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A Survey of the Schools in Hettinger County, North Dakota with Special Reference to Expenditures, Receipts, and Inequalities amoung the Districts

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A SURVEY OF THE SCHOOLS IN HETTINGER COUNTY, NORTH DAKOTA

with Special Reference to Expenditures, Receipts, and Inequalities among the Districts

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This Thesis presented by Jacob Blickensderfer in partial fulfillment of the requirements for the degree of Master of Science in Education is hereby approved by the Committee on Instruction in charge of his work.

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CHAPTER 1

ORIENTATION AND PROBLEM

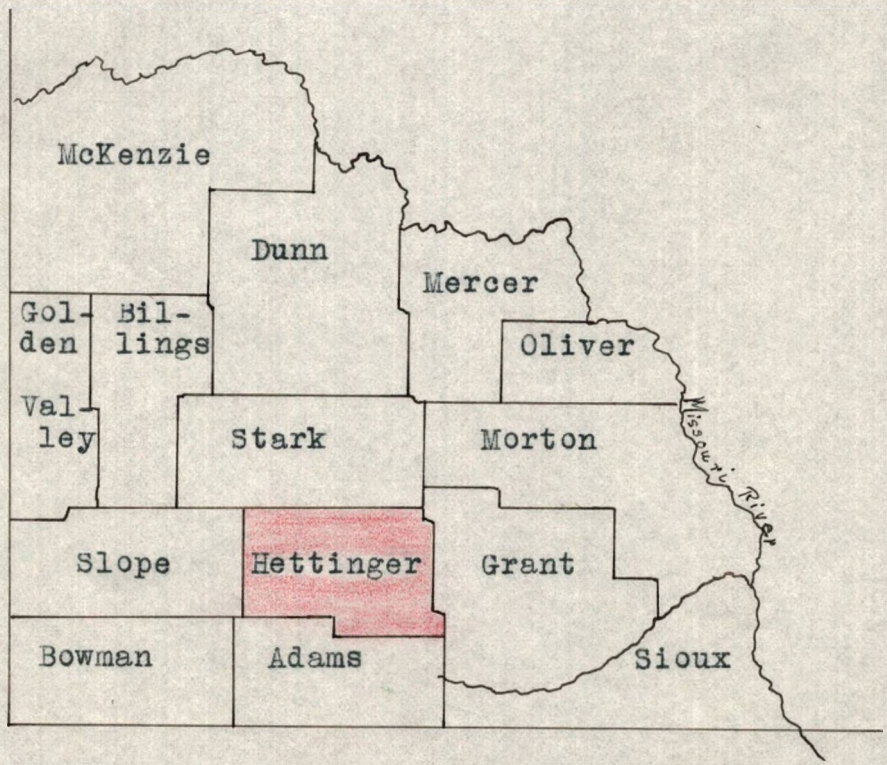
Hettinger County is situated in the southwestern part of the state in the region popularly known as the "slope country" The surface of this region is gently rolling prairie well suited to agriculture and stock raising, but broken by buttes which rise to a height of 100 feet or more above the surrounding plain. About seventy miles west of Hettinger County are the famous Badlands, in which Theodore Roosevelt regained his health that he had lost in New York City.

Map 1

The "Slope Country" of North Dakota

Showing Relative Position of

Hettinger County



Formation of Hettinger County

Historically, it may be briefly stated that the county was formed out of the unorganized territory south of Stark County and now comprising both Adams and Hettinger counties. The organization dates from April 17, 1907 although active settlement began in the nineties of the last century. Mr. Adams and Mr. Hettinger, both representatives of railroads that were being built into this region, divided the country into two counties so that both railroads could have a county seat located at its track. Mr. Adams honored Mr. Hettinger for this consideration of dividing the territory by naming the county seat of his county in honor of Mr. Hettinger.

The southeastern tier of four districts of Hettinger County was turned over by Mr. Adams to balance the voting and thus insure the location of the county seat at Mott, which was and still is the terminal of Mr. Hettinger's railroad -- a branch line of the Northern Pacific. The county boundary lines and the county seats were thus located by these captains of industry for selfish reasons.

