that this waste would stop, but the bond holders contacted would not release the bonds until the date on which they were due. The bonds are not call bonds so the bondholders have a right to do this. A constant effort should be made on the part of the district to buy up the bonds before their due date to keep this sinking fund at as low a total as possible. The laws of the state prohibit buying the bonds at anything other than at or below par; otherwise the district probably could buy them at above par.⁵

⁵The Public School Laws of the State of South Dakota, 1937, sec. 34, p. 34.

The board of education was unable to use the sinking fund to buy the bonds ahead of their call dates, so they immediately tried to devise means whereby they could stop this loss. In 1933, the legislature passed a law which gave the board a means whereby they could use this interest and sinking fund. They passed a law the substance of which was, that a school district could use its sinking fund to buy up its own outstanding warrants - provided the warrants come due before the bonds were due.⁶

This the treasurer has been instructed to do, and the warrants have been called in their order. The interest on the warrants is six per cent and the interest on bonds is six per cent. This just balances, and the saving of four and one-half per cent from the previous method of leaving in the bank is made.

The question is: Just how much money should be invested in warrants? A careful study of the income of the district from Table 2 is necessary. The least amount of money which has been taken in for debt service from district taxation is about \$10,000.00. The least amount taken in from district tax for the general fund in excess of that of the tuition fund is about \$5,000.00. It can be safely estimated that according to the present trends of income the district will take in about \$45,000.00 a year for the tuition and general fund combined.

⁶The Public School Laws of the State of South Dakota, 1937, Sec. 6999, p. 37.

This will leave \$14,000.00 of it to go into the general fund where it can be used to buy delinquent warrants. The amount which comes into the interest and sinking fund can be used to pay off the bonds and interest for each year. Then the conclusion is that at least \$14,000.00 of the sinking fund money can be safely invested in warrants from the general fund without endangering the payment of bonds. About \$20,000.00 could be invested without greatly endangering the bond payments if the yearly prospects for crops were average.

The bond payments for the years from now on are \$14,000.00 each year plus interest.

Summary of Chapter 4

The analysis of the expenditures with the income of the district studied proves that much thought must be given to getting financial aid from outside sources if schools are to be kept open. The income from local taxation is not great enough to provide proper schools.

1. The McLaughlin Independent School District No. 3 does not have the ability to finance its schools without financial aid from outside sources. This is especially true during the years in which there is little rainfall;

2. The per pupil income is dropping and the costs are rising. Effort should be made to increase the pupil income. This may be taken care of by the sales tax which is now in force, but if it does not take care of it, some other tax should be devised.

3. A special study should be made of the budget in an attempt to reduce the indebtedness of the general fund. The interest paid on these outstanding warrants is too great and is a total loss to the district;

4. Members of the Board of Educations should receive mileage and expenses for their attendance at regular and special meetings;

5. The money which is now in the sinking fund should be used to buy general fund warrants to save paying of interest to outside sources. Continued attempts should be made to buy the sinking fund bonds before the dates of their maturity. Considerable expense can be saved by so doing.

CHAPTER 5

SCHOOLS, SCHOOL POPULATION AND TEACHING PERSONNEL

Statistics have been gathered for the above mentioned topics for a three-year period. The data will be presented in abbreviated form and a brief discussion will be presented of the trends.

Corson County

Table 14 (a)

Number of Schools in Corson County

	1933-34	1934-35	1935-36
Rural Schools in the County	90	88	85
Number of Independent Districts	3	3	3
Number of Common Districts	13	13	13
Number of Four Year High Schools	4	4	5
Number of Three Year High Schools	1	1	0
Number of One Year High Schools	1	1	1

There has been no significant change in most of the above items. The only change is in the number of rural schools in the county. They have been decreasing and the cause for this is that many people have moved away from the county.

Table 14 (b)

Grade of Certificate Held in Corson County

	1933-34	1934-35	1935-36
Second Grade	3	2	1
First Grade	57	57	62
State	43	42	37
Life	2	5	1
Provisional	14	13	8

Table 14 (Cont.)

Grade of Certificate Held in Corson County			
	1933-34	1934-35	1935-36
High School General	11	10	12
High School Special			5
High School Life			7

These records show that the certification level of the elementary teachers has been lowered in the last three years.

