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A Comparison of the County Superintendancy and the City Superintendancy of the Largest City in Each County in North Dakota

Elroy Herman Schroeder

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**A COMPARISON OF THE COUNTY SUPERINTENDENCY AND THE
CITY SUPERINTENDENCY OF THE LARGEST CITY IN
EACH COUNTY IN NORTH DAKOTA**

A Thesis

Submitted to the Graduate Faculty

of the

University of North Dakota

LIBRARY
UNIVERSITY OF NORTH DAKOTA

by

Elroy H. Schroeder

In Partial Fulfillment of the Requirements

for the

Degree of

Master of Science in Education

June, 1935

This thesis, offered by Elroy H. Schroeder, 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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If the facts presented and the conclusions reached prove to be instrumental in raising the general standards of education in the state of North Dakota, the author will feel amply repaid for his efforts.

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CHAPTER I

THE PROBLEM

Two administrative school officers work under the direction of the State Superintendent of Public Instruction, in the state of North Dakota, - the county superintendent of schools and the city superintendent of schools. The work planned for both of these school administrators has been definitely outlined by statute. The laws governing the two officers were originally passed before the days of statehood, and although they have been changed from time to time, there seems to be a gross difference in the amount of work required of these officers and the compensation received by them.

In order to determine the effect of the older and subsequent state laws upon the superintendencies and because no investigation of this type has ever been made in the state of North Dakota this study was undertaken.

Both superintendencies have an interesting history and in order to lay the groundwork for this study it will be necessary to describe somewhat in detail the legal status of both the county and the city superintendent's office.

The History of the County Superintendency and
Its Legal Implications

The first county superintendency was established by the first territorial legislature in 1862. At that time, the first legislative assembly for Dakota Territory convened at Yankton, South Dakota.¹

¹Preface to Laws of Dakota Territory, 1862, Geo. H. Hand.

Under the laws passed by the 1862 legislature, all counties, in order to organize, were required to have at least twenty legal voters. The county officers were designated, but it is interesting to note that in the list of officers no superintendent of schools was included. The county superintendent of schools was first mentioned in Chapter 81 under the powers of the county commissioners. Each board of county commissioners was given the power to appoint a county superintendent of schools.¹ No qualifications were listed, except that the county superintendent was required to take an oath swearing allegiance to the United States Constitution and to the Territorial Act. The oath of office had to be filed with the register of deeds and a bond had to be furnished. In 1863 the first law for the regular election of county superintendents was passed.²

In 1873 the territorial legislature designated the county superintendent as a regular county officer for the first time and provided that he should be elected for a term of two years. It also provided that he should furnish a bond set at \$500.³

In 1881 the territorial legislature provided that a female may hold office as county superintendent.⁴

In 1885 the territorial legislature held its first session at Bismarck, North Dakota. No reason was given for changing the

¹Laws of Dakota Territory, 1862. Chapter 81, Page 452.

²Laws of Dakota Territory, 1863. Chapter 41, Section 9.

³Laws of Dakota Territory, 1873. Chapter 27, Section 112.

Page 63.

⁴Laws of Dakota Territory, 1881. Chapter 65, Section 1,
Page 79.

meeting place of the territorial legislature to Bismarck, but there was perhaps some political significance to that change which naturally would not be mentioned in the session laws.

The Legislature passed a law in 1887 which provided that the county superintendent should be elected at the annual school election, and that such election should be held at the same time and in the same manner as the various school district officers are chosen.¹

Here, again, an interesting piece of legislation regarding the county superintendent was enacted. It provided that all male citizens of twenty-one years, and all female citizens who had attained the age of twenty-one years, who had the qualifications of electors, and who had children of school age under their care, should be allowed to vote at school elections and to vote for the office of county superintendent.²

This, in brief, gives a history of the office during territorial days. There were, of course, other matters of legislation which were passed that affected the county superintendent's office, but they cannot be enumerated in this study.

The Constitution for the state of North Dakota was adopted on October 1, 1889. Unlike most state constitutions, the North Dakota Constitution dealt in many specific details; among which the county superintendency was mentioned directly. It stated that the county superintendent shall be elected every two years, and that the qualifications, duties, powers and compensation shall be

¹Laws of Dakota Territory, 1887. Chapter 44, Section 20.

²Laws of Dakota Territory, 1887. Chapter 44, Section 21.

fixed by law.¹

"There shall be elected on the third Tuesday in June in each even numbered year, in each organized county in the state, a county superintendent of schools to serve for two years from the first Monday in October following his election and until his successor shall have been elected and qualified. Except in those counties in which the present incumbent shall continue in office until the first Monday in January, 1891."²

Section nineteen stated: "The first election for state to be held at the same time and place as all other county officers, and person so elected shall serve until October 1st, or until his successor is elected and qualified."³ Under the present law, the county superintendent is elected for a term of two years.⁴

The qualifications for a county superintendent of schools are not stated very definitely by North Dakota law. The terminology is such as to cause a great deal of difficulty in interpretation.

"No person shall be deemed qualified for the office of county superintendent in any county who is not a graduate of some reputable normal school or higher institution of learning, or who does not hold at least a second grade professional certificate, and who has not had at least two years successful experience in teaching, one of which shall have been in this state."⁵

The questions, "What is a reputable normal school or higher institution of learning?" and "What is a second grade professional certificate?" must be answered. Under the state department regulations, a second grade professional certificate had two meanings in

¹Constitution of North Dakota, Article 8, Sec. 150.

²North Dakota Laws, 1890. Chap. 62, Sec. 17, p. 179.

³North Dakota Laws, 1890. Chap. 62, Sec. 19, p. 180.

⁴North Dakota General School Laws, 1931. Sec. 1121.

⁵North Dakota General School Laws, 1931. Sec. 1122.

North Dakota. There was one second grade professional certificate called the "Limited" type which was issued upon the completion of one year of normal school work above high school. The other certificate was called a "Standard" type and it was issued upon completion of two years of normal school work above high school. By legislative enactment in 1931, the qualifications of teachers were definitely set.¹ By court action it was decided that the "Limited" type or the certificate issued after one year of training above normal school would satisfy the requirements and qualifications set forth in section 1122.²

In the next section of the law the general duties of the county superintendent were defined. "The county superintendent of schools shall have the general superintendence of the common schools in his county, except those in districts which employ a city superintendent of schools."³

A city superintendent has been defined by state department regulations as an administrative officer in a school system employing at least seven teachers.⁴

The duties of the county superintendent then are quite varied.

"He shall visit each common school at least once each year and carefully observe the conditions of the school, the mental and moral instruction given, the methods of teach-

¹Session Laws, 1931. Chap. 240, Sections 1359 to 1364 incl.

²Compiled Laws of North Dakota, 1913. *Wendt v Waller*, 46 N. Dak. 268, - 176 N. W. 830.

³North Dakota General School Laws, 1931. Section 1123.

⁴North Dakota Bulletin #4, "Certification of Teachers" 1932, p. 18.

ing employed by the teacher, and the teacher's ability and the progress of the pupils. He shall advise and direct the teachers in regard to instruction, classification, government and discipline of the school and the course of study. He shall keep a record of such visits and by memoranda indicate his judgment of the teacher's ability to teach and govern and the condition and progress of the school, which shall be open to inspection by any school director.¹

This section of the law needs no further explanation because it is quite clear.

In addition to the inspection of schools, the county superintendent has other obligations delegated to him. Section 1127 of the North Dakota law specifies that he shall convene the members and clerks of the school boards in his county, or such representatives of the school officers of each district as the president or members of the school boards may appoint, in case he or they cannot attend personally, for the purpose of discussing plans and methods for the improvement and general care of the schools; and provides, further, that such general meeting shall not occur more than once in each year.²

In another section of the state law, the county superintendent is required to inspect and recommend for classification various schools and that on a basis of such recommendations, those schools shall receive special state aid.³ He is designated as a member of the County Board of Health,⁴ and also as a member of the Board designated to evaluate lands for the purpose of making loans from

¹North Dakota General School Laws, 1931. Sec. 1124.
²North Dakota General School Laws, 1931. Sec. 1127.
³Laws of North Dakota, 1929. Chap. 203, Sec. 1444.
⁴North Dakota General School Laws, 1931. Sec. 404.

the school land fund.¹

Other duties of the county superintendent can be classified as clerical, as for instance, the requirement that the county superintendent shall apportion the state tuition funds among the school corporations of the county.²

He is required, further, to transmit a report, annually, to the Superintendent of Public Instruction containing such statistics, items, and statements relative to the schools of the county as may be required by such superintendent.³

In addition to these varied duties, the county superintendent has certain powers. For instance, in matters of controversies arising in the administration of the school law, or in decisions required by school officers or boards, his decisions shall be final and subject to appeal only to the State Superintendent of Public Instruction or through the courts.⁴

Among the powers further delegated to the county superintendent is the power to appoint a deputy for whose acts he shall be responsible, and who shall serve at the pleasure of the county superintendent.⁵

Certificates of teachers may be revoked by the county superintendent.⁶

¹North Dakota General School Laws, 1931. Sec. 300.

²North Dakota General School Laws, 1931. Sec. 1131.

³North Dakota General School Laws, 1931. Sec. 1135.

⁴North Dakota General School Laws, 1931. Sec. 1132.

⁵North Dakota Laws, 1905. Chap. 100, Sec. 370, p. 189.

⁶North Dakota Laws, 1905. Chap. 107, Sec. 744, p. 206.

In 1915 the legislature recognized the special ability of county superintendents to give advice. They passed a law which designated that the county commissioners should consult with the county superintendent on certain matters. "Counties may vote to give aid to rural, graded and consolidated schools." When making apportionments among schools, the board of county commissioners shall consult with the county superintendent and it shall be his duty to assist the board of county commissioners in making the apportionment of said moneys."¹

In a later chapter they made the county superintendent a member of a board in which he was given the same powers as the county commissioners.

"The county commissioners and the county superintendent may organize a new school district from territory already organized, if in their judgment a new school district is desirable and necessary, upon being petitioned so to do by at least three-fourths of the voters residing within the territory to be included in the new district."²

One law which gives unusual power to the county superintendent of schools, has rarely, if ever, been used in this state, because of the extreme care with which religious matters must be handled. That is the authority of the county superintendent to determine whether or not parochial or private schools are following the branches usually taught in public schools and to see that they are taught in the proper manner.³ In other words, if a county superintendent were to inspect a parochial school and determine that

¹North Dakota Laws, 1915. Chap. 128, Sec. 1 & 2, p. 167.

²North Dakota Laws, 1915. Chap. 135, Sec. 1147, p. 173.

³North Dakota Laws, 1915. Chap. 141, Sec. 1342. p. 180.

the instruction was not up to the level set by rural schools, he would have the power to close that parochial school and enforce the compulsory attendance law compelling the children of such parochial school to attend the public school.

In 1931 the legislature created a special fund for the use of the county superintendents, known as the county superintendents' Contingent Fund.¹ This took the place of a fund previously known as the Teachers' Institute Fund, which had outlived its usefulness due to the fact that teachers' institutes had not been held in the state for approximately ten years. It provided that the county superintendents' contingent fund shall be used by the county superintendent for the payment of expenses of district teachers' meetings, annual school officers' meetings, play days, industrial contests, county commencement exercises, and other special and incidental expenses of a like nature. County superintendents generally use that money with discretion.

Various other powers in which the county superintendent plays an important and leading part could be mentioned, but need not be enumerated for the purposes of this study.

This brief resume on the county superintendency is given to familiarize the reader with the conditions as they exist in the county superintendent's office at the present time, and in the light of these facts, the interpretations of this study will be

¹North Dakota General School Laws, 1931. Chap. 118, Sec. 1377, p. 200.

continued.¹

The History of the City Superintendency and its
Legal Implications

The city superintendent of schools is recognized in the statutes of the North Dakota Laws, but little more than reference is made to that effect. Only six references are made to the city superintendent, as such, in the Compiled School Laws of 1931. The first reference is found in section 1251, and gives the school board power "to employ, should it deem expedient, a competent and discreet person as superintendent of schools for a period not to exceed three years, and to pay such person a reasonable salary; such superintendent may be required to act as principal or teacher in such school."²

Section 1252 further stipulates that the schools of each special district shall be under the immediate supervision of the board of education or the school superintendent appointed by such board.³

Under the general heading of Duties, Powers and Privileges of Teachers, Section 1378 provides that the superintendents of schools in all districts employing such officer, shall, subject to the final authority of the board, supervise the administration

¹If more detailed information is desired, a general outline of all of the laws covering the county superintendency from the date of the establishment of Dakota Territory to 1933 was compiled by Elroy H. Schroeder in encyclopedic form. A copy of it may be had at the private library of Dr. J. Frederick Weltzin, University of North Dakota.

²North Dakota General School Laws, 1931, Sec. 1251, p. 65.

³North Dakota General School Laws, 1931, Sec. 1252, p. 68.

of the course of study, visit schools, examine classes, and have general supervision of the professional work of the school, including the holding of teachers' meetings and the classification of teachers. The superintendent, from time to time, shall make reports to the board of education embodying recommendations relative to the employment of teachers and janitors, adoption of textbooks, changes in the course of study, endorsement of discipline and general school matters, and shall also make such other reports and perform such other duties as the board of education may direct and delegate.¹

This is the most inclusive direction given to the city superintendent anywhere in the law, and runs somewhat parallel to the directions given a county superintendent of schools. Section 1123 definitely stipulates, however, that a county superintendent shall have no jurisdiction in those schools which are under the direction of a city superintendent; hence the work of the two is parallel and also, in some aspects, overlapping. In each instance, the law points out that the superintendent in city schools shall be under the direction of the board of education.²

Powers given to city superintendents cannot be compared with the many that are delegated to the county superintendents. Only one definite power has been given to the superintendent of a city system. Section 1406 provides that the superintendent of

¹North Dakota General School Laws, 1931. Sec. 1378, p.95.

²North Dakota General School Laws, 1931. Sec. 1123, p.27.

schools of a city or village is authorized to issue an employment certificate in writing; provided that no employment certificate shall be issued for any child then in or about to enter his own employment, or the employment of a firm or corporation of which he is a member, officer or employee.¹ The law specifies that the secretary or clerk of the board may issue such certificate if a superintendent is not employed.

The only other law referring to the city superintendent is given in section 1453. It provides that the superintendent shall, and it is hereby made his duty to cause to be reviewed by each senior class during the senior year, the full and complete course of study pursued by such class in the grammar grades.² This law has evidently been overlooked by most high schools, since that practice is not generally followed.

The state superintendent has authority to direct the city superintendents and to prescribe rules and regulations. These are numerous and quite detailed, covering such subjects as the qualifications of the superintendent, the amount of training and experience required in various types of schools. In addition to that, city schools are quite generally members of an association such as the North Central Association of Secondary Schools which prescribes further rules and regulations, and which if followed, give the graduates of those schools entrance privileges to certain colleges

¹North Dakota General School Laws, 1931. Sec. 1406, p. 106.

²North Dakota General School Laws, 1931. Sec. 1453, p. 123.

and universities and in this manner raise the general standard of the superintendents as to experience and training and also raise the standards of the teachers under their direction.

The city superintendency differs from the county superintendency mainly in the matter of selection and the tenure of office, the county superintendent being elected by popular vote for a term of two years and the city superintendent being chosen by a board of education for a term not to exceed three years. This particular difference is undoubtedly one of the marks of distinction which determine the effectiveness of the people chosen in the two superintendencies. The conclusions of this study will point to that specifically.

Procedures used in Compiling Data

The material for this study was collected mainly by the use of questionnaires which were sent to the county superintendents. There were two reasons for sending them to the county superintendents: First, the county superintendent has all statistical information required in this questionnaire on file in his office. Secondly, the author was a county superintendent and hence knew each one of the county superintendents, personally, and felt that the time and effort required to collect the material would be gladly given because of these personal relationships.