The North Dakota Magazine for 1907, when the county was formed speaks of "new empires in North Dakota" and in 1910 it said that Mott was destined to be one of the largest cities of the state. In 1911 this community which was "clothed in a rich carpet of nutritious grass" pointed with pride to its seventy-one schools, one of which was "graded."

The county is divided into thirty-one school districts, three of which are special and the remainder common. The special districts have no extra powers nor do they support any particular class of school, but are merely so named because they were formed by breaking up some other districts. Thus the name, special district, has no particular significance and is to be ignored in this study. Furthermore, the largest district supporting a first class high school is not a special but a common district.

Method of Presenting Material

The districts naturally group themselves into three classes upon the basis of the type of school supported. Thus, the districts supporting classified high schools are placed in Group I; there are three such districts, each having one classified high school. Group II consists of those districts that support a consolidated school; there are six such districts, three of which have second-class consolidated schools in villages and three have third-class consolidated schools in the open country. The remainder of the schools of the county are put into Group III; there are twenty-two such districts with a total of seventy schools. Throughout this entire study the schools are presented in this order: Group I, Group II and Group III; the first are classified, the second are consolidated and the third are rural schools. On Map 2 the districts supporting classified schools are in green,

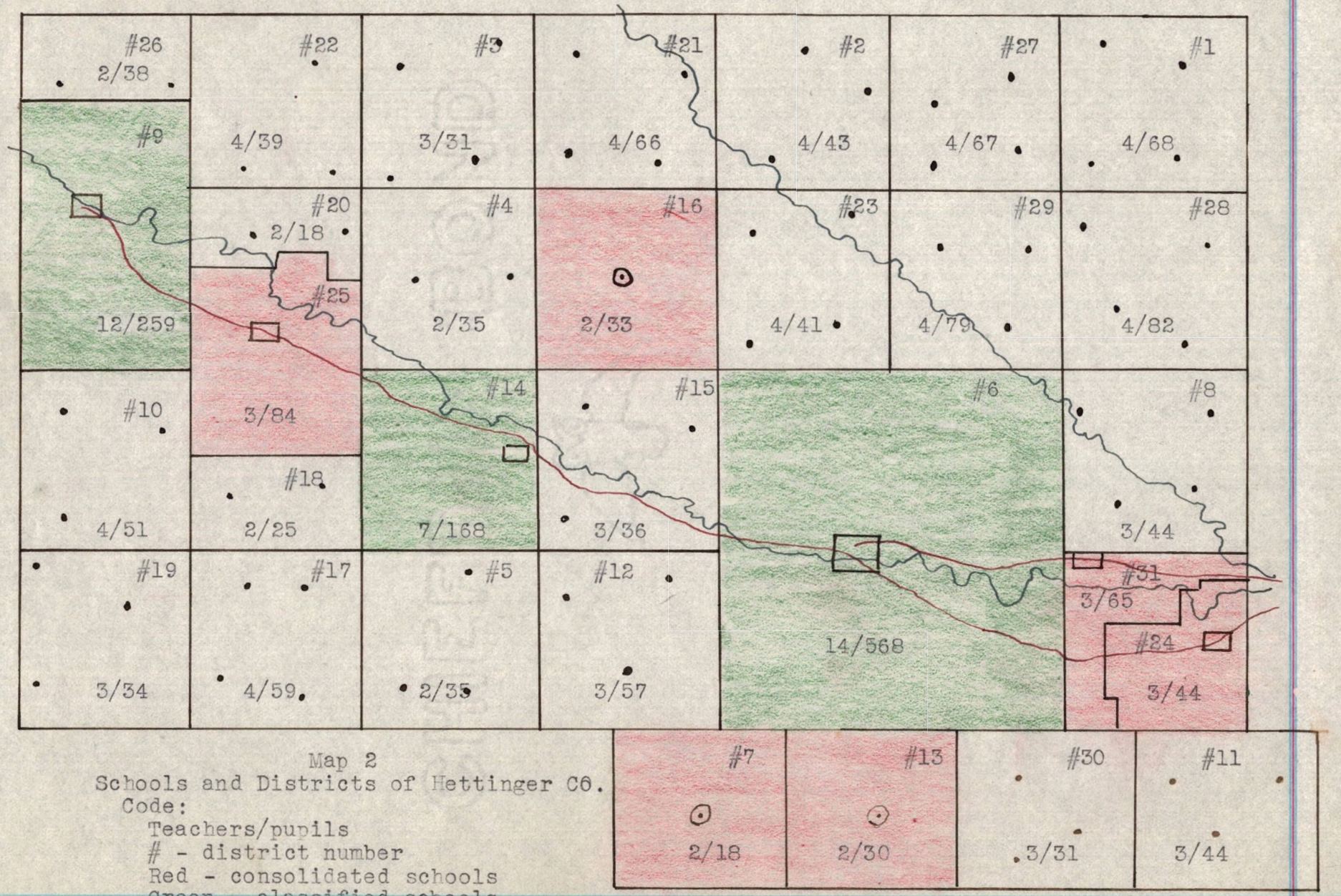
those supporting consolidated schools are in red, while those of one-room schools are not colored.