Table 15

Average Salary Paid in Corson County

	1933-34	1934-35	1935-36
Second Grade Certificate	\$52.50	\$55.00	\$60.00
First Grade	57.39	60.78	63.51
State	60.86	66.88	69.41
Provisional Diploma	114.37	108.48	143.22
High School General	78.33	72.44	92.64
High School Permanent	122.78	142.78	146.58
Average Rural Salary	56.52	64.26	63.33
Average City Salary	65.58	74.14	74.59
Average High School Salary	119.89	126.51	129.52
Average Salary for All Grades of Certificates	80.66	88.30	91.58

The salary trend is again towards an increase from the low point of 1932.

Table 16
General Teacher Information in Corson County

	1933-34	1934-35	1935-36
Number of Rural Teachers		90	87
Number of City Teachers		40	46
Number of Experienced Teachers	116	123	117
Number of Beginning Teachers	14	7	16
Number of Teachers in Same School as Last Year	55	60	52
Number of Married Women Teaching	11	13	15
Number of Home Teachers (County)	63	68	70
Number of Imported Teachers	67	62	63
Number of Women Teachers	94	94	97
Number of Men Teachers	36	36	36

Most of the teachers in the county are experienced teachers. There is a strong tendency towards the hiring of teachers whose homes are in this county. Only twelve per cent of the teachers are beginning teachers. The teachers who are teaching the same school this year as last constitute thirty-nine per cent. This rather a high turnover and can be attributed to the fact that the districts are large and the teachers are often moved from one school in the district to another. Some of the schools are more preferable than others.

Table 17
Pupil Enrollment in Corson County

	1933-34	1934-35	1935-36
Total Number of Pupils in Rural Schools	1,276	1,334	1,211
Number of Seventh Grade Graduates		136	172
Number of Eighth Grade Graduates	no statistics		181
Largest Enrollment in Rural Schools	47	40	61
Smallest Enrollment in Rural Schools	4	4	5
Average Enrollment in Rural Schools	14.3	15.3	14.2

Table 18
Miscellaneous Information

	1933-34	1934-35	1935-36
Nine Month Schools	19	64	59
Eight Month Schools	63	28	26
Number of One Room Schools in County	90	91	92
Number of Modern School Buildings	12	15	15
Number of Schools Not in Session	5	9	10
Number of Schools Opened This Year	2	1	2
School Census	3,727	3,585	3,342
Average Tax Rate In Mills	17.34	12.60	15.54
Number Y. C. L. Chapters	103	103	103
One three room government school at Little Eagle has four teachers.			
Value of School Buildings - - - - -	1936	- - - \$480,073.67	
Value of Furniture, Etc. - - - - -	1936	- - - \$65,252.89	

During the year of 1933-1934 very many of the rural schools were running on an eightmonth basis. These schools for the most part were running on a nine month basis in 1934-1935.

The total number of the pupils enrolled in the rural schools has been decreasing.

The number of schools in session has also been decreasing. The number of schools not opening in 1935-1936 was ten.

The most significant trend is the trend in the school census. The total number has been reducing and has reduced 385 during this three-year period. This is slightly over a ten per cent decrease.

McLaughlin Independent District

Table 19

General School Statistics

	1932 1933	1933 1934	1934 1935	1935 1936	1936 1937
No. of Schools in Session	29	30	28	26	21
Total Enrollment	695	745	824	733	
<u>Teaching Positions</u>					
Males Employed Elementary	13	14	10	9	
Females Employed Elementary	21	21	25	22	
Total Elementary	34	35	35	31	28
High School Teachers	5	5	5	6	7
<u>Census</u>					
Total Over 6 and 17 Years of age	955	919	844	835	

Table 19
(Cont)

General School Statistics

	1932	1933	1934	1935	1936
	1933	1934	1935	1936	1937
Total from 17 to 20 Years Incl.	291	250	261	292	
Total All Years	1,246	1,169	1,105	1,127	
<u>Enrollment</u>					
Elementary	695	667	672	583	
High School	90	78	152	150	
<u>Graduates</u>					
Eighth grade	62	49	50	56	
High School	15	11	19	15	

The Number of schools in session in the McLaughlin Independent School District No. 3 has decreased nine in the last three years.