The questionnaire was first submitted in February, 1931, and fair results were obtained. Some county superintendents, however, did not turn in answers until several letters had been

written. Samples of the questionnaires and letters used are listed on a following sheet. Follow-up letters had to be sent and in some instances, telegrams and the telephone had to be resorted to, in order to get information or interpretations of answers on the questionnaires.

In checking over some of the items it was discovered that there were undoubtedly a number of errors, due perhaps to ambiguity of the questionnaire or to the interpretation of the questions asked. In others they may have been a few instances in which deliberate wrong answers were given, as, for instance in the question on the certificates and degrees held. There was reason to believe that some superintendents had no certificates in force at the time of the study in 1931. A two weeks stay in the office of education at Bismarck was made, and with the aid of the certification clerk it was discovered that six county superintendents had no certificates at all, in spite of the fact that they had reported having certificates. In one instance a county superintendent reported having a degree and it was discovered that no such degree was held. There may be a reason for this, other than dishonesty. In some instances, questionnaires submitted to superintendents are filled in by clerks. Where such questionnaires involve personal data, the clerks may have assumed knowledge of matters which they did not know, and the questions were answered without having consulted the superintendent.

The last question in the questionnaire asked for the total amount of money spent for supervision in the counties and in the

cities. In this question it was aimed to include the salaries of the superintendent, deputy superintendent, principals, special supervisors and mileage, but not stenographers' salaries. This question became a confusing one. However, the results obtained in the 1931 questionnaire could be used for comparative purposes. The results obtained in the 1934 questionnaire on this same question could not be used because of the evident confusion and the resultant number of probable errors. However, the state superintendent furnished the salary schedules for both groups of superintendents for 1935 and they were used for interpretative purposes instead of the others.

In 1934 the same questionnaire was submitted to the county superintendents and city superintendents as well. The reason for submitting it to both was that the author had changed his position from county superintendent to city superintendent and now felt more closely associated with the city superintendents. There appeared to be a number of errors in the answers given on the questionnaires. These errors are treated in detail in the following chapters. As evidence of one outstanding error it may be pointed out that in determining the number of teachers in the twelve week, twenty-four week, one year, two year and four year training brackets, some superintendents estimated that their teachers had had an equal amount of training in each group. That is rather a far-fetched conclusion. In instances of that nature, the county superintendents' answers were obviously guess work; hence were not used for the purpose of this study.

In comparing two administrative offices such as the city and county superintendencies, it would be necessary to limit the amount of material to be covered very definitely, because the analyses could go on and on. The questionnaire could become so burdensome that no one would feel justified in answering it and the material asked for could be so difficult to obtain that the county and city superintendents would throw the questionnaire aside. Therefore, the problem was delimited as far as it was deemed would be expedient and still make the study a worthwhile one.

The State Superintendent's Biennial Report furnished some excellent data which could be used in analyzing the problems.

The statistical treatment used in the discussions following is the simple statistical table containing the original data.

(Letter 1)

Grand Forks, North Dakota,
February, 1931.

Dear Superintendent:

In making a study of the relative status of the county superintendent as compared to the superintendent or principal of the largest city school in the county, I am in need of a little information. Will you please answer the few questions listed and return this blank to me within the next few days, if possible?

I shall appreciate greatly your assistance in this matter. If at any time we can be of similar assistance by furnishing information relative to Grand Forks County, you can rest assured that we will be only too glad to do so.

Very sincerely yours,

ELROY H. SCHROEDER

County Superintendent.

EHS:NS

(Letter 1)

Grand Forks, North Dakota,
October 9, 1934.

Dear Superintendent:

Several years ago I made a study of the relative status of the county superintendent as compared to the superintendent or principal of the largest school in the county. In order to make a comparison during these times of depression, I should like to have your assistance.

It is a burden to fill in questionnaires, but your indulgence by filling in this one for me will certainly be gratefully appreciated.

If we can at any time be of similar assistance by furnishing valuable information relative to our schools here, you can rest assured that we will be happy to reciprocate.

If it is possible, I should like the questionnaire to be returned to me before November 1st so that I may have it before the N. D. E. A. meeting in Fargo.

Very sincerely yours,

ELROY H. SCHROEDER

Superintendent.

EHS:MS
ENCL.

(Letter 2)

Grand Forks, North Dakota,
November 8, 1934.

Dear County Superintendent:

Knowing how busy you must have been during these past pre-election weeks, I hesitate to write again, but due to the fact that I am anxious to get my material in order as soon as possible, I hope that you will forgive me for being persistent.

Most reports are in, but the one from your county is among the missing. Perhaps the questionnaire that was sent to you was mislaid. I am enclosing another one for your convenience. Will you kindly fill in just the county superintendent's portion of the report and return it to me in the enclosed, self-addressed envelope?

Very sincerely yours,

ELROY H. SCHROEDER

Superintendent.

EHS:NS
ENCL.

The following is a copy of the questionnaire sent to the county superintendent in each county of North Dakota in 1931 and 1934:

- I. Number of teachers supervised by city superintendent _____
 Number of teachers supervised by county superintendent _____
- II. Number of school board members in city system _____
 Number of school board members in county system _____
- III. Number of assistants for the city superintendent:

- a. Principals _____
 b. Supervisors _____
 c. Superintendents _____
 d. Stenographers _____

Number of assistants for the county superintendent:

- a. Principals _____
 b. Supervisors _____
 c. Superintendents _____
 d. Stenographers _____

IV. Amount of training of teachers supervised by the city superintendent:

- a. 12 weeks _____
 b. 24 weeks _____
 c. 1 year _____
 d. 2 year _____
 e. 4 years or more _____

(Continued)

Amount of training of teachers supervised by the county superintendent:

- a. 12 weeks _____
- b. 24 weeks _____
- c. 1 year _____
- d. 2 years _____
- e. 4 years or more _____

V. Certificate held by city superintendent _____
 Certificate held by county superintendent _____

VI. Degree held by city superintendent _____
 Degree held by county superintendent _____

VII. Amount of teaching experience by city superintendent in each type of school:

- a. Rural _____
- b. Grade _____
- c. Highschool _____
- d. Special Subjects _____

VIII. Number of pupils under the supervision of the city superintendent _____
 Number of pupils under the supervision of the county superintendent _____

IX. Number of schools under the supervision of the city superintendent _____
 Number of schools under the supervision of the county superintendent _____

- X. How many superintendents has your city had in the last
twenty-five years_____
- How many superintendents has your county had in the last
twenty-five years_____
- XI. How many years of teaching and supervising has the present
city superintendent had_____
- How many years of teaching and supervising has the present
county superintendent had_____
- XII. Total amount of money spent for supervision in the city
system during the year_____
- Total amount of money spent for supervision in the county
system during the year_____
- (Include salary of superintendent, deputy superintendent,
principals, special supervisors, and mileage, but not
stenographer's salary.)

The following is a copy of the questionnaire sent to city superintendents in 1934:

- I. Name of City _____ Name of County _____
- II. How many teachers have you under your supervision? _____
- III. How many members on your school board (include the clerk and treasurer) _____
- IV. How many principals do you have? _____
- V. How many special supervisors do you have? _____
- VI. How many stenographers do you have? _____
- VII. How many of your teachers have 13 weeks training? _____
 24 weeks? _____ 1 year? _____ 2 years? _____ 4 years
 or more? _____
- VIII. What certificate do you hold? _____
 What degrees do you hold? _____
- IX. Will you please give us the amount of teaching experience or supervising that you have had in each of the following types of schools?
 One-room rural _____ Grades _____ Highschool _____
 Total _____
- X. How many pupils have you under your supervision? _____

Summary of Chapter 1

The comparison of these two important offices is justified since no detailed comparison has previously been attempted in this state.

The laws covering the county superintendency have changed year by year, and little or no attention has been given to unify the efforts of the two superintendencies.

The comparison is rather difficult because the type of schools supervised by the county and city superintendents, respectively, are quite unlike. The type of teachers supervised by both superintendents is dissimilar because of the difference in training and the difference in certificates required in the various types of schools.

The procedure used in collecting the data, although not ideal for specifically informative material, was the only kind that could be used in a territory embracing such a large geographical area. Questionnaires were checked and cross-checked by both superintendents, and then personal interviews and a recheck with the state superintendent's office, where possible, made the results obtained here as valid as could be expected under the circumstances.

CHAPTER 2

A COMPARISON OF THE TEACHING CERTIFICATES AND DEGREES HELD, AND THE AMOUNT OF TEACHING AND SUPERVISING EXPERIENCE OF THE COUNTY AND CITY SUPERINTENDENTS OF NORTH DAKOTA

The certificate held by a superintendent indicates in a measure the fitness of that person for a supervisory position. The special training offered in earning a teacher's certificate, together with experience, should fit the individual for supervisory and administrative work.

The aim of this chapter is to show the relative training of the county and city superintendents, and the amount of experience that each superintendent has had in the various fields of teaching in North Dakota.

The fitness of the supervisor or administrator for a particular job depends somewhat upon his personal experience in the field of supervision. In order to be thoroughly familiar with the work and in order to have a sympathetic and interested point of view, the supervisor should have had some contact and some actual experience in each type of teaching.

Tables 1 and 2, giving data for 1932 and 1935 respectively, are explained and compared on the following pages.

Table 1

A Comparison of the Teaching Certificates and Degrees Held, and the Amount of Teaching and Supervising Experience of the County and City Superintendents of North Dakota

County	Cert. De- Held	De- grees Held	Teaching Experience					Total City Exp. in Sup'n & Adm.	County	Cert. De- Held	De- grees Held	Teaching Experience					Total Exp. in Sup'n & Adm.
			R	Gr	HS	SS	Sup'n					R	Gr	HS	SS	Sup'n	
Stuts- man	1P	-	9	-	-	-	29	James- town	1P	MA	1	4	12	-	21		
Cass	1P	BS	8	2	4	-	14	Fargo	1P	BS	2	3	25	-	30		
Ward	2P	-	3	1	1	-	30	Minot	1P	MA	-	-	-	-	no report		
Merton	2P	-	-	1	1	-	18	Mandan	1P	MA	-	-	17	-	19		
McLean	1P	BA	1	-	2	-	3	Garri- son	1P	BA	-	-	2	-	10		
Moun- trail	1P	BS	-	-	-	-	no report	-	Stanley	1P	BA	-	-	-	no report		
Walsh	2P	-	-	6	6	-	8	Grafton	1P	BA	-	-	6	-	6		
Rich- land	1P	BS	-	4	9	-	13	Wahpeton	1P	MA	-	-	12	-	14		
Stark	1P	-	1	-	4	3	20	Dickin- son	1P	BS	-	-	-	-	no report		
Barnes	2P	-	1	8	-	-	19	Valley City	1P	BA	1	-	35	-	36		
Wells	1P	BS	-	3	5	-	12	Harvey	1P	MA	-	-	-	-	no report		
McKenzie	1P	BA	4	-	5	-	13	Watford City	1P	BA	-	-	6	-	6		
Williams	2P	-	3	9	1	-	23	Willis- ton	1P	MA	2	-	14	-	17		
McHenry	1P	BA	-	-	-	-	no report	-	Velva	1P	BA	-	-	-	no report		
Bottineau	1P	BS	3	2	1	-	16	Bottineau	1P	BA	-	-	8	-	8		
Emmons	2P	-	6	4	1	-	15	Linton	1P	BS	-	-	-	-	no report		
Grand Forks	1P	BS	3	-	6	-	9	Grand Forks	1P	Ed. D	-	-	-	-	no report		
McIn- tosh	1P	-	-	-	-	-	no report	-	Ashley	1P	BA	3	4	15	-	22	
Cavalier	2P	-	2	4	3	-	14	Langdon	1P	MA	2	-	19	-	21		
Dunn	2P	-	-	6	-	-	6	Killdeer	1P	BS	-	-	5	-	5		

Table 1 (Continued)

County	Cert.De- Held	Teaching Exp.in HS SS	Total Exp.in Spvn & Tchg	City	Cert.De- Held	Teaching Exp.in HS SS	Total Exp.in Spvn & Tchg						
								Gr	HS	SS	Spvn	City	Gr
LaMoore	2P	-	-	no report	-	LaMoore	1P	ES	-	-	15	-	15
Grant	2P	-	-	no report	-	Elgin	1P	ES	1	1	9	-	11
Logan	1P	-	2+	1	-	Napoleon	1P	EA	-	-	10	-	10
Mercer	2P	-	8	-	-	Beulah	1P	EA	-	-	no report	-	-
Buileigh	2P	-	-	9	-	Mansack	1P	EA	4	-	2	-	27
Dickey	2P	-	4	4	-	Oakes	1P	MS	1	-	17	-	18
Pembina	2P	-	-	no report	-	Cavalier	1P	MA	2	2	10	-	14
Ramsey	2P	-	1	6	1	Devils Lake	1P	EA	-	-	11	-	11
Sheridan	1P	EA	-	-	-	McClusky	1P	MS	-	3	2	-	5
Remville	1P	EA	1	1	11	6	19	Mohall	1P	MA	-	-	8
Fierce	1P	EA	2	-	2	-	8	Rugby	1P	MA	-	-	11
Ransom	2P	-	2	2	2	-	9	Lisbon	1P	EA	-	-	14
Divide	2P	-	-	-	-	-	20	Crosby	1P	MS	-	-	8
Towner	2P	-	1	8+	-	-	18	Cando	1P	MA	-	-	9
Kidder	1P	EA	-	1	3	-	6+	Steele	1P	ES	2	-	5
Nelson	2P	-	6	6	-	-	27	Lakota	1P	EA	-	-	11
Trail	2P	-	2	13+	-	-	15+	Hills- boro	1P	ES	-	-	12
Hettinger	2P	-	3	2	4	-	17	Mott	1P	ES	-	-	22
Burke	2P	-	1	6	-	-	9	Bowbells	1P	EA	-	-	9
Sargent	2P	-	-	-	-	-	26	Milnor	1P	-	2	2	15
Benbn	1P	EA	2	-	3	-	5	Leeds	1P	EA	-	-	9

Table 1 (Continued)

County	Cert.De- Held	Teaching Experience					Total City Exp.in & Tchg	County	Cert.De- Held	Teaching Experience					
		R.	Gr.	HS	SS	Sup'n				R.	Gr.	HS	SS	Sup'n	& Tchg
Steele	2P	-	3	4	-	-	10	Finley	1P	MS	-	-	6	-	6
Bowman	2P	-	9	3	-	-	19	Bowman	1P	MA	3	-	-	-	16
Golden Valley	2P	-	4	5	2	-	21	Beach	1P	BA	-	4	18	-	23
Foster	1P	BA	2	1	3	-	10	Carrington	1P	MA	2	-	17	-	19
Griggs	2P	-	5	2	-	-	17	Coopers- town	1P	BA	-	-	7	-	7
Oliver	2P	-	-	3	5	-	8	Center	2P	-	-	-	6	-	6
Rolette	1P	BA	1	4	6	-	19	Rolla	1P	MA	-	-	-	-	10
Sioux	2P	-	1	4	-	-	11	Fort Yates	1P	BS	1	-	1	-	3
Slope	2P	-	4	6	-	-	10	Marmarth	1P	BS	1	-	1	-	2
Billings	2P	-	-	-	-	-	16	Medora	1P	-	-	-	-	-	-
Eddy	1P	BA	-	-	-	-	22	New Rock- ford	1P	BA	3	-	14	-	17
Adams	2P	-	10	4	-	-	14	Helminger	1P	BA	-	-	10	-	10
Total	2P-32	BS-6	118	135	101	10	689		2P- 1	BS-11	33	23	457	0	583
									1P-52	BA-20					
										MA-14					
										MS- 4					
										EdD- 1					
Average			2.5	2.9	2.1	.21	14.8				.75	.52	10.4	0	13.2
Range			0-10	0-15	0-11	0-6	2-30				0-4	0-40	0-35	0	2-35