In groups I and II a study of the district is also a study of the school; that is, the averages for the district will be the same as those for the school since there is one school in each district. Not so with the districts of Group III, some of which have two, some three and some four schools. If a district of this group spends twenty-one dollars for library books and has three schools, the average per school is only seven dollars. In this thesis the averages are indicated per school, per district, per child and per teacher. To summarize the methods and order of presentation of the districts, the following tabulation has been made.

Table 1

Method of Grouping the Districts

District Group Number	Districts Represented	Kind of School Supported	Number of Districts in Group	Number of Schools in Group
I	6 9 14	classified high schools	3	3
II	7 13 16 24 25 31	consolidated country village	6	6
III	all others	one-room rural	22	70



Map 2
Schools and Districts of Hettinger C6.
Code:
Teachers/pupils
- district number
Red - consolidated schools
Green - classified schools
Uncolored - rural

In regard to the method of procedure in obtaining this material, it may be stated that several days were spent by the writer in transcribing data at the courthouse at Mott. In order to get a measure of progress made and to establish general trends, three periods were chosen at three years apart, namely 1927, 1930, and 1933. January and February of 1935 were consumed in building up tables. In regard to a general outline of how the material is presented, the reader is referred to the Table of Contents and also Table 1.

Purpose of the Study

The purpose of this study is to survey the general conditions of the schools of Hettinger County, to point out both limitations and the good points, and to make suggestions for possible improvements. It is also the aim to show the inequalities in the ability of districts to support schools and the advantages of a reorganization of territory under larger local units of control for greater economy and efficiency.

Limitations

Geographically this study is limited to Hettinger County, which means that the data were gathered there and concern it only. It is not implied that neighboring counties are so different that these results could not throw some light on their problems also. The fundamental weaknesses shown are not local but apply to neighboring states as well.

Districts are too small to give ample support; teachers are poorly paid; and there is a lack of uniformity and too much waste in the administration of education in the various districts of the county.

Again, this thesis is limited in accuracy. Every effort was made to avoid errors in the transcribing of data and all totals were checked with the biennial reports of the superintendent of public instruction. Figures in the cumulative tables which appear throughout the dissertation were rounded off for convenience. The detailed tables show the figures for the various districts for the sake of comparison. In spite of all precautions errors may have crept in and, therefore, the writer cannot warrant absolute accuracy.

The thesis is also limited in regard to the time covered. The three periods of 1927, 1930, and 1933 were used. Not every table presents data for these years. The year 1927 is often left out when there is no particular advantage in using it.

Sources of Data

The sources of data include the following:

1) Annual Report of the County Superintendent of Hettinger County for the years 1927, 1930, and 1933.

2) Biennial Report of the Superintendent of Public Instruction for the same years.