The number of teachers employed in the elementary schools has only decreased by four.

The number of high school teachers has increased by two.

The school census trend is down but the trend is not definite enough to predict the future. The decrease is about ten per cent.

The elementary school enrollment has decreased by 112 pupils, while the high school enrollment has just about doubled since the dormitories have been added to the school.

The eighth grade graduates have varied in number but 54 have graduated each year on the average. This is important

because it will give information in regard to the number of students who can be expected to be in position to go into the dormitories and attend high school. With an average of eighteen graduating from the city school, there is a supply of thirty-four eligible for the dormitories.

Summary of Chapter 5

There is very little difference in the trends of Corson County and of McLaughlin School District. The trends are quite definite and are the result of the lack of money on the part of the citizens because of crop failures.

1. The number of rural schools in the county has been decreasing.
2. The grade of certification of the teachers has lowered a trifle in the last few years.
3. The salary trend is towards an increase from the low point in 1932.
4. Most of the teachers in the county have teaching experience previous to their teaching in the county. Only twelve per cent of the teachers are beginning teachers. There is a marked tendency to hire teachers from the local county for schools in the county. The teacher-school turnover is sixty-one per cent.
5. One-third of the schools in the county are now operating on an eight month basis. There has been a marked

increase in the number which have changed from eight months to nine months for operation.

6. There has been a great increase in the number of schools which have not opened.

7. The total number on the school census has shown a large decrease. The decrease is over ten per cent.

8. The number of schools in the McLaughlin District has decreased from thirty in 1933-1934 to twenty-one in 1936-1937.

9. The school census trend in the McLaughlin District is downwards in number.

10. The high school enrollment in the district has doubled.

11. Thirty-four is the number of pupils graduating from rural schools yearly who could attend high school.

12. The trend in the number of eighth grade graduates and those who are likely to live in dormitories and attend high school should be studied continuously.

CHAPTER 6
DORMITORIES IN DISTRICT NO. 3

It is a principle which is generally accepted among the leading educators that the minimum educational requirement for the present generation is a high school education. A brief attempt will be made in this chapter to study what per cent in this district have been getting a high school education, and to arrive at a conclusion how to give those children in the district an education who have not been getting one.

At the present time about 80% to 85% of the eighth grade graduates enter high school the next fall, and about 70% of the eighth grade graduates graduate from the high school four years later. It is also significant that the last three graduating classes (1932-1933-1934) represent on an average 70.3% of their respective freshman classes.¹

Out of the 35,000 high school students in South Dakota 20,000 are from rural districts.²

The above mentioned statistics refer to the state averages.

During the year of 1932-1933 the school census of District No. 3 was 1,246. During the same year the total school enrollment was 785. There are 461 in the census who are not on the enrolled list.

¹R. W. Kraushaar and others, op. cit., p. 72.

²Ibid., p. 377.

In the year of 1933-1934 the census for schools lists 1,169. The enrollment for schools was 745. Thus there were 424 who were not in school.

In 1934-1935 the school census was 1,105 and the school enrollment was 724. There were 381 who were not in school.

The school census for 1935-1935 was 1,127 and the school enrollment was 723. This leaves 404 who are not listed in the school records.

The above figures show that there is a great percentage of young people who are not attending school that are of school age.

Table 20
Enrollments by Crucial Years

Year	Eighth Grade		Freshmen Enrolled	Seniors Graduated
	Enrolled	Graduated		
1936	64	56	45	18
1935	57	50	84	20
1934	55	49	29	15
1933	66	62	26	22

Table 20 illustrates conclusively the fact that only a very small per cent of the eighth grade graduates in this school district have been attending high school. Out of the eighth grade graduating class of 1933, which contained sixty-two, only twenty-nine enrolled in high school the next year as freshmen. This is about forty-seven per cent. This percentage compares

very unfavorably with the state average of from 80% to 85%. It proves conclusively that very few of the country children had an opportunity to attend high school during this year.

The eighth grade class of 1934 had forty-nine graduates. However, the Freshman class of the next fall had an enrollment of eighty-four. We wonder how this unusual situation can be accounted for. This was the year during which the Federal Emergency Relief Administration dormitories were introduced. Many students had been out of school for three or four years since their eighth grade graduation and took this opportunity to further their education. Thus we find a freshman class of eighty-four when there had been only forty-nine eighth grade graduates the previous spring. Evidently the eighth grade graduates as well as their parents desire the high school education, but they have been unable to get it.