Table 2

A Comparison of the Teaching Certificates and Degrees Held, and the Amount of Teaching and Supervising Experience of the County and City Superintendents of North Dakota

1935															
County	Cert. Held	De- gres	Teaching Experience				Total City Exp in Suptn & Tch	County	Cert. Held	De- gres	Teaching Experience				
			R.	Gr	HS	SS					R.	Gr	HS	SS	
Stutsman	1P	BA	1	-	7+	-	9+	Jamestown	1P	MS	-	23	-	-	23
Cass	1P	BS	-	2	8	-	22	Fargo	1P	BS-LLB	3	2	8	-	37
Ward	2P	-	3	1	1	-	35	Minot	1P	MA	-	1	7	-	25
Norton	1P	BA	-	1	1	-	21	Mandan	1P	BA	-	5	-	-	22
McLean	1P	BA	1	-	2	-	6	Garrison	1P	BA	1	2	6	-	10
Mountrail	1P	BA	-	-	-	-	14	Stanley	1P	BS	1	2	21	-	24
Walsh	1P	BA	-	-	21	-	23	Grafton	1P	BA	-	-	13	-	13
Richland	1P	BA	-	5	12	3	20	Wahpeton	1P	MS	-	-	14	-	14
Stark	1P	BA	1	4	20	-	25	Dickinson	1P	BA	-	-	35	-	35
Barnes	-	-	-	7	-	-	9	Valley City	1P	BA	1	-	40	-	41
Wells	1P	BS	-	2	5	5	15	Harvey	1P	MA	1	-	30	-	31
McKenzie	1P	BA	3	-	6	-	17	Watford City	1P	BS	-	-	26	-	26
Williams	2P	-	3	11	-	-	28	Williston	1P	MA	3	9	10	-	22
McHenry	1P	BS	-	-	-	-	10	Velva	1P	BS	1	17	3	-	21
Bottineau	2P	-	-	-	-	-	4	Bottineau	1P	BA	-	-	12	-	12
Emmons	-	-	12	4	2	-	18	Linton	1P	BS	2	4	4	-	10
Grand Forks	2P	-	-	15	-	-	15	Grand Forks	1P	BS	3	-	1	-	11
McIntosh	1P	BA	1	2	3	-	6	Ashley	1P	MS	3	4	19	-	26
Cavalier	1P	BA	1	1	5	-	9	Langdon	1P	BA	-	-	16	-	16
Dunn	2P	-	-	6	-	-	11	Killdeer	1P	BA	2	1	7	-	10

Table 2 (Continued)

County	Cert.De- Held	Teaching Experience				Total City Exp. in Sup'n & Tchg	County	Cert.De- Held	Teaching Experience				Total Exp'n & Tchg		
		gess Held	R.	Gr	HS				SS	R.	Gr	HS		SS	
LaMoore	2P	-	10	-	-	-	20	LaMoore	1P	MA	-	-	-	-	17
Grant	-	-	-	no report		-	Elgin	1P	BS	1	1	12	-	14	
Logan	1P	BS	3	-	1	-	8	Napoleon	1P	BS	-	-	4	-	4
Mercer	2P	-	8	2	-	-	10	Beulah	1P	BA	3	-	5	-	8
Burleigh	2P	-	2	14	-	2	18	Bismarck	1P	BA	4	-	4	-	8
Dickey	2P	-	4	4	-	-	22	Oakes	1P	MA	-	-	13	-	13
Femina	2P	-	-	-	-	-	22	Cavalier	1P	BS	1	1	14	-	16
Ramsey	2P	-	2	5	1	-	15	Devils Lake	1P	BA	-	-	6	-	16
Sheridan	1P	BA	3	12	4	-	27	McClusky	1P	MA	-	2	6	-	8
Renville	1P	BA	1	2	12	-	22	Mohall	1P	MA	-	10	10	-	20
Pierce	1P	BA	2	-	3	-	7	Rugby	1P	MA	-	-	16	-	17
Ransom	2P	-	2	2	2	-	12	Lisbon	1P	MA	-	14	-	-	18
Divide	-	-	3	5	6	-	24	Crosby	1P	MS	2	1	8	-	11
Towner	1P	BA	-	-	3	-	5	Cando	1P	MA	-	-	16	-	16
Kidder	2P	-	7	6	-	-	13	Steele	1P	BA	2	-	6	-	8
Nelson	2P	-	-	5	2	-	7	Lakota	1P	BA	-	-	13	-	13
Trail	-	-	-	-	-	-	19	Hills- boro	1P	MS	-	5	10	-	15
Hettinger	1P	BA	-	-	2	2	4	Mott	1P	BS	-	3	6	-	9
Burke	2P	-	1	7	-	-	11	Bowbells	1P	MA	2	-	7	-	9
Sargent	2P	-	21	6	-	-	33	Milner	1P	MS	2	2	18	-	22
Benson	1P	BA	2	1	4	-	9	Leeds	1P	BS	-	1	8	-	9

Table 2 (Continued)

County	Cert. De- Held	Teaching				Total City Exp. in & Tchr	City	Cert. De- Held	Teaching				Total Exp. in & Tchr		
		grees Held	R. Gr	HS	SS				R. Gr	HS	S. Supv'n	Tchr			
Steele	-	-	-	-	-	24	Finley	1P	BS	2	-	9	-	11	
Bowman	1P	BA	3	-	4	-	7	Bowman	1P	MA	2	-	16	-	18
Golden Valley	2P	-	4	5	2	-	24	Beach	1P	BA	-	4	22	-	26
Foster	2P	-	4	3	2	-	11	Carring- ton	1P	MA	2	-	-	-	22
Griggs	2P	-	3	1	6	-	12	Coopers- town	1P	BA	-	-	11	-	11
Oliver	2P	-	-	-	5	-	10	Center	2P	-	3	-	9	-	12
Rolette	2P	-	3	11	3	-	19	Rolla	1P	BA	-	11	2	-	13
Sioux	2P	-	-	4	-	-	14	Fort Yates	1P	BA	3	-	5	-	8
Slope	2P	-	1	2	-	-	5	Marmarth	1P	BS	7	-	3	-	10
Billings	2P	-	6	-	2	-	20	Medora	1P	BA	1	7	8	-	16
Eddy	1P	BA-Ped	5	4	1	1	11	New Rock- ford	1P	MA	4	15	-	-	19
Adams	2P	-	2	4	-	-	18	Hettinger	1P	BA	-	-	13	-	13
Total	2P-25	BS-4	128	166	158	13	800		2P-1	BS-13	62	147	552	0	879
			1P-22	BA-18						1P-52	BA-19				
				B. Ped-1							MS-6				
											MA-14				
											LLB-1				
Average			2.5	3.2	3.	.25	15.4				1.2	2.8	10.4	16.6	
Range			0-21	0-35	0-20	0-5	4-35				0-7	0-23	0-40	4-41	

In a previous chapter the various types of certificates issued in North Dakota and the manner in which they were issued were described in detail. Under the North Dakota law, Section 1122, a county superintendent must hold at least a second grade professional certificate. This certificate could, until this year, be earned by attending a teachers' training school for two years.

In 1932 all city superintendencies, with one exception, required at least a bachelor's degree. The exception is the little village of Center in Oliver County which is a third class consolidated school, offering two years of high school work and having only eight students enrolled in the high school and which requires only a second grade professional certificate of its administrative head, the principal.

The 1932 questionnaire revealed that out of the fifty-three superintendents reporting in the county superintendencies, thirty-two held second grade professional certificates and twenty-one held first grade professional certificates. All but one of the city superintendents held a first grade professional certificate. The type of second grade professional certificate was not indicated; hence it is safe to assume that a few were of the old limited type, earned by attending college for one year above high school.

In the matter of degrees, the county superintendents again fell short considerably. For instance, of the fifty-three county superintendents reporting, six held bachelor of science degrees which

it may reasonably be presumed is the bachelor of science in education degree. Eleven held the bachelor of arts degree. In other words, only seventeen of the fifty-three county superintendents had bachelor's degrees; none had a degree higher than that.

In the cities, the picture is quite different. Out of the fifty-three city superintendents reporting, twenty had bachelor of arts degrees, eleven had bachelor of science degrees, fourteen had master of arts degrees, and four had master of science degrees, and one held the doctor of education degree. Only one superintendent of the fifty-three was without a degree.

Some of the degrees earned by both the city and county superintendents could undoubtedly be questioned because of the fact that they may not have been earned in the field of education. For instance, those degrees listed as bachelor of arts may have been earned in a straight arts college which offered no special training for teaching. The same may be true of master of science degrees. The questionnaire did not ask the superintendents to indicate whether or not the degrees were earned in the field of education. The certificates held, of course, indicate to some extent the amount of special training for teaching. No one holding a first grade professional certificate can receive that certificate with less than twenty semester hours or their equivalent of work in the field of education and psychology.

The second part of the questionnaire investigates the amount

of teaching experience that each superintendent has had in the various teaching positions open to public school teachers in the state. In this field, the county superintendent, because of his work with rural schools and graded schools, should be trained for that specific type of work and should have had experience in teaching in that field.

The study shows that the county superintendents average two and five-tenths years of teaching experience in the rural schools. They also average two and nine-tenths years of experience in grade school work. Strangely enough, of the forty-seven county superintendents reporting here, thirteen had never taught in a rural school and yet each county superintendent had an average of ninety-three and seven-tenths rural schools to supervise.

Six of the thirteen county superintendents had had no experience in either grade or rural schools. In other words, this represents a real tragedy for the rural school children. The sympathetic view that one can get only by experience must certainly be lacking in those particular superintendents. One could hardly expect a superintendent to be sympathetic with a rural school teacher's many predicaments such as walking a mile or two morning and night, eating a cold lunch at noon, building fires every morning during the severe winter weather, working with little or meager equipment, doing all of the janitor work and handling all of the discipline

problems; being responsible for all of the social activities in the community and the many other various devious tasks that fall to the lot of a teacher in a one-room rural school. True, other school teachers have similar experiences but they have fellow teachers and principals to share their burdens.

The supervision in high school forms a small portion of a county superintendent's job, because the principal of the school is usually a high school teacher and hence looks after that phase of the work quite thoroughly. Then, too, the high schools in most instances are more easily accessible than rural schools because gravelled roads and railroads lead to most of the consolidated schools making it possible for the state high school inspector and the county superintendent, as well, to visit more often. Then, add to that the fact that the high school teachers are more mature and better trained and it is safe to say that supervision in the high school is not as necessary as it is in the one-room rural school.

The average county superintendent, in spite of that, averages two and one-tenth years of experience in high school teaching, and two-tenths years in special subjects or a total of fourteen and eight-tenths years in combined supervision and teaching experience. The city superintendents, on the other hand, showed that they had had but very little experience in rural and grade teaching generally. Of the forty-four city superintendents reporting, there was an average of seven-tenths years experience in rural schools and five-tenths years

experience in grade rooms. In high school work, however, the city superintendents rank far above the county superintendents in experience. The relative experience is ten and four-tenths years for the city superintendents and two and one-tenth years for the county superintendents.

In general teaching experience, both supervisory and classroom teaching, the county superintendents excelled the city superintendents slightly. The average for the county was fourteen and eight-tenths and for the city thirteen and two-tenths.

In 1935 the results of the questionnaire were less satisfactory than in 1932. Six counties failed to report the certificates held. No contact has been made with the state superintendent's office to verify the accuracy of the reports in 1935.

The number of second grade professional certificates had decreased by seven during the three year period. The number of first grade professional certificates had increased by one for the counties. The number of degrees held by county superintendents had increased from seventeen to twenty-three.

In the city superintendency a new picture presented itself. There was just one superintendent with a second grade professional certificate and fifty-two with first grade professional certificates, the same as had been reported in 1932. There were less superintendents with bachelors' degrees and more with masters' degrees. Where eighteen had held masters' degrees in 1932, twenty had masters' degrees in 1935. One doctor of laws degree had been added

to the list.

The 1935 study was undertaken to determine the effect of the depression upon both superintendencies. It was presumed that unemployment among teachers and superintendents would raise the level of professional standards of superintendents during the past five years. This presumption proved to be true.

In the counties the average experience of superintendents in rural schools was the same; in grade room experience their experience had increased by three-tenths of a year. In high school experience the county superintendents' increase was from two and one-tenths years to three years. In general teaching experience the county superintendent in 1935 averaged almost one year more than he did in 1932.

In the cities, a more decided change had taken place in the number of years of experience in the various types of schools. The experience increased from seven-tenths of a year to one and two-tenths years in rural schools; from five-tenths of a year to two and eight-tenths years in grade rooms; high school experience remained the same. However, the total teaching experience was raised from thirteen and two-tenths years in 1932 to sixteen and six-tenths years in 1935. Undoubtedly, the superintendents reporting in 1935 were the same ones, in most instances, as those reporting in 1932. Their experience had accumulated during that period.

Types of Teacher's Certificates Issued in North Dakota

North Dakota, as have other states, has experienced changes

in types of certificates that have been issued for various classes of schools. The lowest type of certificate offered in 1927 was a second grade elementary certificate which could be earned upon the completion of six weeks of work in a normal school after graduation from high school. Two years later that requirement was changed to twelve weeks of normal school work after graduation from high school and in 1931, the state legislature raised the minimum requirement for an elementary certificate to one year of normal school preparation after high school graduation. No second grade elementary certificates were issued after 1931 except by examination.

The requirements for certification in North Dakota are specifically and very briefly given in a state bulletin issued by the Department of Education.¹

Elementary certificates are given in two classes, - first and second grade. Graduates from high school doing four years of standard work and who in addition have completed a one year teacher training course at one of the state teachers' colleges or normal schools, and who are at least eighteen years of age, are eligible for the first grade certificate. Second grade elementary certificates may be obtained only by writing on the special teachers' examination which is prepared and given by the State Superintendent of Public Instruction. The second grade certificate should not be considered a professional recognition because it is given to anyone, regardless of training, who can memorize enough factual material to

¹Department of Public Instruction, Bulletin No. 4, 1932, p. 6.

pass the examination and who is a person of good, moral character.

Provisions have been made for the renewal of earned elementary certificates, but not for those which have been secured by examination.

Professional certificates are issued on credentials, but may also be obtained by examination. Second grade professional certificates are granted for a period of three years to those who have had at least two years of professional normal school training above high school. Included in those two years work they must have had at least sixteen semester hours of professional preparation for teaching. After a certificate for that type of work has been granted and the holder has had eighteen months of successful teaching experience in North Dakota, the state superintendent may issue a second grade professional certificate valid for life. A first grade professional certificate is granted to those who have completed four years of college work and who, during that time, have taken sixteen semester hours of professional preparation for teaching. After having had at least eighteen months of successful teaching experience, the holder may be granted a first grade professional certificate for life by the State Superintendent of Public Instruction. As in the case of the second grade professional certificate, the first grade professional certificate may also be secured by examination. Relatively few of these have been offered in the state since it is recognized by those desiring to teach that a teacher's certificate does not necessarily qualify an individual and that in addition to

accumulating facts, the teaching profession requires scientific knowledge to present these facts in a manner which will be most intelligible to children. The knowledge of educational psychology, as an instance, is almost indispensable; hence very nearly all first grade professional certificates in the state are earned certificates.

Since the last pamphlet on regulations governing the certification of teachers was issued by the State Superintendent of Public Instruction, a new rule has been adopted by the board of administration which will make it mandatory for all teachers in North Dakota to have at least two years of college training before an earned certificate can be issued.

"Under a rule adopted by the Board of Administration with the recommendation of the Teachers' College Presidents, the lowest certificate now earned requires one year of general academic training as a prerequisite for one year of professional study. This makes the minimum training for a rural certificate two years of college work. For the present, at least, there is now no difference in the minimum amount of training required for teaching in either rural schools or the elementary grades in city systems."¹

The professional educators of North Dakota have been looking forward to several changes which will come slowly but surely. The elimination of teachers' certificates earned by examination will help to professionalize teaching. North Dakota has been making fine progress in its certification of teachers and can definitely be ranked among those states which are making similar progress.