3) Reports of the County Auditor's Office, Mott.

4) Rural Relief Survey of Hettinger County, Dr. Gillette.

5) Fifteenth Census of the United States, Agriculture, Population, United States Bureau of the Census (Washington, D. C., 1930), Vols. 2 and 3.

6) Otto Berg, "The Work of School Boards in Grand Forks County" Unpublished Master's Thesis, University of North Dakota Library (1934).

7) G. A. Feingold, "Intelligence and Persistency in High School Attendance," School and Society, Vol. 18 (October 13, 1923), pp. 443-450

8) G. S. Counts, The Selective Character of American Secondary Education, Supplementary Educational Monograph of the School Review and The Elementary School Journal, (May, 1922), p. 155.

9) A questionnaire sent through the office of the county superintendent to all but the classified high schools.

CHAPTER 2

THE TEACHER-PUPIL SITUATION

Since the teacher and pupil are the two chief elements in a school this entire chapter is devoted to a careful analysis of the typical teacher's position, salary, teaching load, qualifications, and the typical pupil's response as shown in attendance, enrollment, and achievement.

At the present time the county has eighty-four teachers in the rural and consolidated schools. One-half of them are in their particular school for the first time -- two for the first time in this state. Only two have no experience at all, and only seven were certified through examinations. Sixty-two of the eighty-four teachers are local people, that is, their homes are in Hettinger County.

The Teaching Positions: Men, Women

Hettinger County as well as the state seems to employ women teachers more frequently than men. There are three times as many women as men in the teaching profession in the county and the proportion for the state is even greater than that. It must be remembered, of course, that the elementary grades demand the most teachers and these are the positions in which men are the least interested. The following table serves to throw some illumination on the subject under discussion. The school year for Groups I and II is nine months in length, while for Group III it is eight, with four schools having terms of seven months and two of nine months.

Table 2

Comparison of Men and Women in Teaching Positions

Group	Number of Different Teachers		Number of Months Taught	
	Men	Women	Men	Women
I	8	24	81	216
II	5	10	45	90
III	16	54	129	418
Total	29	88	255	724

The largest number of men teachers is found in the classified high schools, and the smallest number in the rural schools in proportion to the number of women teachers. It is evident that pupils make more contacts with women teachers than with men. The former teach approximately three times as many months in Hettinger County as the latter.

Qualification and Experience of Teachers

The certification of teachers further illustrates their status. The writer remembers having had teachers who had no training above the rural schools, and some who had high school but not a college education. While the number of first grade elementary certificates has not increased appreciably, the number of second grade elementary certificates has decreased one-third and the number of professional certificates has increased one-half since 1930. In 1930 there were only two teachers with professional certificates in the rural schools, while in 1933 there were seventeen of them. Teachers are putting forth more and more effort to qualify themselves

better for their work in spite of the discouraging salaries. Whether this is voluntary or compulsory makes little difference. The facts remain the same. To summarize this information, the following table is presented.

Table 3

Change in the Qualifications of Teachers from 1930 to 1933

District Group	Number of Schools	Number of Teachers	Number of Certificates in use Second Elementary	First Elementary	Professional
			1933		
I	3	33	2	4	27
II	6	15	0	3	12
III	70	70	8	45	17
Total	79	118	10	52	56
			1930		
I	3	44	3	6	32
II	5	15	2	9	4
III	70	70	29	39	2
Total	78	129	34	57	38

Both the length of experience and the professional qualifications have increased according to tables 3 and 4. Contrary to the usual tendency for the inexperienced and beginning teachers to concentrate in the rural schools, Table 4 shows quite an increase in the number of teachers with more and more experience, teaching in those forgotten places. Since the average teacher in North Dakota remains in the profession only three years, it is evident that there are many

new and inexperienced teachers in the schools every year. Special attention is called to the number of teachers of one year of experience and those of ten years of experience in the rural schools for the periods 1933 and 1930.