In the spring of 1935 there were fifty eighth grade graduates, and in the fall there were forty-five freshmen in high school. In the spring of 1936 there were fifty-eight graduates, and in the fall of 1936 there were twenty-nine freshmen. These students who graduated should all be in school.

Nearly all superintendents and principals have had students under them from rural schools who have stayed in town away from their parents when they attended high school. These

administrators have learned that many of these students got into trouble, had poor marks or made failures in their school work, and often developed vicious habits which have ruined them for life. In most cases staying away from home while attending high school has not turned out to be successful. The students are removed from all of the restraints of home life and in most cases do not have the development necessary to withstand this sudden freedom.

In South Dakota out of 35,000 high school students 20,000 are from rural districts.³ Most of these students do not live at home and must find places to stay during the school months. They live in places without the care or proper attention which they should get. The school authorities find it impossible to supervise them.

For the past three years the McLaughlin Independent School District, trying to remedy this above mentioned situation, has been maintaining two dormitories.

The students living here live on an average of eleven miles from the high school.⁴ It is impossible to transport these students to school by buses. The distances from school for each individual case varies a great deal. Some of the students live over twenty-five miles away. This distance is too far for everyday transportation in the winter. Very few of the roads are improved and only the main traveled roads

³R. W. Kraushaar and others, op. cit., p. 377.

⁴Questionnaire answered by students and averages computed by author.

are kept open in the winter. There is a high risk of losing lives in bad winter weather that is too great to make hauling by buses feasible.

When the dormitories were first started in the fall of 1934 the laws of the State of South Dakota did not provide for the expenditure of school district funds for the maintenance and support of dormitories for high school students. Schools were illegally expending money for the upkeep of the dormitories.

During the legislative session of 1935 the schools maintaining dormitories brought pressure upon the legislature and the body passed a bill which gave some authority to the school districts. The bill, in substance, gave the districts permission to maintain and operate dormitories, provided that all the funds used by the dormitories were furnished by the occupants of the dormitories. One exception made to this stipulation about funds was that the districts could pay the Deans' salaries.⁵ All other expenses of establishment, maintenance, and operation were to be pro-rated against the occupants. Buildings to be used as dormitories could not be repaired or built with district funds.

This law was not complete enough, so pressure was again brought to bear on the the Legislature of 1937. This legislature amended the law of 1935 and added this provision:

⁵Session Laws of 1935 for the State of South Dakota.

Except as hereinbefore provided or hereafter excepted, no School District Board or Board of Education shall expend school district funds to establish and operate a dormitory or dormitories for pupils in excess of the income from the establishment and operation of such dormitory or dormitories, except that in any school district comprising an area equal to, or greater than, twelve Congressional townships, the School District Board or Board of Education shall have power to build or acquire buildings, operate and maintain a dormitory or dormitories for high school pupils, that in the exercise of such power no Board shall expend school district funds in excess of the income from the establishment and operation of such dormitory or dormitories; and provided further, funds received in payment of tuition of non-resident pupils shall not be deemed or designated as part of such income, and provided further, that said board in any district shall, before exercising such power to acquire buildings for dormitory purposes, submit any such proposed action to the voters of such district for approval at any regular school election.⁶

In the McLaughlin School District the old school building is now used for the boys' dormitory. It is not modern and has many inconveniences. The building should be remodeled in order that it can be used as both a boys' and a girls' dormitory. The plans for the remodeling have been submitted to the Works Progress Administration, and it was approved two years ago. The work was never done because the Attorney General ruled that it was illegal to expend funds at the time. Now that the law has been amended so that the project is legal, the work should be done.

The girls are housed in the new school building which also holds the grade and high schools. This plan is not satisfactory because the entire building must be heated over

⁶The Public School Laws of the State of South Dakota, 1937, Chapter 102, Sec. 4.

over weekends and after school hours with a consequent unnecessary large cost to the district.