¹Letter of C. C. Swain, President, State Teachers College, Mayville, North Dakota. 4-18-35.

Teachers' Qualifications in Various Types of Schools

The administrative officer, that is the superintendent of a first class high school is required to hold not less than a first grade professional certificate and have a bachelor's degree with sixteen semester hours of education including six hours in school administration and supervision. He must have had two years of successful experience as an administrative officer in a school system employing seven or more teachers.

The high school principal must hold a first grade professional certificate and have the same qualifications as the superintendent, except that only one year of teaching experience is necessary.

Elementary teachers for these first class schools must hold a standard second grade professional certificate issued by a normal schools.

In second class high schools the qualifications for the superintendent are the same as in the first class, except that successful experience in a school system employing five teachers or three years as high school principal of a five teacher high school will meet the experience requirements.

The high school principal and the elementary teachers are required to have the same standards as those of the first class school.

In the third class high schools, all qualifications are again the same for the superintendent, with the exception of experience. The superintendent must have had two years of successful experience as a classroom teacher in a standardized school or one year of success-

ful experience as the principal of a three-teacher school, in order to qualify.

The high school principal and teachers and the elementary teachers must have the same qualifications as those teaching in a first class high school.

A first class consolidated or graded school, in which four years of high school work are offered, requires the superintendent to hold a first grade professional certificate and a bachelor's degree with sixteen semester hours of education including six in school administration and supervision. The superintendent must have had two years of successful experience in teaching. Practice teaching and special methods may be substituted for one year of teaching experience for the purpose of meeting requirements as an administrative officer in the first class consolidated school.

The high school principal must be a college graduate with the same requirements and training that are effective for the superintendent.

The teachers must hold first grade professional certificates and be college graduates with sixteen semester hours in education which must include practice teaching. In the elementary grades a standard second grade professional certificate is the minimum requirement.

Second class consolidated schools have the same requirements as first class, except that the superintendent need have but one year of previous teaching experience as a teacher and the grade teach-

ers must be graduates of a high school and must hold first grade elementary certificates.

The third class consolidated school requires only a standard normal certificate and no teaching experience of the principal. The grade teachers need have only a first grade elementary certificate.

In the first class rural schools, the teacher must hold a second grade professional certificate. The teachers in second class rural schools must hold first grade elementary certificates and the teachers in third class rural schools must hold at least a second grade elementary certificate.

The requirements for the various types of schools are changed from time to time by the State Superintendent of Public Instruction.

As an incentive to cause schools to aspire to higher classifications, the state offered state aid, which was graduated and dispensed in proportion to the rating held by the various schools. At the last two sessions, the legislature failed to appropriate money for state aid; hence that incentive has been dropped. If and when the legislators see fit to return to the former method of giving additional funds for the purpose of raising the standards, the standards for teachers' qualifications, length of term, and requirements will undoubtedly continue on their upward climb.

Types of Schools Supervised by the County Superintendent

In order to cover the field of administration and supervision adequately in the county and city schools, it will be necessary to describe somewhat in detail the kinds and types of schools supervised

by each superintendent. Under the North Dakota law, for purposes of distributing funds for state aid, it was necessary to classify the schools according to certain definite standards.¹ For this reason, four types of schools were established and in addition to these four types, one more must be added, - that type comprising the unclassified schools which comprise the major portion of schools in the state. The four classifications are rural, graded, consolidated and classified high schools.

A standard rural school is a one-room school which meets certain definite specifications as to equipment, length of term, teacher qualifications, and building standards. This type of school is classified into three groups, - first, second, and third class rural schools. The classification is dependent upon the qualifications of the teacher, the amount and type of equipment, and the manner in which the building has been designed. For the purpose of this study, it will not be necessary to go into the details of each type of school, except to point out that the minimum essentials for a first class rural school are only such necessities as one would expect to find in any standard classroom. For instance, a minimum of nine months of school, one hundred library and reference books, one set of encyclopedias, one large and five small dictionaries, proper heating, ventilating, and lighting facilities, clean drinking water, single desks, and the proper lavatory facilities.

¹North Dakota General School Laws, 1931. Sec. 1440, p. 116.

The second and third class rural schools are the same in all details except that the teacher's qualifications are not as high, and the length of term can be no less than eight months.

A graded school in North Dakota is defined as one which has two or more teachers, but not to exceed seven in the system.

A consolidated school is similarly defined. The distinction between the two being the number of contiguous sections of land surrounding the school.¹ A consolidated school must have at least eighteen contiguous sections of land, while a graded school is one having the same specifications in all other respects but serving less than eighteen contiguous sections of land.

A classified school is one in which there are at least two teachers doing full time high school work; usually a school beginning with a minimum of six teachers may become standardized as a classified school. In equipment facilities, teacher training qualifications and other essential points it is the same as the standard consolidated school, but enjoys one distinctive feature in addition and that is that the State Department of Education does not require a classified school to give state examinations. Classified schools may give their own final examinations in both the seventh and eighth grades, and all high school subjects. The only reason that all six-room consolidated schools do not become classified schools is that during the time that state aid was dispensed in North Dakota, a consolidated school received more state aid from the state legislature than did the classi-

¹North Dakota General School Laws, 1931. Sec. 1, p. 197.

fied high schools.

The most numerous class, as has been mentioned, is the unclassified group of schools. To show that they are most numerous, one might use Grand Forks County as a more or less typical example. In 1932 Grand Forks County had 111 rural schools in operation. Seventy-four of them belonged to the unclassified group. Many of these schools were unclassified because they had seven months terms, some because they were lacking in equipment and still others because they had employed teachers whose qualifications did not meet with the standards set by the state superintendent.

The type of schools described above, with the exception of the classified high schools, are those supervised by the county superintendent of schools. The problems confronting the county superintendent, then, from the standpoint of teaching equipment, length of school term, and teachers' qualifications are obviously numerous and very difficult.

Types of Schools Supervised by the City Superintendent

The city superintendent, with but few exceptions in this study supervises the classified high school type of school and in many instances, the schools listed as city schools are not only meeting the requirements set by the State Department, but are members of the North Central Association of Secondary Schools as well and in addition they are meeting standards much higher than those required by the state.

Summary of Chapter 2

Earned teachers' certificates in North Dakota are on a par with those offered in other states. There are two grave faults, however, in the issuance of them. One is that they may be obtained by examination without professional training. The other is that they are issued for life. This tends to undo the professional aspects of a teacher's certificate and causes people who lose their positions in other fields to try to reënter the teaching profession during hard times.

A system of validating certificates, either by teaching experience or additional professional training, or both, once every five years should be established.

Teachers' qualifications in all but the rural schools are on a gradual incline and compare favorably with those of other states.

The county superintendent spends approximately ninety per cent of his time in supervising one-room rural elementary schools. The city superintendent has his work evenly divided in elementary and high school work. Most of the city superintendents in North Dakota are part-time teachers and the teaching that is done by them is usually carried on in the high school; hence their training has been done primarily in the high school.

In the larger school systems, the principals of elementary schools are trained in elementary work and care for the supervision in the lower grades.

CHAPTER 3

A COMPARISON OF THE AMOUNT OF TRAINING OF THE TEACHERS SUPERVISED
BY THE COUNTY AND CITY SUPERINTENDENTS

In the field of supervision, an important consideration is the amount of training that has been had by those who are being supervised. A teacher who has had four years of college training in the elementary field would naturally need less supervision, other things being equal, than a teacher who had had, let us say, one summer school of training in the elementary field. With that in mind, it was believed that a comparison of the amount of training of the teachers supervised by the county and city superintendents would be an important factor in determining the relative status of the two administrative offices.

In setting up the questionnaire for tables 3 and 4 it was necessary to put in twelve weeks and twenty-four weeks periods in addition to the one, two and four or more years of training periods. Nine years ago a state law permitted normal schools in North Dakota to give twelve weeks of elementary training above the high school course, and that period of training entitled a person to a certificate which was valid for teaching in an unclassified, rural school. Two years later the minimum amount of training was raised to twenty-four weeks, and in 1929 the minimum amount of training for securing a teacher's certificate in the state was raised to one year. Two years of college training in North Dakota entitle a person to a second grade standard certificate, and four years training is the normal amount of time required for a bachelor's degree. Teachers with more than four years of training were put into the last column.

Table 3

A Comparison of the Amount of Training of the Teachers Supervised
by the County and City Superintendents

1932											
County	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years	City	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years
Stuts- man	59	28	52	85	32	James- town	-	-	3	41	19
Cass	13	12	41	111	52	Fargo	-	-	-	124	111
Ward	40	42	47	146	76	Minot	-	no	report	-	-
Morton	58	78	12	47	14	Mandan	-	-	-	15	19
McLean	120	10	12	43	20	Garrison	-	-	-	8	6
Moun- trail	-	no	report	-	-	Stanley	-	-	-	9	5
Walsh	75	19	25	38	14	Grafton	-	-	-	13	10
Rich- land	51	30	29	30	15	Wahpeton	-	-	-	11	10
Stark	15	15	40	62	43	Dickinson	-	-	-	19	12
Barnes	22	9	26	98	34	Valley City	-	-	-	14	24
Wells	64	6	14	63	31	Harvey	-	-	-	13	7
McKen- zie	30	33	44	34	20	Watford City	-	-	-	6	6
Williams	45	13	56	49	6	Williston	-	-	-	23	18
McHenry	34	15	37	55	24	Velva	-	-	-	6	7
Bottin- ess	-	no	report	-	-	Bottinesu	-	1	1	7	7
Emmons	70	17	36	19	4	Linton	-	-	-	8	4
Grand Forks	32	25	42	33	14	Grand Forks	-	-	1	53	53
McIn- tosh	60	-	no	report	-	Ashley	-	-	-	8	4
Cavalier	39	30	29	56	31	Langdon	-	-	-	4	6
Dunn	36	12	37	31	8	Killdeer	-	-	-	5	3
LaMoure	-	no	report	-	-	LaMoure	-	-	-	8	8

Table 3 (Continued)

County	12				13				14			
	24	1	2	4 or more	24	1	2	4 or more	24	1	2	4 or more
	YEARS											
Grant	55	18	23	28	7	Elgin	-	-	-	-	5	3
Logan	53	14	24	19	2	Hopoleon	-	-	-	-	7	2
Mercer	53	9	21	8	-	Deulah	-	-	-	-	9	1
Burlingh	28	3	26	20	10	Blumarck	-	-	-	-	41	22
Dickey	35	27	29	31	5	Oakes	-	-	-	-	6	9
Pembina	55	-	25	16	3	Cavaller	-	-	-	-	6	4
Rensay	1	1	18	60	23	Devills Lake	-	-	-	-	26	16
Sheridan	-	no report	-	McGinnady	-	-	-	-	-	-	8	4
Renville	6	6	23	35	7	Hobell	-	-	-	-	5	6
Pierce	52	10	14	26	4	Dugby	-	-	-	-	9	6
Ransom	15	16	20	38	3	Lisbon	-	-	-	-	9	10
Divide	21	14	7	61	-	Crosby	-	-	-	-	11	8
Worner	3	5	24	44	26	Cando	-	-	-	-	8	7
Kidder	36	22	22	33	8	Steele	-	-	-	-	6	5
Nelson	8	11	22	64	32	Lakota	-	-	-	-	8	4
Tralli	23	14	13	34	9	Hillshere	-	-	-	-	7	6
Hettinger	47	10	20	8	-	Wott	-	-	-	-	6	13
Burke	11	14	29	25	6	Borbells	1	-	-	-	5	4
Sargent	16	20	23	38	23	Winor	-	-	-	-	5	5
Benson	16	9	28	74	33	Leads	-	-	-	-	5	4
Steele	9	7	36	16	4	Pinley	-	-	-	-	8	4
Bowman	2	8	21	35	15	Bowman	-	-	-	-	8	5

Table 3 (Continued)

County	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or City more years	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years	
Golden Valley	11	8	13	22	16	Beach	-	-	-	11	12
Foster	3	-	11	33	5	Carrington	-	1	-	10	8
Griggs	19	20	13	14	6	Cooperstown	-	-	-	6	8
Oliver	27	12	9	11	1	Center	-	-	-	3	-
Rolette	8	10	24	43	18	Rolla	-	-	-	7	6
Sioux	15	19	-	17	3	Fort Yates	-	-	-	5	-
Slope	-	no report	-	-	-	Marmarth	-	-	-	3	1
Billings	31	15	11	10	2	Medora	-	no report	-	-	-
Eddy	13	3	15	29	1	New Rockford	-	-	-	13	7
Adams	14	10	16	13	4	Hettinger	-	-	-	8	9
Total	1,541	730	1,161	1,925	714		1	2	5	669	537
Average	32.1	15.2	24.3	41	14.9		.02	.04	.1	13.1	10.5
Range	1-120	0-78	0-56	3-146	0-76		0-1	0-1	0-3	3-24	0-111

Table 4

A Comparison of the Amount of Training of the Teachers Supervised
by the County and City Superintendents
1935

County	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more Years	City	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more Years
Stutsman	4	11	124	85	45	James- town	-	-	2	32	24
Cass	4	1	35	129	75	Fargo	-	-	-	82	134
Ward	26	-	67	144	4	Minot	-	-	-	44	44
Morton	25	28	50	71	39	Mandan	-	-	-	13	17
McLean	49	-	32	90	25	Garrison	-	-	-	6	6
Moun- trail	-	20	50	90	30	Stanley	-	-	-	6	6
Walsh	24	-	54	85	26	Grafton	-	-	-	12	10
Rich- land	-	no report			-	Wahpeton	-	-	-	14	16
Stark	-	-	64	107	4	Dickin- son	-	-	-	5	23
Barnes	2	6	17	95	50	Valley City	-	-	-	10	24
Wells	1	5	44	78	38	Harvey	-	-	-	9	5
McKensie	25	8	57	53	20	Watford City	1	-	-	1	9
Williams	22	-	60	59	14	Williston	-	-	-	15	27
McHenry	22	-	32	91	55	Velva	-	-	-	6	6
Bottineau	1	2	26	78	41	Bottineau	-	-	-	4	12
Emmons	45	20	55	21	4	Linton	-	-	-	7	5
Grand Forks	3	1	42	77	25	Grand Forks	-	-	1	34	66
McIntosh	-	no report			-	Ashley	-	-	2	5	7
Cavalier	-	no report			-	Langdon	-	-	-	4	5
Dunn	8	6	58	40	18	Killdeer	-	-	-	3	4
LaMoure	8	10	44	49	16	LaMoure	-	-	-	6	7

Table 4 (Continued)

County	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years	City	12 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years
Grant	8	-	88	37	19	Elgin	-	-	-	2	5
Logan	17	12	36	41	13	Napoleon	-	-	-	6	4
Mercer	16	-	41	50	12	Beulah	1	-	1	-	9
Burleigh	25	4	26	40	20	Bismarck	-	-	2	31	24
Dickey	16	-	45	39	16	Oakes	-	-	-	6	5
Pembina	19	-	40	36	8	Cavalier	-	-	-	6	4
Ramsey	1	-	9	77	15	Devils Lake	-	-	-	22	16
Sheridan	26	12	22	23	9	McGlusky	-	-	-	3	6
Renville	2	-	17	48	28	Mohall	-	-	-	2	8
Pierce	3	7	46	30	10	Rugby	-	-	-	7	10
Ransom	4	2	30	35	18	Lisbon	-	-	-	6	10
Divide	-	2	43	42	9	Cresby	-	-	-	6	9
Towner	-	1	13	50	27	Cando	-	-	-	7	6
Kidder	30	-	36	25	40	Steele	-	-	-	3	4
Nelson	-	12	20	40	17	Lakota	-	-	-	5	7
Traill	1	-	19	30	2	Hills- bore	-	-	-	5	7
Hettinger	22	-	34	19	8	Mott	-	-	-	11	3
Burke	13	-	29	32	12	Bowbells	-	-	-	4	4
Sargent	1	15	14	30	23	Milner	-	-	-	3	4
Benson	-	-	11	20	50	Leeds	-	-	1	6	2
Steele	-	-	16	30	4	Finley	-	-	-	-	8
Bowman	-	-	no report	-	-	Bowman	-	-	-	5	5

Table 4 (Continued)

County	13 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years	City	13 Wks.	24 Wks.	1 Yr.	2 Yrs.	4 or more years
Golden Valley	7	-	15	15	2	Beach	-	-	-	11	10
Foster	1	-	20	36	53	Carrington	-	-	-	8	10
Griggs	4	5	23	27	8	Coopers- town	-	-	-	4	7
Oliver	-	21	20	17	5	Center	-	-	1	1	-
Rolette	-	-	18	35	9	Rolla	-	-	-	4	7
Sioux	1	5	19	23	11	Fort Tates	-	-	-	4	4
Slope	1	4	25	20	6	Marmarth	-	-	-	3	5
Billings	20	-	17	11	7	Medora	-	-	-	3	-
Eddy	3	2	24	18	8	New Rock- ford	-	-	-	12	8
Adams	5	5	17	23	1	Hettinger	-	-	-	7	8
Total	510	227	1744	2441	999		2	0	10	521	676
Average	10.4	4.6	35.6	48.7	19.9		.04	0	.19	9.8	12.8
Range	0-49	0-28	9-124	11-144	1-75		0-1	0	0-2	0-82	0-134

In Table 3, forty-seven answers were received on the questionnaire. There were several minor discrepancies in the answers, however. For instance, Bottineau County reported that the number of teachers in the county had received about an equal amount of training on the average in each of the various brackets. In the several counties reporting in that manner no record was made of the numbers, because there would be an element of error in it.