Table 4

Change in the Experience of Teachers from 1930 to 1933

District Group	Number of Teachers	Years of Experience 1	2	3	5	8	10
			1933				
I	33	3	3	8	3	5	11
II	15	2	1	2	5	1	3
III	70	11	9	26	15	4	5
Total	118	16	13	36	23	10	19
			1930				
I	44	5	4	9	12	4	10
II	15			6	6	1	2
III	70	23	17	24	5		2
Total	129	28	21	39	23	5	14

The Teaching Load

Table 5 presents the teaching-load in an attempt to make a fair comparison between the groups. The analysis is very limited, for it shows the number of pupils only and not the number of different grades per teacher. It is safe to assume, however, that the teacher of Group III has practically all the grades, those of Group II have three or four grades per teacher and those of Group I have one grade per teacher. The reader may decide for himself which teacher can do the

best work. The heaviest work falls upon the teachers of Group III (rural teachers) because of the many grades. Add to this the distance he or she walks to and from school, the extra unpaid for janitor services she performs, the limited amount of teaching supplies and books available and one has a fair picture of the teaching load in Group III. And then the entire situation is branded with a bare subsistence wage.

Table 5

The Teaching Load in 1933

District Group	Number of Teachers	Enrollment	Pupils per Teacher	Pupils per School
I	33	995	30	331
II	15	274	18	45
III	70	1023	13	13
Average			20	129.6
Total	118	2292		

Enumeration and Enrollment

Hettinger County has 1,646 children between the ages of seven and thirteen years and 1,624 or almost ninety-nine per cent of these are in school. In addition there are 409 pupils of fourteen and fifteen years of age in school which makes up almost ninety-two per cent of that age-group. These children are fairly well distributed in the first eight grades. The largest enrollment is found in the first grade in all three district-groups. This would indicate that primary teaching is an important function and that it probably calls

for special training. The accompanying table is presented merely to show the facts, not to draw any drastic conclusions. High school pupils are not included in this table.

Table 6

Distribution of Pupils by Grades in 1933

District Group	Number of Pupils in Grades 1	2	3	4	5	6	7	8	Total
I	99	91	83	83	73	82	89	73	673
II	34	34	18	28	37	25	20	34	230
III	164	105	143	126	119	113	114	139	1023
Total	297	230	244	237	229	229	223	246	1926

Table 6 gives the number of pupils in the first eight grades only. It is not so significant and reveals nothing unusual since the pupils are expected there. The thing of greatest concern is the high school enrollment. It is of interest to note the number who seem to drop out of school for some reason or other as one looks down the line from the ninth through the twelfth grade. The data are shown in Table 7.

Notice the large increase in high school attendance from 1930 to 1933 in spite of the poor economic conditions. Group I graduated fifty-two students in 1933 and forty-seven in 1930, while fourteen seniors did not graduate in these two given periods. The work offered by Group II is essentially the first two years of high school work offered in most schools. Very little work is done beyond the sophomore year in this group.

Table 7

Changes in the High School Enrollment from 1930 to 1933

District Group	Enrollment in Grades 9	10	11	12	Total
			1933		
I	100	74	87	61	322
II	19	20	5		44
Total	119	94	92	61	366
			1930		
I	106	80	58	57	301
II	14	9	5		28
Total	1120	89	63	57	329

Of the 106 freshmen who started high school in 1930 only eighty-seven are found as juniors in 1933. There is quite a heavy drop after the first attempt of work above the eighth grade. It is difficult to ascertain just why so many drop out. It may be they are needed for the work at home, or the people may have moved to some other locality, or it may be a lack of interest in the kind of school work offered. A richer curriculum, which is only possible through consolidation, would help solve this problem.

The situation may be analyzed by separating the boys and girls. This will show what sex stays out of school the most. The truest picture is represented by Group III because of the relatively few who go to high school in that group. On the whole there are sixty-one more boys than girls out of

school, but it must also be remembered there are twenty-five more boys enumerated.