Suggestions for Management

The Deans in the dormitories should be especially well-trained for their work. The position as dean requires a great deal of judgment and skill in handling personalities. Deans must be able to keep the students living in harmony. They should have some medical training so that they can efficiently supervise the health of the students.

The state should provide a special course in their educational institutions which would fit its graduates to assume positions as Deans of Dormitories.

Traveling instructors should travel from one dormitory to another, giving instruction in special subjects which are not taught in the high school. Short, intensive courses could be given in Homemaking, First Aid, Dramatics, Agriculture, Boy Scout work, and Music.

Since the students are required to have study hours every night, extra work should be furnished besides their regular class work to keep them busy. If there is too much idle time, problems of discipline arise. The Deans should direct the students in how to best use their leisure time. The head Dean should have complete charge of all dormitory help, and the Dean in turn should be responsible to the Superintendent.

Costs

The Deans should be paid by the state and should be appointed by the state superintendent on the recommendation of the local superintendent. This method of selection and payment for services will give the Deans authority to enforce their disciplinary problems without being subject to the ire of the parents. It is absolutely imperative that the appointment of Deans be given other than local authorities in order to keep in the Deans' hands the necessary authority. The Deans must have this unlimited authority in order to make things run smoothly. It will eliminate much of the so-called "passing of the buck" in disciplinary problems.

The costs of board should be paid for by the students. This cost will average about two dollars a week. The only cost to the country students should be the same expense they would have living in town. They should have the same opportunity that the town children have and at the same cost.

The costs of operation and maintenance of the dormitory should be paid by the state or the federal government. The help necessary to run the dormitory should be paid for by someone other than the local district. It is the duty of the state to provide equal opportunity for the children in a district if the district cannot provide it.

The cost of construction of the dormitory buildings should be divided between the state, federal government, and the school district; that is, one-half should be paid for

by the district and the rest by the state or federal government.

The district should be paid extra tuition or given extra aid by the state for all pupils residing more than two miles from town who live in the dormitory and attend high school. The aid should be based on the number of students in the dormitory; that is, a per capita payment for those enrolled in the dormitory should be given the district.

Summary of Chapter 6

This school district has a situation in regard to high school attendance which is unusual. The district is so large that it is very difficult for the students to attend the one high school. The district is also sparsely settled.

1. This district has had an abnormally high per cent of the eighth grade graduates who do not attend high school.

2. The only feasible means in this district of widely scattered population in order to get the students to attend high school is to have dormitories. The present dormitory students live on the average of eleven miles from the high school.

3. The old school building remodeling project should be carried through, making it a dormitory for both boys and girls.

4. The Deans should have a special education for

their positions.

5. Traveling instructors should give short courses in special studies which are not taught in the regular school courses.

6. The Deans should be paid by the state. They should be appointed by the state superintendent on the recommendation of the local superintendent. Deans should have the authority to enforce the regulations and have unlimited backing so that parents cannot intimidate them by threats or other means in the full and complete performance of their duties.

7. The cost of board should be paid by the students. They should be allowed to attend high school at the same cost with which city students attend. There should be equal opportunity.

8. The costs of maintenance and operation of the dormitory should be paid for by the state with assistance from the federal government.

9. The costs of construction of dormitory buildings should be paid for in half by the local district. The remaining half should be paid by the state and federal government.

10. The districts should be given extra tuition for all rural high school pupils who attend school and reside in the dormitories. This should be allocated per capita.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

There are many conclusions which can be arrived at in a study such as this. No attempt will be made to arrive at all of the conclusions which the material warrants, but only to those definitely mentioned in the problem. The conclusions are as follows:

1. The income of the McLaughlin Independent School District local tax is not enough to support the schools;
2. The per-pupil income from district taxation is below the amount necessary for adequate schools;
3. The per-pupil expenditures are below the state average of \$73.06 figured on the average daily attendance;
4. The general fund warrants should be purchased with the money in the sinking fund. The levy for the general fund should be raised so that the interest costs can be lessened;
5. The members of the Board of Education should be paid mileage and expenses while attending regular or special meetings;
6. The number on the school census is decreasing;
7. The number of schools has decreased;
8. By means of high school dormitories more of the eighth grade graduates should be given the opportunity of a high school education;
9. The state should develop a course in instruction designed to fit dormitory Deans for their work.

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