The forty-seven county superintendents reporting supervised 1,541 teachers who had had but twelve weeks of elementary training, an average of thirty-two and one-tenth teachers per county superintendent, and the range in this training group was from one to 120 teachers.

Fifty-one city superintendents reporting on this questionnaire had but one teacher with as little as twelve weeks of training.

It must be explained here that some of the superintendents of the smaller city systems in North Dakota have large school districts, including one or two rural schools. These rural schools, since they are within the district boundary lines, are supervised by the superintendent of the city system in that district. Hence, several teachers in Bottineau, Golden Valley, Burke and Foster counties are supplied with teachers with this small amount of training. A total of three teachers had less than one year of training in the city superintendents' group, as compared to 2,271 teachers in the county superintendents' group. A similar comparison is shown

for those with one year of training. The counties had 1,161 teachers; an average of twenty-four and two-tenths teachers per county with one year of training, against five or an average of one-tenth teacher for the city superintendents.

In the two year training class, the discrepancy is much less. One thousand nine hundred and twenty-five teachers or an average of forty-one teachers in the counties had two years of training as compared with 669 in the cities, or an average of thirteen and one-tenth teachers per city superintendent.

In the group of teachers which held the equivalent of a bachelor's degree or more, the counties had 714 teachers and the cities had 537. The county superintendents averaged fourteen and nine-tenths teachers and the city superintendents averaged ten and five-tenths teachers.

It is a lamentable but true situation that rural schools have always had the poorest equipped teachers. It is also true that rural schools, generally speaking, have the most poorly equipped school rooms as to library facilities, maps, supplementary readers, and those articles necessary to good work.

In Table 4 the 1935 reports show a decided change in the number of teachers with but twelve weeks training. The effect of the legislation covering teacher training is striking. There should be no teachers with but twelve weeks of training in the schools of North Dakota in 1935, because no certificate can be

earned in that manner now. There is, however, another way of obtaining a certificate; that is by a special examination. There may be a few scattered instances where a teacher has had no professional training at all, but who may hold a certificate to teach. The state law provides that a State Superintendent of Public Instruction may give teachers' examinations to anyone wishing to write upon them, if such people are of good, moral character.¹ If they pass the examination, they may be granted a certificate to teach; hence we still find in 1935 that there are 510 with twelve weeks training, and 227 with twenty-four weeks training in the county superintendency, and two teachers with but twelve weeks training supervised by city superintendents. The change, however, is even more striking when we compare the 1,541 teachers in 1932 with twelve weeks training with the 510 teachers in 1935.

In the one-year training bracket the number has increased from 1,161 in 1932 to 1,744 in the counties in 1935. Likewise, in the two-year bracket there were 1,925 in 1932 and 2,441 in 1935 in the county superintendency. In the four-year bracket an even larger increase is noted. In 1932 there were 714 teachers with four years or more of training in the county superintendency as compared to 999 in 1935. In the cities there were 537 teachers with four years or more of training in 1932 and 676 in 1935.

The city schools at the present time have only ten people with but one year of training, 521 with two years, and 676 with four years or more. The four year group has been increasing

¹North Dakota General School Laws, 1931. Sec. 1370, p. 93.

steadily during the three year period. Those with one year of teacher training in the city schools undoubtedly received their certificates by examination as has been indicated previously.

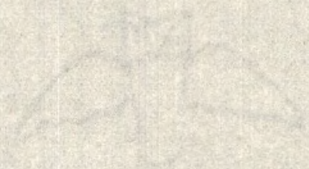
Summary of Chapter 3

To summarize the findings of this chapter it may be pointed out that the rural schools, as in the past, are continuing to use the most poorly trained teachers. It is admitted by those who know the school situation, that in addition to having the most poorly trained teachers, rural schools are very poorly equipped with teaching materials. Library facilities are meager. There are no city libraries to turn to; hence the job of supervising these rural schools is a most difficult one.

It could be concluded from this study that more drastic legislation is needed, but such a conclusion is not necessary at this time because the North Dakota Legislature, since this study was made, has recognized that more adequately prepared teachers are necessary in these rural schools and the improvement over a three-year period is striking. Since this study was completed, the legislature has passed a new law which will require teachers to have not less than two years of college preparatory training to teach in any school position in the state; so that in the next two or three years, another decided swing toward better qualified teachers will be effected. In addition to the law passed by the legislature, the state department has ruled that teachers teaching in four year high schools must hold at least a bachelor's degree. These two

forward looking changes are going to mean much to the improvement of the teaching forces of both the county and city superintendants.

CHIEFTAIN BOND



CHAPTER 4

A COMPARISON OF THE NUMBER OF BOARD MEMBERS, TEACHERS, PUPILS AND SCHOOLS UNDER THE SUPERVISION OF THE COUNTY AND CITY SUPERINTENDENTS

In a previous chapter, the various types of school districts and school boards were described, and the laws setting them up were quoted. In this chapter it is proposed to analyze the effect of the law, creating these various boards, upon the administrative practices in various school districts.

The purpose of Table 5, which is based on the conditions as they existed in 1932, is to show the comparative amount of administrative work that is required of county and city superintendents. In this study, fifty-three county and city superintendents or 100 per cent of the counties and cities answered the questionnaire.

In listing the board members, the questionnaire specified that the treasurer and clerk in each district should be designated as members of the board. This was done because the superintendent of schools has more direct contact with those two members of the board in the county office than he has with any other two members of the board, and in most instances, those two officers are the leaders and spokesmen for the entire board.

Tables 5 and 6, giving the data for 1932 and 1935 respectively, will also show the effect of the depression upon the schools of the state.

Table 5

A Comparison of the Number of Board Members, Teachers, Buildings and Pupils Under the Supervision of the County and City Superintendents of North Dakota
1932

County	Board Mem- bers	Teach- ers	Build- ings	Pu- pils	City	Board Mem- bers	Teach- ers	Build- ings	Pu- pils
Stuts- man	295	256	188	4416	James- town	9	63	6	1756
Cass	586	250	132	4876	Fargo	11	235	16	5516
Ward	326	257	178	5901	Minot	7	84	8	2948
Morton	225	209	145	3521	Mandan	7	34	3	986
McLean	310	205	160	4100	Garrison	5	14	1	454
Moun- trail	263	200	145	3500	Stanley	5	14	1	353
Walsh	625	171	135	3000	Grafton	7	22	2	668
Rich- land	200	171	138	4180	Wahpeton	5	21	2	646
Stark	157	175	112	5327	Dickin- son	5	31	3	1120
Barnes	431	189	99	3469	Valley City	7	38	4	1067
Wells	205	185	106	3200	Harvey	5	20	2	581
McKenzie	160	161	137	2739	Watford City	5	12	1	318
Williams	295	169	135	3469	Willis- ton	7	41	3	1439
McHenry	308	165	112	3700	Velva	5	13	1	323
Bottineau	260	144	102	3119	Bottineau	7	16	3	469
Emmons	211	148	137	2680	Linton	7	12	1	595
Grand Forks	567	144	107	2517	Grand Forks	11	112	7	3324
McIntosh	145	101	104	2700	Ashley	5	12	1	340
Cavalier	262	190	107	2896	Langdon	7	10	1	260
Dunn	181	126	106	2214	Killdeer	7	6	1	237

Table 5 (Continued)

County	Board Mem- bers	Teach- ers	Build- ings	Pu- pils	City	Board Mem- bers	Teach- ers	Build- ings	Pu- pils
LaMoure	177	127	103	2300	LaMoure	5	16	3	350
Grant	240	139	117	3043	Elgin	5	8	1	275
Logan	155	116	105	1950	Napoleon	5	9	1	331
Mercer	135	91	91	1800	Beulah	5	11	1	396
Barleigh	257	125	94	3868	Bismarck	5	63	6	2020
Dickey	180	127	106	2038	Oakes	7	15	1	330
Pembina	494	110	94	1891	Cavalier	7	10	1	361
Ramsey	211	123	67	2832	Devils Lake	7	42	4	1308
Sheridan	140	102	84	2239	McClusky	5	12	2	190
Renville	139	77	56	1076	Mohall	5	11	1	286
Pierce	157	102	94	1824	Rugby	7	15	2	465
Ransom	110	91	61	1619	Lisbon	7	19	1	502
Divide	205	123	43	2638	Crosby	7	19	1	545
Towner	159	109	49	2677	Cando	5	15	2	432
Kidder	207	121	93	2500	Steele	5	11	1	241
Nelson	152	133	69	2830	Lakota	5	12	1	341
Trail	74	93	67	2301	Hills- boro	7	13	1	341
Hettinger	165	85	85	2500	Mott	5	18	2	490
Burke	179	94	76	1284	Bowbells	7	10	2	260
Sargent	150	120	120	2402	Wilnor	5	9	1	256
Benson	215	165	89	3185	Leeds	5	9	1	305
Steele	90	70	61	1179	Finley	5	12	1	173

Table 5 (Continued)

County	Board Mem- bers	Teach- ers	Build- ings	Pa- pils	City	Board Mem- bers	Teach- ers	Build- ings	Pa- pils
Bowman	160	81	44	1400	Bowman	5	13	1	325
Golden Valley	85	70	42	1150	Beach	5	23	6	527
Foster	99	71	45	1300	Carring- ton	7	19	4	628
Griggs	119	72	61	1253	Coopers- town	7	16	1	340
Oliver	119	60	60	1200	Center	5	2	1	32
Rolette	140	103	53	2400	Rolla	5	13	1	260
Sioux	70	54	41	1075	Fort Tates	5	5	1	175
Slope	135	62	53	651	Marmarth	5	4	1	272
Billings	90	59	53	1178	Medora	5	3	1	68
Eddy	90	61	46	931	New Rock- ford	7	20	2	594
Adams	136	60	57	850	Hettinger	7	17	2	500
Total	11,236	6,812	4,964	133,888		323	1,306	126	36,989
Average	212	128.5	93.7	2,545		6.1	24.6	2.4	698
Range	70-625	54-257	41-188	651-5901		5-11	3-235	1-16	32-516

Table 6

A Comparison of the Number of Board Members, Teachers, Buildings and Pupils Under the Supervision of the County and City Superintendents of North Dakota
1935

County	Board Members	Teachers	Buildings	Pupils	City	Board Members	Teachers	Buildings	Pupils
Stutsman	300	269	204	5776	James- town	9	58	6	1910
Cass	601	244	134	4759	Fargo	11	216	15	5276
Ward	326	241	174	4158	Minot	7	88	7	3098
Morton	241	223	147	4289	Mandan	7	30	4	862
McLean	320	196	155	6056	Garrison	5	12	2	549
Moun- trail	220	190	130	3500	Stanley	5	12	1	333
Walsh	619	175	134	3336	Grafton	7	22	2	702
Rich- land	226	175	146	2600	Wahpeton	7	30	1	671
Stark	150	175	103	3500	Dickin- son	5	28	1	1139
Barnes	445	170	68	2828	Valley City	7	34	4	1150
Wells	205	166	101	2998	Harvey	5	13	2	626
McKenzie	160	163	136	2475	Watford City	5	11	2	382
Williams	339	155	128	2105	Willis- ton	7	42	4	1500
McHenry	305	152	105	3694	Velva	5	12	1	261
Bottineau	280	148	130	3318	Bottineau	7	16	5	487
Emmons	209	147	141	3616	Linton	7	12	1	450
Grand Forks	565	141	116	2500	Grand Forks	11	101	7	3679
McIntosh	145	139	104	2660	Ashley	5	14	4	385
Cavalier	262	137	96	3414	Langdon	7	9	1	288
Dunn	181	130	103	2562	Killdeer	7	7	1	261

Table 6 (Continued)

County	Board Mem- bers	Teach- ers	Build- ings	Fu- pils	City	Board Mem- bers	Teach- ers	Build- ings	Fu- pils
LaMoure	177	127	103	2310	LaMoure	5	13	3	375
Grant	240	127	115	2142	Elgin	5	7	1	293
Logan	155	123	102	2140	Napoleon	5	10	1	320
Mercer	167	119	91	2708	Beulah	5	11	1	377
Burleigh	256	118	94	2000	Bismarck	7	57	6	2126
Dickey	184	116	96	1914	Oakes	7	11	1	435
Pembina	484	105	92	2238	Cavalier	7	10	1	404
Ransom	211	102	63	1762	Devils- Lake	7	38	4	1380
Sheridan	135	102	84	2613	McClusky	5	9	2	270
Benville	139	100	50	1595	Mohall	5	10	1	252
Pierce	155	97	81	1850	Rugby	5	17	2	472
Ransom	115	96	59	1832	Lisbon	7	15	3	659
Divide	120	96	74	1461	Crosby	7	15	2	528
Towner	159	93	46	1917	Gande	5	13	1	400
Kidder	205	92	96	1664	Steele	5	7	5	240
Nelson	154	89	61	2476	Lakota	7	12	1	346
Traill	126	86	63	1366	Hillsboro	7	12	1	374
Hettinger	161	86	78	1300	Mott	5	14	3	568
Burke	172	86	70	1319	Bowbells	7	8	1	255
Sargent	145	83	89	2101	Milner	5	7	1	260
Benson	215	81	82	3106	Leeds	5	10	1	300
Steele	105	76	66	943	Finley	5	7	1	220

Table 6 (Continued)

County	Board Mem- bers	Teach- ers	Build- ings	Pu- pils	City	Board Mem- bers	Teach- ers	Build- ings	Pu- pils
Bowman	160	72	42	1286	Bowman	5	10	1	325
Golden Valley	85	70	43	1050	Beach	5	21	6	572
Foster	99	69	42	1214	Carring- ton	7	18	3	500
Griggs	123	67	56	1007	Coopers- town	7	11	2	340
Oliver	119	63	54	1162	Center	5	2	1	43
Rolette	140	62	49	1004	Rolla	5	11	1	307
Sioux	70	59	45	1300	Fort Tates	5	8	2	203
Slope	155	56	50	968	Marmarth	5	8	1	221
Billings	90	55	49	720	Medora	5	3	1	60
Eddy	90	55	49	912	New Rockford	7	18	3	608
Adams	126	51	45	680	Hettinger	7	15	1	470
Total	11,336	6,416	4,841	124,204		327	1,205	135	38,392
Average	214	121	91	2,343		6.1	21	2.6	724
Range	70-619	51-269	42-204	680-6056		11-5	3-216	1-15	43-5276

The county superintendents had a total of 11, 236 board members or an average of 212 school board members under their direction as compared with 323 or an average of six and one-tenth school board members for the city superintendents. No county superintendent had less than seventy board members to deal with, and one had 625. The range in the city superintendency was from five to eleven.