Table 8

Boys and Girls Enumerated but not in School in 1933

District Group	Boys Enumerated	Boys Enrolled	Boys not in School	Girls Enumerated	Girls Enrolled	Girls not in School
I	640	501	139	589	494	95
II	178	132	46	179	142	37
III	775	517	258	772	506	266
Total	1593	1150	444	1530	1142	398

According to Table 8 both boys and girls take advantage of the opportunities offered as far as enrollment is concerned. But it is not enough to be enrolled, one must also attend in order to derive any benefit out of school. The attendance is discussed a little later.

When combining both grades and high school enrollments it is easy to see how many are in school and how many are not. There is an increase in enrollment from 1927 to 1930, but a decrease from then until 1933 as is shown by the figures for 1933, except in high school which shows a steady increase throughout. Table 8 was presented merely to show the picture in regard to boys and girls separately. Table 9 brings the information together in a little different form. There are no high school pupils listed for Group III. Does this mean there are no pupils of high school age, or does it mean that no opportunities are provided by the district?

Table 9

Change in Grade and High School Enrollment from 1927 to 1930

District Group	1927 Grades	1927 High School	1927 Total	1930 Grades	1930 High School	1930 Total	1933 Grades	1933 High School	1933 Total
I	651	298	949	707	301	1008	673	322	995
II	237	15	258	271	28	299	230	44	274
III	1117		1117	1144		1144	1023		1023
Total	2005	313	2318	2122	329	2451	1926	366	2292

To establish a more definite idea of the number of pupils of school age but not in school Table 10 is presented. The total enrollment in high school and grades is compared with the number enumerated in the census. The pupils enumerated are those between the ages of six and twenty-one inclusive who are not married. There are 831 young people in this group who are not in school, and who probably would be if a good school with a varied curriculum were provided near their homes.

Table 10

Pupils Enumerated but not in School in 1933

District Group	Boys and Girls Enumerated	Total Enrolled	Boys and Girls not in School
I	1229	995	234
II	357	274	83
III	1537	1023	514
Total	3123	2292	831

The Cost of not Finishing

An attempt to show the cost of not finishing is made in Table 11. This does not include the high school pupils. It is not to be assumed that the whole amount of money is wasted just because a pupil did not finish the grade in which he worked. The amount wasted depends upon the reason for his not finishing. If it is a matter of non-attendance the money was spent in vain, for the pupil did not take advantage of it. If the child is still within the compulsory attendance law, the district must provide the laggard again with a teacher, supplies and books. Of course, he may have been ill, stayed out for farm work, or have lost interest in school.

Feingold[1], who has made a study of the school situation at Hartford, Connecticut, has come to the conclusion that the first and most important factor that makes for persistence in high school attendance is the diversification of the modern secondary-school curriculum, enabling boys and girls of different abilities, interests and inclinations, as well as different aims in life, to find their desired training. Counts[2] comes to similar conclusions in his study of the secondary school. He stresses complete attendance through the secondary

[1] G.A. Feingold, "Intelligence and Persistency in High School Attendance," School and Society, Vol. 18 (October 13, 1923), pp. 443-450.

[2] G.S. Counts, The Selective Character of American Secondary Education Supplementary Educational Monograph of the School Review and The Elementary School Journal (May, 1922), p. 155.

period with adequate provision for individual differences in ability, aptitude, and interest.

One is inclined to point at the rural schools as inefficient because of the many laggards. This is an important factor to be sure. But could it not be a matter of law enforcement in the other districts, resulting in better attendance and a consequent finishing? It is hoped that most children have learned something even though they did not finish the grade. The failures shown in Table 11 represent merely those who were in the eighth grade and who did not pass that year. There are plenty of other retardations throughout the grades not included in this tabulation. The proposition is presented in tabular form for 1933.

Table 11

The Cost of not Finishing in 1933

District Group	Pupils in Eighth Grade	Number of Pupils not Finishing	Cost per Pupil per Month	Cost of Failures in an Eight Months Term
I	73	2	$5.84	$ 93.
II	34	15	8.68	1041.
III	140	69	5.52	3047.
Total	247	86		4181.