The number of board members in a county may reach the point of ridiculousness. In Grand Forks County, for instance, the county superintendent has 144 teachers under her direct supervision and 567 board members in that same political subdivision to administer the affairs of these 144 teachers. With the exception of the Grand Forks City Independent District board of education, each member receives a salary. The total salary for Grand Forks County school board members for 1934 was \$8,040.18 and their expenses \$4,741.00, making the total cost of school board members \$12,781.18, while the total cost of the county superintendents office was \$5,457.81.¹ The latter figure includes all expenses in connection with supervision such as mileage, and the salaries of the superintendent, deputy superintendent and stenographer.

It is obvious that the salary of board members is an item of expense that could be eliminated, or that the money thus expended could be used to better advantage by hiring additional supervisors, furnishing traveling libraries, or in any of a dozen other sensible ways enhance the value of the schools to the children of the county.

In twelve states of the United States the number of school board members outnumber the number of teachers.² How long would a

¹Grand Forks County Superintendent's Annual Report, 1934.

²Department of Interior, Bulletin #34, Jan. 1935, p.3, Par.2.

large corporation or any business enterprise exist under business methods of that kind? Is it any wonder that schools are criticized?

The county superintendent, in each instance of course, does not have the direct personal contact with individual board members that the city superintendent has, and in general it can be assumed that the members of the boards which come under the jurisdiction of the county superintendent are not as well qualified for their various positions as are those in the cities. In such counties as Grand Forks, Cass, and Stutsman they have the old district system, - four school districts to a township and twenty school officers to a township and there are so many sparsely settled, small school districts that it is often difficult to get a sufficient number of legal voters to hold these offices. In fact, in many of the districts, two members of one family hold responsible offices. It is not uncommon to have the husband of a family as clerk of the board, and the wife of the family as treasurer. With both people given authority to sign their names to warrants and vouchers, there is a possibility of drawing funds illegally. One case on record proves this point.

In the case to be described, the president of the board said that it was such a nuisance to have to sign each voucher separately, that he signed all the vouchers in a book at one time and sent them to the clerk of the school board, who was the husband of the treasurer. The clerk, in turn, signed all of the vouchers and turned them over to his wife. The county superintendent visited in the district and after his visit notified the board that library books

were needed immediately. The president of the board said, "Why, we have been purchasing \$100.00 worth of library books every year. The school must be filled with them." Upon investigation it was found that the school treasurer had used funds for the purchase of equipment for her home, and Christmas presents for the neighbors, and had charged it to the Library Account. Neither the president of the board, nor the clerk, knew anything of the purchases, because all vouchers had been signed previously.

Such a condition, of course, is unusual, but it is not uncommon to have two people from one family serving on the same board. In cities, where one can choose from among a large group, the citizens desirable for holding the responsible positions of school board members such practices would not likely occur.

Looking at the problem from one more point of view, it may be observed that school board members in a city system leave the detailed portions of their work such as the purchase of small amounts of equipment, the selection of text books, the ordering of supplies, etc., largely to the superintendent of schools. The rural and consolidated school officers, on the other hand, take care of all such detailed work at their board meetings, and therefore have many problems with which they must trouble the county superintendent's office. For instance, questions regarding the color of shades to be purchased, the number of library books necessary, the suitable treatment of floors, the proper manner of installing ventilation equipment, and numerous other problems are brought into

the county superintendent's office daily, either through letter or through personal call. These questions must be answered and that takes time and clerical help to care adequately for the school officers.

The number of board members supervised in the county and city, respectively, shows that there are decidedly too many board members for the county superintendent to handle efficiently; and there are more board members than are needed to look after the interests of a small school. Collective purchasing by a smaller board would prove to be both more economical and more efficient.

Some problems are obvious in looking at these figures. The county superintendent has to supervise and direct 128.5 teachers. Column three shows that these 128.5 teachers are scattered through ninety-three and seven-tenths buildings; whereas, an average of twenty-four and six-tenths teachers, under the direction of the city superintendent, are in two and four-tenths buildings. The city superintendent, in other words, can contact his teachers at almost a moment's notice. The administrative problems of the city superintendent, whether they be curriculum or disciplinary, can be detected at a moment's notice and be disposed of. He can contact his teachers several times a day, if need be. The county superintendent, on the other hand, must do most of the supervising by correspondence. It is humanly impossible to make drives to these various districts, particularly in a state with severe weather conditions such as North Dakotans must experience, to help the teacher with all of

her varied problems.

The situation looks at the outset, almost insoluble. When one adds to the problems already given, the number of pupils under the direction of each superintendent, the obstacle becomes even more obviously insurmountable.

The county superintendents have under their direction 133,888 pupils. The same number of city superintendents have but 36,989 pupils. The county superintendent averages 2,545 pupils per county with a range of from 651 to 5,901 per superintendent. The city superintendent averages 698 pupils with a range of from 32 to 5,516. By far the greatest amount or seventy-eight per cent of the children in the state, then, are under the direction of the county superintendent of schools, showing what a decidedly responsible position that is from the view point of the school pupils. Do not our schools, after all, exist for children?

In Table 6, containing the figures received from the county and city superintendents in 1935, the results are somewhat different as to the number of board members in the counties. They are exactly alike in the cities. The reason for this change in the counties is undoubtedly due to the fact that North Dakota law provides for ways and means of consolidating school districts.¹ It also provides for ways and means of dividing districts.² Between the period of 1932 and 1935, two additional districts were added to the county superintendents' list, thus making it necessary to

¹North Dakota General School Laws, 1931. Sec. 1240, p. 63.

²North Dakota General School Laws, 1931. Sec. 1237, p. 63.

create two more boards of not less than five members.

The number of teachers under the supervision of both the county and city superintendents decreased measurably. Three hundred ninety-six teachers had been dropped from the county superintendents' list and 101 teachers from the city superintendents' list. The economic condition prevalent during that period undoubtedly accounts for the drop in the number of teachers.

The teacher-pupil load, which in 1932 was nineteen and six-tenths in the counties and twenty-eight and three-tenths in the cities, increased to thirty-one and eight-tenths in the cities, but decreased to nineteen and two-tenths in the counties. An increase in the counties would be a commendable change because there are many rural schools in which the enrollment does not average over five or six pupils per teacher in certain isolated schools. This, of course, does not make a desirable school situation. On the other hand, the increased teacher-pupil load may be a handicap because most of the city school teachers have pupil loads in excess of what is recommended as an efficient maximum by such agencies as the North Central Association of Secondary Schools.

The number of buildings used in the counties decreased by 123. This was undoubtedly caused by the consolidation of several smaller schools or by the closing of some schools and transportation of the children to nearby districts. In the cities, the number of school buildings had increased by nine; possibly due to the cities' taking advantage of the Public Works Building Program during the

past eighteen months.

The number of pupils enrolled in the county schools had decreased by 9,684 and the pupils enrolled in the city schools had increased by 1,403. It is rather difficult to justify this decrease in the county enrollment. No actual figures on this point are available from the State Superintendent's Biennial Report and the questionnaire did not ask for that information. The economic depression has perhaps decreased the number of high school students who are able to attend school and there may have been some error in reporting the number of cases.

Summary of Chapter 4

In general, this study shows that in the county superintendency there are far too many school board members to carry on the work efficiently. When such a large number of school board members must be chosen from such a small geographical area, the quality of board members is relatively low.

It shows further, that there are more teachers to supervise in the county than can adequately be cared for by one superintendent when they are scattered over such a large geographical territory and in so many buildings. The same is true of the number of children that are being cared for in these various schools. The city superintendency, on the other hand, has a more nearly ideal arrangement both as to the number and quality of board members and the number of teachers and pupils to supervise.

The effect of the financial depression can be traced, particularly, in the number of teachers that have been dropped from both

types of school systems, and the number of smaller schools which have been closed during the three year period.

CHAPTER 5

A COMPARISON OF THE NUMBER AND TYPE OF ASSISTANTS EMPLOYED TO AID WITH SUPERVISION AND ADMINISTRATION IN THE COUNTY AND CITY SCHOOLS OF NORTH DAKOTA

In Table 7, the first comparison covers the number of principals assisting the superintendent in the counties and cities respectively. It must be understood here that the supervising officer of a consolidated or graded school in which from two to six teachers are employed is designated as a principal under the North Dakota regulations.¹ Hence, the number of principalships under the county superintendents indicate the number of consolidated or graded schools in the counties.

In the cities, on the other hand, the principalships are supervisory positions and the term designates the supervisory officer in charge of a unit, usually a school building doing one definite piece of work, as for instance, the principal of an elementary school with classes from grades one to six; the principal of a junior high school with classes from grades seven to nine; or the principal of a senior high school for classes from grades nine to twelve or ten to twelve inclusive. The principals in city systems need not concern themselves with administrative problems such as the taxing budget, purchase of equipment, the employment of teachers or any of the other numerous duties that fall definitely into the administrative field.

The principals in consolidated schools are both administrative and supervisory officers whom the county superintendent may call

¹North Dakota Bulletin #4, "Certification of Teachers", 1932, p. 18.

upon once, twice, or not to exceed four or five times during the school year. Although the law designates that the county officer has the supervision of these schools, all detailed administrative and supervisory matters must, of necessity, be handled by the principal. In other words, the principals of these schools are to all intents and purposes superintendents. On the other hand, principals of the city schools are mainly supervisory officers.

Under the North Dakota law, a county superintendent having fifty or more teachers under his supervision may appoint an office deputy. In counties having 100 or more teachers under the supervision of the county superintendent, he is allowed one field deputy and one additional field deputy for each additional 150 teachers or major fraction thereof under the supervision of the superintendent.¹ His duties are specifically defined as that of assistant to the county superintendent in visiting schools and that of general supervision of the educational work of the county.

In Tables 7 and 8 it was necessary to secure the number of deputies employed in each county from the Biennial Report of the State Superintendent of Public Instruction. Some counties, in answering the questionnaire, did not indicate that they had a deputy who visited schools. The Biennial Report, however, did give this information specifically.

One hundred per cent returns were received in the questionnaire covering Table 7 in 1932.

¹North Dakota General School Laws, 1931. Sec. 1136, p. 29.

Table 7

A Comparison of the Number and Type of Assistants Employed to Aid
with Supervision and Administration in the County and
City Schools of North Dakota
1932

County	Prin- ci- pals	Super- visers	Dep'y Sup't	Ste- neg.	City	Prin- ci- pals	Super- visers	Dep'y Sup't	Ste- neg.
Stutsman	15	-	1	1	James- town	6	3	-	1
Cass	10	2	1	1	Fargo	16	9	-	4
Ward	7	-	1	1	Minot	8	1	-	2
Morton	3	-	1	1	Mandan	3	1	-	1
McLean	7	1	-	1	Garrison	1	-	-	-
Mountrail	10	-	-	1	Stanley	1	-	-	-
Walsh	10	-	-	1	Grafton	3	-	-	-
Richland	11	1	1	1	Wahpeton	2	3	-	-
Stark	10	-	-	2	Dickinson	4	2	-	1
Barnes	17	1	1	1	Valley City	4	1	-	1
Wells	17	1/2	-	1	Harvey	2	-	-	1/2
McKenzie	4	-	1	-	Watford City	1	1	-	-
Williams	18	-	1	1	Williston	4	-	-	1
McHenry	8	-	-	1	Velva	1	-	-	1
Bottineau	10	-	1	1	Bottineau	2	-	-	-
Emmons	6	-	1	1	Linton	1	-	-	-
Grand Forks	10	-	1	1	Grand Forks	7	4	-	3
McIntosh	4	-	-	1	Ashley	1	-	-	-
Cavalier	12	-	1	1	Langdon	1	-	-	-
Dunn	3	-	-	1	Killdeer	1	-	-	-

Table 7 (Continued)

County	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.	City	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.
LaMoore	7	-	-	1	LaMoore	2	-	-	1/3
Grant	3	-	1	-	Elgin	1	-	-	-
Logan	2	-	-	1	Napoleon	1	-	-	-
Mercer	3	-	-	-	Beulah	1	1	-	-
Burlingame	9	-	1	1	Bismarck	6	2	-	-
Dickey	6	-	1	-	Gales	2	1	-	1/2
Pembina	7	-	-	-	Cavalier	1	-	-	1
Ramsey	7	-	1	1	Devils Lake	4	1	-	1
Sheridan	4	-	-	-	McClusky	2	-	-	-
Renville	3	-	-	1	Mohall	1	2	-	1
Pierce	7	-	-	-	Rugby	4	1	-	-
Ransom	13	-	-	1	Lisbon	1	-	-	1
Divide	12	-	1	-	Crosby	1	3	-	1/2
Towner	7	-	1	-	Cando	1	1	-	1
Kidder	6	-	1	-	Steele	1	2	-	-
Nelson	9	-	-	1	Lakota	1	-	-	1/2
Traill	4	-	-	1	Hillsboro	1	-	-	1
Hettinger	6	-	1	1	Mott	2	1	-	1
Burke	6	-	1	1	Bowbells	1	-	-	-
Sargent	13	-	1	-	Wilner	2	-	-	-
Benson	12	1	-	1	Leeds	1	1	-	-
Steele	4	-	-	-	Finley	1	-	-	-

Table 7 (Continued)

County	Prin- ci- pals	Super- visors	Dep'y Sup't neg.	City	Prin- ci- pals	Super- visors	Dep'y Sup't neg.
Bowman	6	-	-	1 Bowman	3	-	1/2
Golden Valley	4	1	-	1 Beach	2	1	-
Foster	2	-	-	1 Carrington	2	1	1
Griggs	4	-	1	1 Coopers- town	3	1	-
Oliver	6	-	-	1 Center	1	-	-
Rolette	7	-	-	1 Rolla	1	-	-
Sioux	3	-	-	1 Fort Yates	-	-	-
Slope	6	-	1	1/2 Marmouth	1	-	-
Billings	2	-	-	1 Medora	-	no report	-
Eddy	6	-	-	1 New Rockford	1	-	-
Adams	2	-	-	1 Hettinger	1	1	-
507							
Total	389	7 1/2	24	37 1/2	121	45	0 25 5/6
Average	7.3	.14	.45	.7	2.3	.9	0 .5
Range	2-18	0-2	0-1	0-2	0-16	0-9	0 0-4

Table 8

A Comparison of the Number and Type of Assistants Employed to Aid
with Supervision and Administration in the County and
City Schools of North Dakota
1935

County	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- nog.	City	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- nog.
Stutsman	12	-	1	1	Jamestown	4	-	-	1
Cass	10	2	1	1	Fargo	14	3	-	4
Ward	6	1	1	1	Minot	6	1	-	2
Morton	3	1	1	1	Mandan	3	2	-	1
McLean	5	-	-	1	Garrison	1	2	-	-
Moun- trail	10	-	1	-	Stanley	1	-	-	-
Walsh	10	-	-	1	Grafton	3	-	-	1
Richland	12	-	1	1	Wahpeton	3	-	-	-
Stark	10	-	1	1	Dickinson	2	2	-	1
Barnes	26	-	1	-	Valley City	4	4	-	1
Wells	4	-	-	1	Harvey	2	-	-	-
McKenzie	4	-	1	-	Watford City	1	-	-	-
Williams	15	-	-	-	Williston	4	-	-	1
McHenry	8	-	-	-	Velva	2	-	-	-
Bottineau	14	-	1	1	Bottineau	2	-	-	1
Emmons	6	1	1	1	Linton	2	-	-	-
Grand Forks	10	-	1	1	Grand Forks	7	-	-	4
McIntosh	2	-	-	1	Ashley	1	-	-	-
Cavalier	12	-	1	1	Langdon	1	-	-	-
Dunn	3	-	-	1	Killdeer	-	-	-	-

Table 3 (Continued)

County	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.	City	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.
LaMoure	7	-	-	1	LaMoure	2	-	-	-
Grant	3	-	1	-	Elgin	1	-	-	-
Logan	2	-	1	1	Napoleon	1	-	-	-
Mercer	3	-	-	1	Beulah	1	-	-	-
Burleigh	9	-	1	-	Bismarck	6	2	-	3
Dickey	6	1	1	-	Oakes	2	-	-	1
Pembina	6	-	-	-	Cavalier	1	-	-	1
Ransom	8	-	-	1	Devils Lake	5	-	-	1
Sheridan	4	-	-	-	McClusky	1	-	-	-
Benville	3	-	-	1	Mohall	1	-	-	1
Fierce	7	-	-	-	Rugby	2	-	-	1/2
Ransom	14	-	-	1	Lisbon	2	-	-	1
Divide	12	-	1	1	Grosby	1	-	-	1/2
Towner	7	-	1	1	Cando	1	-	-	-
Kidder	6	-	1	-	Steele	1	2	-	1
Nelson	1	-	-	1	Lakota	1	1	-	1
Traill	11	-	1	-	Hillsboro	1	-	-	-
Hettinger	7	-	1	-	Mott	1	-	-	1
Burke	3	-	-	1	Bowbells	1	-	-	1/2
Sargent	6	-	1	-	Milnor	1	-	-	-
Benson	12	1	-	-	Leeds	1	-	-	-
Steele	4	-	-	1	Finley	1	-	-	-

Table 8 (Continued)

County	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.	City	Prin- ci- pals	Super- visors	Dep'y Sup't	Ste- neg.
Bowman	6	-	-	-	Bowman	3	-	-	1
Golden Valley	-	-	-	-	Beach	2	1	-	1/2
Foster	2	-	-	-	Garring- ton	2	1	-	1
Griggs	3	-	1	1	Coopers- town	2	-	-	1
Oliver	6	-	-	-	Center	-	-	-	-
Rolette	7	-	-	-	Rolla	2	-	-	-
Sioux	1	-	-	-	Fort Yates	1	-	-	-
Slope	5	-	-	-	Marmouth	1	-	-	-
Billings	2	-	-	1	Medora	-	-	-	-
Eddy	5	-	-	-	New Rock- ford	2	-	-	1/2
Adams	2	-	-	1	Hettinger	1	1	-	-
Total	362	7	24	29		116	22	0	33 1/2
Average	6.9	.1	.4	.5		2.1	.4	0	.6
Range	0-26		0-1	0-1		1-14	1-4	0	0-4

The fifty-three county superintendents had 389 principals under their direction as compared to 121 under the direction of the city superintendents. There were on the average seven and three-tenths principals per county superintendent as compared to two and three-tenths principals per city superintendent. The range in the county superintendency was about the same as that for the city superintendency, the counties having from two to eighteen principals and the cities from none to sixteen principals.

In the matter of supervision, this study shows that there were only seven and one-half supervisors for the fifty-three county superintendents as compared to forty-five for the cities. Again it is quite obvious that supervision in the scattered schools of the county is practical from the standpoint of expediency and efficiency in teaching, but is not practiced to any great extent. Supervisors in the counties are usually specialists in health and, in one or two instances, in primary work or reading. Usually the latter supervisors are employed for but a few weeks of the year.

On the other hand, in the field of supervision for city schools the work covers a number of subjects including penmanship, music, reading, health, physical education and art. City systems having supervisors employ them for the entire year. They have regular group meetings with the teachers in their special fields to outline definite work in the curriculum, study teaching techniques, and measure their results.

The average number of supervisors in the county is one-tenth

and the average in the cities, nine-tenths. The range is from none to two in the county and from none to nine in the city.

According to the Biennial Report of the State Superintendent, twenty-four county superintendents have field deputies. The city superintendents have no deputies. The person usually considered to be the deputy or the spokesman for the superintendent in case of his absence or incapacity is the principal of the senior high school. (There is no city in North Dakota which has more than one senior high school.)

The positions of stenographer and office deputy are usually interchangeable in the vocabulary of the county superintendents. Some call their stenographers office deputies and others designate them as stenographers. Thirty-seven of the fifty-three counties have stenographers. In the other sixteen counties, the superintendent must rely upon the field deputy, if one is had, or do all of the clerical work himself. Nine counties have neither a stenographer nor a field deputy. In those counties, all the work is left to the superintendent. Let us take as one specific instance the county of McKenzie. The county superintendent has four consolidated schools to supervise and 161 teachers scattered through 137 buildings, with 2,739 pupils in attendance. Every bit of the clerical work in that office, in addition to visiting all the schools, must be done by the county superintendent. Add to that the 160 board members who write in and call in for assistance. Election supplies must be mailed out to each school district; one hundred sixty school officers must have certificates of election properly filled in and filed. He must make

an annual report which the State Superintendent of Public Instruction requires to be filed before September fifteenth of each year. Every two years a census must be taken through these school officers, embracing every child in the county between the ages of six and twenty inclusive, and must be reported to the county superintendent's office.

Add to that the many disciplinary problems and problems of non-attendance; the problems of hiring teachers; the registration of the teachers' certificates; the filing of teachers' oaths; the filing of monthly reports for every teacher in the county; the calling of special elections for bond issues; the apportionment of funds to the schools on the basis of their population; the preparation of plans and specifications for new buildings; the services on the board of health of the county; the correction of all seventh and eighth grade examinations written by the pupils in those two grades; the issuing of eighth grade completion certificates and arranging for and attending the graduation exercises for these people; the arranging and holding of athletic contests, county play days, and music festivals; organizing of parent-teacher associations, attending their meetings on occasions, and other various and sundry duties too numerous to mention.

Look over that list and see what an insurmountable job that superintendent has. Add to that the grief of having to run for office every two years, selling one's services to the public on the same basis that cheap political offices are doled out. What a

picture it makes!

McKenzie County is but one of nine counties that has those very same problems. Compare that to your city superintendency. True, the study shows that of the fifty-three city superintendents only twenty-two have stenographers. However, in many of these systems there are commercial departments where office training is given in the superintendent's office; hence the typewriting and filing may be done by high school girls. In others where there are no commercial departments, girls are trained for many of the routine duties of the office. The county superintendent, on the other hand, has no one to turn to for aid. The court house is naturally too far removed from any school to allow the students to work in the county superintendent's office for experience.

Table 8, containing the statistics gathered from the questionnaires sent out in 1935, shows a decrease in the number of principals employed in the county. The counties had twenty-seven fewer principals in 1935 than they did in 1932. The cities dropped only five principals from their list. The average for the counties in 1932 was seven and three-tenths principals, while in 1935 it was six and nine-tenths principals. In the cities, the average number of principals was two and three-tenths in 1932 and two and one-tenth in 1935, a drop of two-tenths in three years.

The number of supervisors in the counties remained practically the same, while in the cities it dropped decidedly. In 1932, seven

supervisors were reported in the counties and in 1935 seven and one-half were reported. In the city superintendencies forty-five supervisors were reported in 1932 and only twenty-two in 1935.

The effect of the financial depression is quite evident in that item because there is a feeling on the part of many school officials and some school administrators that when cuts must be made, they can most easily come in the supervisory force. In many instances, those who had been doing supervisory work were put into a classroom and there carried on a regular teaching program.

The number of field deputies remained the same in the counties during the three year period. However, eight counties had dropped their stenographers. The cities, on the other hand, increased their stenographers by eight, due perhaps to the fact that many of the supervisors had been dropped from the rolls and the stenographers were added to take up that slack.

Summary of Chapter 5

The state law requires more work of a county superintendent than can be expected of any human being with the amount of aid being given to the county office in North Dakota.

The principals in the counties are really superintendents of smaller systems, so give but little aid to the county superintendent in handling the many and varied problems coming to that office. The principals in the grade schools are primarily supervisory officers who can give over their entire time to actual classroom work. County superintendents have practically no assistance in supervisory

work. The supervisors they have are usually employed for only a short period during the year. The deputy, in those counties which are fortunate enough to have one, does take care of a portion of the supervisory work. The cities, although not amply supplied with supervisors, show a decided advantage over the county schools.

County superintendents, in spite of the many clerical duties imposed upon them, are not supplied with a sufficient number of clerks. Table 8 showed that eleven county superintendents had neither deputy, supervisor nor clerk to assist. On the other hand, only twenty-six cities are without the aid of stenographers, and in those instances, high school girls and teachers are available for clerical work.

The study shows a decided discrimination against the county superintendent, against the teachers employed in the county, against the children who must attend the smaller county schools.

The city offers many advantages to both the superintendent, teachers, and pupils which could well be adopted by the county superintendent's office.

CHAPTER 6

A COMPARISON OF THE SALARIES PAID TO COUNTY
AND CITY SUPERINTENDENTS

The salary of the county superintendent in North Dakota is definitely established by law; the amount being determined by the population of the county.¹ In the cities, on the other hand, the salary paid has no bounds except the minimum wage law which prohibits a board from paying a teacher less than \$45.00 a month for a seven-month's term.²

Since the state has established a definite salary schedule for the county superintendents, there is naturally less variation between the counties than there would be in the cities; although a previous table in this study shows that the county superintendents average 2,343 pupils under their direction and the city superintendents average but 724 pupils.

The statistics used in this study were obtained from the State Educational Directory and from the office of the State Superintendent of Public Instruction, so that almost 100 per cent answers were available.³

¹North Dakota General School Laws, 1931. Sec. 3351a1, p. 30.

²North Dakota General School Laws, 1931. Sec. 1178, p. 43.

³Letter from Sup't. A. E. Thompson, Department of Public Instruction, Bismarck, N. Dak. April 24, 1935.

Table 9

A Comparison of the Salaries Paid to County and City
Superintendents
1932

County	Salary	City	Salary
Stutsman	\$2,480.00	Jamestown	\$4,000.00
Cass	3,000.00	Fargo	6,000.00
Ward	2,640.00	Minot	5,250.00
Morton	2,280.00	Mandan	3,900.00
McLean	2,160.00	Garrison	2,100.00
Mountrail	2,000.00	Stanley	2,100.00
Walsh	2,240.00	Grafton	3,600.00
Richland	2,359.00	Wahpeton	2,900.00
Stark	2,080.00	Dickinson	4,000.00
Barnes	2,200.00	Valley City	4,500.00
Wells	2,000.00	Harvey	2,900.00
McKenzie	1,800.00	Watford City	2,100.00
Williams	2,206.00	Williston	3,600.00
McHenry	2,080.00	Velva	3,000.00
Bottineau	2,040.00	Bottineau	2,400.00
Bunons	1,960.00	Linton	2,350.00
Grand Forks	2,580.00	Grand Forks	5,500.00
McIntosh	1,840.00	Ashley	2,100.00
Cavallier	2,120.00	Langdon	2,700.00
Dunn	1,846.00	Killdeer	2,205.00
LaMoure	1,960.00	LaMoure	2,700.00
Grant	1,880.00	Edin	2,200.00

Table 9 (Continued)

County	Salary	City	Salary
Logan	\$1,800.00	Napoleon	\$2,260.00
Mercer	1,880.00	Beulah	2,245.00
Burleigh	2,160.00	Bismarck	5,000.00
Dickey	1,920.00	Oakes	2,900.00
Femina	2,080.00	Cavalier	2,800.00
Ramsey	2,120.00	Devils Lake	3,500.00
Sheridan	1,800.00	McClusky	2,200.00
Renville	1,800.00	Mohall	2,800.00
Pierce	1,840.00	Rugby	2,000.00
Ransom	1,920.00	Lisbon	2,500.00
Divide	1,840.00	Crosby	3,000.00
Towner	1,800.00	Gando	2,400.00
Kidder	1,800.00	Steele	2,200.00
Nelson	1,880.00	Lakota	2,600.00
Trall	1,960.00	Hillsboro	2,250.00
Hettinger	1,800.00	Mott	2,900.00
Burke	1,840.00	Bowbells	2,300.00
Sargent	1,840.00	Milnor	2,500.00
Benson	2,000.00	Leeds	2,400.00
Steele	1,800.00	Finley	1,900.00
Bowman	1,800.00	Bowman	2,500.00
Golden Valley	1,800.00	Beach	3,350.00
Foster	1,800.00	Carrington	3,000.00

Table 9 (Continued)

County	Salary	City	Salary
Griggs	\$1,800.00	Cooperstown	\$2,500.00
Oliver	1,800.00	Center	1,125.00
Rolette	1,840.00	Rolla	2,300.00
Sioux	1,800.00	Fort Yates	1,575.00
Slope	1,800.00	Marmarth	2,500.00
Billings	1,800.00	Medora	1,530.00
Eddy	1,800.00	New Rockford	3,000.00
Adams	1,800.00	Hettinger	2,600.00
Total	\$105,571.00		\$150,740.00
Average	\$1,991.91		\$2,844.15
Range	\$1,800.-\$3,000.		\$1,125.-\$6,000.

Table 10

A Comparison of the Salaries Paid to the County and
City Superintendents
1935

County	Salary	City	Salary
Stutsman	\$1,940.00	Jamestown	\$3,000.00
Cass	2,400.00	Fargo	4,500.00
Ward	2,180.00	Minot	3,000.00
Morton	1,760.00	Mandan	3,000.00
McLean	1,750.00	Garrison	1,215.00
Mountrail	1,580.00	Stanley	1,800.00
Walsh	1,760.00	Grafton	1,860.00
Richland	1,790.00	Wahpeton	2,400.00
Stark	1,610.00	Dickinson	3,600.00
Barnes	1,730.00	Valley City	3,000.00
Wells	1,550.00	Harvey	1,800.00
McKenzie	1,460.00	Watford City	1,850.00
Williams	1,760.00	Williston	3,000.00
McHenry	1,610.00	Velva	2,000.00
Bottineau	1,609.92	Bottineau	1,800.00
Emmons	1,520.00	Linton	1,700.00
Grand Forks	2,120.00	Grand Forks	3,000.00
McIntosh	1,459.92	Ashley	1,215.00
Cavalier	1,610.00	Langdon	2,200.00
Dunn	1,445.52	Killdeer	1,260.00
LaMoure	1,520.00	LaMoure	2,100.00
Grant	1,460.00	Elgin	1,800.00

Table 10 (Continued)

County	Salary	City	Salary
Logan	\$1,400.00	Napoleon	\$1,200.00
Mercer	1,460.00	Beulah	1,305.00
Burleigh	1,760.04	Bismarck	4,000.00
Dickey	1,490.00	Oakes	2,200.00
Pembina	1,544.96	Cavalier	1,500.00
Ramsey	1,640.00	Devils Lake	3,420.00
Sheridan	1,400.00	McClusky	1,600.00
Renville	1,400.00	Mohall	2,244.00
Pierce	1,430.00	Rugby	2,000.00
Ransom	1,500.00	Lisbon	1,575.00
Divide	1,460.00	Crosby	1,800.00
Towner	1,396.00	Cando	1,800.00
Kidder	1,400.00	Steele	1,200.00
Nelson	1,460.00	Lakota	1,800.00
Traill	1,550.00	Hillsboro	1,350.00
Hettinger	1,430.00	Mott	1,520.00
Burke	1,430.76	Bowbells	1,500.00
Sargent	1,430.00	Milner	1,656.00
Benson	1,550.00	Leeds	1,800.00
Steele	1,300.00	Finley	1,593.00
Bowman	1,308.00	Bowman	1,400.00
Golden Valley	1,200.00	Beach	1,800.00
Foster	1,300.00	Carrington	2,700.00

Table 10 (Continued)

<u>County</u>	<u>Salary</u>	<u>City</u>	<u>Salary</u>
Griggs	\$1,300.00	Cooperstown	\$1,800.00
Oliver	1,200.00	Center	810.00
Rolette	1,489.92	Rolla	- -
Sioux	1,200.00	Fort Yates	1,080.00
Slope	1,200.00	Marmarth	1,700.00
Billings	1,200.00	Medora	- -
Eddy	1,300.00	New Rockford	2,000.00
Adams	1,300.00	Hettinger	1,500.00
Total	\$81,055.04		\$102,953.00
Average	1,529.34		2,018.67
Range	\$1200.-\$2400.		\$810.-\$4500.

The fifty-three county superintendents collected total salaries of \$105,571.00 in 1932 while the fifty-one city superintendents collected salaries of \$150,740.00. The average salary paid to county superintendents was \$1,991.91, while the average paid to city superintendents was \$2,844.15. The range in the county superintendency was from \$1,800. to \$3,000. while the range in the city superintendency was from \$1,125. to \$6,000.

Tables 9 and 10 in a measure explain the reason for the outcome in some of the previous tables. The county superintendency is a political office. It has no permanency. The salary is low when the responsibilities of the office are taken into consideration. Educational qualifications do not necessarily enter into the election of the superintendent.

Compare that with the city superintendency which is non-political and where educational qualifications in a large measure are used in determining who shall hold the office. The salary is somewhat commensurate with the responsibilities of the office; the range in salaries indicates that. Since there is no embarrassment in asking for a city position and since there is no expense involved in aspiring to it, it naturally follows that a different class of people would be attracted to this position.

Another interesting fact which may be observed here is that the city superintendencies are held entirely by men, while the county superintendencies are about evenly divided as to sex.¹ Twenty-eight women and twenty-three men held the position of county superintendent

¹Bulletin #6, 1932 "The County Superintendent in the United States". U.S. Dep't. of Interior, p. 6.

in 1932 and twenty-two women and thirty-one men held the position of county superintendent in 1935, in the state of North Dakota.

The county superintendency offers a higher salary than does classroom teaching and, therefore, tends to attract women with executive ability to that office. Then too, those who are not educationally qualified for holding larger city superintendencies may hold the position of county superintendent. Thus men who have been in the field for many years, but have not carried on further professional study may hold that office without attending college and receiving higher credentials.

Table 10 presents a striking contrast with Table 9 in expenditures for supervision. The county superintendents' salaries dropped from \$105,571.00 to \$81,055.04 in a period of three years or twenty-three per cent. The city superintendents' salaries over that same period dropped from \$150,740.00 to \$102,953.00 or thirty-one per cent. The average salary paid to county superintendents in 1935 was \$1,529.34 and the average paid to city superintendents in 1935 was \$2,018.67.

The range had changed considerably. In the county superintendency the range was from \$1,200 to \$2,400 a drop of \$600 in both the minimum and maximum salaries; in the city superintendency the range was from \$810 to \$4,500 which represents a drop of \$315 in the minimum and \$1,500 in the maximum. Again, this drop in salaries shows that a more unjust change was made in the county superintendency than in the city superintendency. The responsibilities of the

office, the size of the job, and the complexity of administration were most certainly not considered in making the salary adjustments in the county superintendency. The legislators, having no conscience, and possibly very little information on the subject, undoubtedly made adjustments which were politically expedient. On the other hand, a smaller board, knowing the local conditions and being interested in a specific job, used reasonable discretion in making adjustments.

Summary of Chapter 6

Tables 9 and 10 show that the salaries paid to county superintendents are not commensurate with the responsibilities of the position. The cities, on the other hand, seem to show a reasonableness in making adjustments.

The effect of the depression was more noticeable in the county superintendents' salaries than in the city superintendents', again proving that an educational board, given a specific job, is more likely to be well informed and thus more reasonable than a large legislative group could possibly be.

CHAPTER 7

A COMPARISON OF THE TURNOVER IN THE COUNTY AND CITY SUPERINTENDENCIES

Permanency in any job is desirable when efficient service is being rendered. Using that thought as a premise, Table 11 was prepared to determine which superintendency offered the most permanent tenure. The number of superintendents serving in each office during the past twenty-five years was used to arrive at a conclusion.

Table 12 was adjusted slightly and asked for the number of superintendents during the past thirty years, because approximately five years had expired since the first questionnaire was answered.

Table 11

A Comparison of the Turnover in the County and City Superintendencies during the Past Twenty-Five Years

1932			
County	No. Sup'ts. in Past Twenty-Five Years	City	No. Sup'ts. in Past Twenty-Five Years
Stutsman	4	Jamestown	5
Cass	4	Fargo	4
Ward	3	Minot	no report
Morton	2	Mandan	4
McLean	5	Garrison	9
Mountrail	no report	Stanley	8
Walsh	5	Grafton	5
Richland	4	Wahpeton	4
Stark	3	Dickinson	1

Table 11 (Continued)

County	No. Sup'ts. in Past Twenty-Five Years.	City	No. Sup'ts. in Past Twenty-Five Years.
Barnes	5	Valley City	1
Wells	5	Harvey	6
McKenzie	5	Watford City	9
Williams	7	Williston	7
McHenry	4	Velva	10
Bottineau	5	Bottineau	9
Emmons	4	Linton	8
Grand Forks	5	Grand Forks	3
McIntosh	no report	Ashley	11
Cavalier	6	Langdon	8
Dunn	7	Killdeer	6
LaMoure	no report	LaMoure	6
Grant	3	Elgin	no report
Logan	4	Napoleon	6
Mercer	no report	Beulah	no report
Burleigh	3	Bismarck	4
Dickey	5	Ellendale	5
Pembina	4	Cavalier	9
Ramsey	3	Devils Lake	3
Sheridan	5	McClusky	14
Renville	7	Mohall	7
Ransom	6	Enderlin	5
Pierce	4	Rugby	8

Table 11 (Continued)

County	No. Sup'ts. in Past Twenty-five Years	City	No. Sup'ts. in Past Twenty-five Years
Divide	4	Crosby	5
Towner	4	Cando	6
Kidder	8	Steele	10
Nelson	4	Lakota	7
Traill	6	Hillsboro	8
Hettinger	no report	Mott	no report
Burke	5	Bowbells	6
Sargent	5	Milnor	13
Benson	4	Leeds	8
Steele	8	Hope	2
Bowman	4	Bowman	7
Golden Valley	no report	Beach	4
Foster	4	Carrington	no report
Griggs	4	Cooperstown	8
Oliver	6	Center	no report
Rolette	7	Rolla	10
Sioux	2	Fort Yates	7
Slope	5	Amidon	6
Billings	4	Medora	no report
Eddy	4	New Rockford	5
Adams	3	Hettinger	8
Total	218		305
Average	4.6		6.6
Range	2 - 8		1 - 14

Table 12

A Comparison of the Turnover in the County and City Superintendencies during the Past Thirty Years

County	No. Sup'ts. in Past Thirty Years	City	No. Sup'ts. in Past Thirty Years
Stutsman	6	Jamestown	5
Cass	4	Fargo	4
Ward	3	Minot	no report
Morton	2	Mandan	4
McLean	5	Garrison	10
Mountrail	no report	Stanley	8
Walsh	6	Grafton	5
Richland	4	Wahpeton	4
Stark	3	Dickinson	1
Barnes	7	Valley City	1
Wells	5	Harvey	6
McKenzie	5	Watford City	10
Williams	7	Williston	7
McHenry	5	Velva	13
Bottineau	6	Bottineau	9
Emons	4	Linton	9
Grand Forks	6	Grand Forks	4
McIntosh	no report	Ashley	11
Cavalier	7	Langdon	9
Dunn	8	Killdeer	7
LaMoure	no report	LaMoure	6
Grant	4	Elgin	no report

Table 12 (Continued)

County	No. Sup'ts. in Past Thirty Years	City	No. Sup'ts. in Past Thirty Years
Logan	4	Napoleon	9
Mercer	no report	Beulah	no report
Burlingame	3	Bismarck	4
Dickey	5	Ellendale	5
Pembina	4	Cavalier	11
Ramsey	3	Devils Lake	4
Sheridan	6	McGlinsky	15
Renville	8	Mohall	7
Pierce	5	Rugby	9
Ransom	6	Enderlin	5
Divide	5	Crosby	6
Towner	6	Cando	8
Kidder	10	Steele	12
Nelson	5	Lakota	8
Traill	7	Hillsboro	8
Hettinger	no report	Mott	no report
Burke	6	Bowbells	7
Sargent	6	Milner	13
Benson	5	Leeds	9
Steele	9	Hope	4
Bowman	5	Bowman	7
Golden Valley	no report	Beach	4

Table 12 (Continued)

County	No. Sup'ts. in Past Thirty Years	City	No. Sup'ts. in Past Thirty Years
Poster	6	Garrington	no report
Orlęgs	5	Cooperstown	8
Oliver	6	Center	no report
Bolette	8	Rolla	10
Sloux	5	Port Yates	9
Slope	6	Auldou	8
Billings	5	Medora	no report
Eddy	5	New Rockford	6
Adams	3	Hettinger	8
Total	262		336
Average	5.4		7.3
Range	2 - 10		1 - 15

The county superintendency showed a total of 218 superintendents in forty-seven counties during the past twenty-five years and the city superintendency showed a total of 305 superintendents in forty-six cities during the past twenty-five years. Six counties failed to report, and seven cities failed to report. The county average was four and six-tenths superintendents during the past twenty-five years, and the city superintendents averaged six and six-tenths.

This table showed that in the larger cities there was more permanent tenure than in the smaller ones. Morton and Sioux counties had had only two superintendents during the past twenty-five years; Sioux County, however, has not been organized for twenty-five years.

Five counties had had but three superintendents during the twenty-five year period. Contrast that with the cities. Dickinson and Valley City, for instance, had retained the same superintendents for the entire period of twenty-five years. Hope had had but two, and others ranged from one to fourteen superintendents per city. McClusky lead the cities with fourteen superintendents during the past twenty-five years and Milnor ran a close second with thirteen superintendents.

In Table 12, forty-seven counties and forty-five cities reported. The average for both had increased somewhat. Five and four-tenths county superintendents served during the thirty year period, while the city superintendents averaged seven and three-tenths.

The range in the county superintendency was from two to ten

superintendents and the range in the city superintendency was from one to fifteen. McClusky held to its previous record and changed superintendents once again. Milnor, however, had not made a change. The superintendents at Dickinson and Valley City were still holding their positions, now having a record of being the only superintendents during the past thirty years in these cities respectively. Six counties still reported but three changes in the thirty year period.

The depression had effected both superintendencies unfavorably, because there had been more changes in both the counties and cities; the average had increased from four and six-tenths superintendents in the county superintendencies to five and four-tenths and from six and six-tenths in the city superintendencies to seven and three-tenths.

Summary of Chapter 7

The turnover in the counties is much greater than in the cities, tending to prove that a political office, such as the county superintendency must of necessity be under its present set-up, has less permanency than one controlled by a board with appointive power.

The range in the two superintendencies is quite extreme; the smaller cities and counties showing the least permanency.

CHAPTER 8

CONCLUSIONS AND IMPLICATIONS

In summarizing this study there are several definite conclusions that may be drawn. In their logical order they are as follows:

County superintendents are inadequately prepared when one considers the number of well-trained persons available for that specialized field of work.

There is a lamentable lack of care in the selection of county superintendents. Political expediency seems to outweigh professional training in their selection. County superintendents are below the accepted present-day standards in both professional training and professional experience.

Chapter 3 shows that the rural schools today, as in the past, are continuing to use the most poorly trained teachers in the state. It is admitted by authorities that because of the county superintendent's inability to supervise rural schools, they should have better trained teachers than any other type of school. From this it can be inferred that the county superintendent has a larger responsibility than has any other supervisor in the field of educational supervision.

The county superintendent has far too many school board members to carry on an efficient and economical school administration. The study shows further that when such a large number of school board members must be chosen from such a small geographical area,

the quality of board members is relatively low.

The depression can be traced through the study, howing particularly that a large number of teachers have been dropped and that the teacher load has been increased during a time when both the amount and quality of equipment has decreased, thus placing a heavier burden upon the superintendent than ever before.

Chapter 5 particularly points out that the state requires more work of the county superintendent's office than can reasonably be expected of any administrator, considering the number of assistants, both professional and clerical, that are made available under the law and under budget allowances.

Supervisors are practically unknown to the county superintendents, except for very short periods during the school year. The deputy county superintendent is, to all intents and purposes, the only supervisor when one is employed. Half of the county superintendents have deputies and the other half is made up of a group of county superintendents, some of whom do not have any office help and must close their offices while they are out visiting schools. This arrangement of so highly an important office is an unjust discrimination against not only the school officers, but the teachers and children of the schools as well.

The salaries paid to county superintendents are not commensurate with the responsibilities of the office. The low qualifications of the present county superintendents can be partially accounted for by the fact that the salaries are too low to attract

the better trained and better qualified administrative officers of the state.

The turnover in the county superintendency is much more frequent than in the city superintendency. This is due to the fact that the county superintendency is primarily a political office, sold to the bidder not on the basis of merit, but on the ability to garner votes through popularity. If one combines the turnover and the salaries the question is answered of the reason for the low qualifications found in the county superintendent's office. The better administrators find it possible to hold city superintendencies with more or less permanent tenure and at a better living wage than can be found in the county superintendencies of the state of North Dakota.

The county superintendent's office then is on a relatively low professional plane. The city superintendency shows in all departments covered in this study a definite advantage over the county superintendency. In professional training, in experience, in the class of teachers supervised, in the number of schools supervised, in salaries paid, and in turnover, the city superintendents have a superior rating to the county superintendents.

Several state laws will have to be changed to correct existing conditions and in addition to that, state department rulings will have to be altered.

If the county superintendency in North Dakota is to be put on a plane of equality with the city superintendency, it will have to be farther removed from politics than at present and will have

to offer more permanent tenure and a salary commensurate with the responsibilities and work of the office.

Hence, it is recommended that the county superintendent's office be taken out of politics and that the superintendent be hired without term limit by a county board of education, consisting of not more than seven members. If that is not feasible nor expedient at the present time, then the county superintendent should be elected for a term of not less than four years.

The law could well establish the qualifications of the county superintendent on the following basis:

(a) That the county superintendent be required to hold the highest certificate offered in the state and be required to hold a degree on a par with the requirements of the superintendent of the largest city of the state.

(b) That in training the county superintendent should be required to have had either actual teaching or supervisory experience in all types of schools supervised and that at least ten semester hours of professional training be required in the field of elementary and rural education.

(c) That a plan be established through either the university or one designated normal school to provide a professional elementary and rural course of not less than four weeks each summer which will deal specifically with county superintendents' problems and which will offer credit toward degrees; that all county superintendents be permitted and urged to attend such school of instruction; that the

county superintendent be given a regular salary while in attendance at such conference, and that tuition be furnished by the state, but that the living expenses be paid by the county superintendent. In that manner it would become possible to raise the general standards of the county superintendents and keep them on a respectable professional level.

(d) That county superintendents be given not less than one supervisor for every twenty rural school teachers; that this supervisor be assigned to districts where they may spend at least one-half day in each school every month in actual visitation of classes and that such supervisor conduct schools of instruction and demonstration teaching in the territory assigned.

(e) That one deputy be chosen as an office specialist in school statistics, tests and measurements, and that such additional clerks be employed as may be necessary to care adequately for the business of the office.

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