The efficiency problem may be attacked from still a different point of view. What ages should be represented in the various grades and how does Hettinger County stand in this respect? An analysis of the rural schools shows the predominating ages for the respective grades. The information pre-

sented in Table 12 gives the results of a questionnaire study and the data includes fifty-three of the seventy rural schools in the county. The chart shows a sagging into the lower left-hand corner, indicating a slight retardation. An effort should be made to get the pupils into the normal group.

Table 12

Age-Grade Chart of Fifty-three Rural Schools in 1934

	Normal Age Limits for Each Grade								
	5-9 to 7-3	6-9 to 8-3	7-9 to 9-3	8-9 to 10-3	9-9 to 11-3	10-9 to 12-3	11-9 to 13-3	12-9 to 14-3	
				Grades					
Age	1	2	3	4	5	6	7	8	Total by Age
5	14								14
6	73	2							75
7	33	49	9						91
8	12	23	35	2					77
9	8	28	39	39	5				91
10		1	4	41	32	9			87
11	1	1	4	14	27	27	6		80
12				1	16	27	30	2	76
13			1	2	5	9	24	43	84
14				2	3	9	12	32	68
15				1	2	2	10	21	37
16			1				3	10	14
Total by Grades	138	86	93	102	90	83	85	109	795

Table 13 gives the age-grade chart for seven teachers of five consolidated schools. Perhaps it is not very reliable because of the small number of children represented, but it does show that more pupils are within the normal age-group for their particular grade than was true with the rural schools. This might show that the consolidated schools are more efficient as far as instruction is concerned. The normal age limit for each grade is the same as shown in Table 12.

Table 13

Age-Grade Chart of Five Consolidated Schools in 1934

	Grades								
Age	1	2	3	4	5	6	7	8	Total
6	4	1							5
7	1	5	1						7
8			2	1					3
9		1	1	3	3				8
10			1		7	4			12
11					1	16	4		21
12						4	9		13
13						2	3	12	17
14						1	2	5	8
15						1		4	5
16								2	2
Total	5	7	5	4	11	28	18	23	92

The Attendance Problem

The percentage of attendance in Hettinger County is on par with that of the state, ninety-three per cent. This may be considered very good. The problem is presented in Table 14. Consolidation with its transportation of pupils over long distances does not increase the aggregate absences. The argument of impassable roads and cold weather so often upheld by farmers does not seem to have much influence upon attendance. Pupils who are absent with a legal excuse are checked non-members. There may be a tendency among teachers to be rather liberal in distinguishing between legal and non-legal excuses and to check pupils as non-members rather than absent in order to raise the percentage of attendance. Thus the percentage reported is not a true picture of the actual situation.

Table 14

The Attendance Problem in 1933

District Group	Aggregate Days of Teaching	Aggregate Attendance	Aggregate Absence	Aggregate Non-Member
I	178,862	156,578	2,136	20,146
II	40,705	34,138	2,345	4,039
III	159,065	133,626	11,998	13,444
Total	378,672	324,342	16,479	37,629

The average daily attendance is another interesting feature of this problem. This does not mean much unless it is viewed with the enrollment so as to be able to notice the

difference. The "aggregate not-in-school" includes both with and without legal excuse for absence.

Table 15

The Average Daily Attendance in 1933

District Group	Enrollment	Average Daily Attendance	Aggregate Daily Not-in-School	Absences per School
I	995	870	125	41.6
II	274	238	36	6.
III	1023	804	219	3.1
Total	2292	1912	380	

The ratio of those not in school to the enrollment in Group I is almost eight; while the same ratio for Group III is little more than four. This means that Group I may have twice as many pupils absent as Group III on a per-pupil-basis and still have the same percentage of attendance. Viewed from this angle, consolidation does not suffer in attendance.

Community Interests in School

The interest of the community in the school is shown by the number of visits by patrons, the number of boys' and girls' clubs, and the popularity of school entertainments. In 1933 Hettinger County had eighteen of the clubs mentioned. During that year the people were entertained with 122 programs, most of which were in the rural schools. The three schools of Group I had 119 visitors during 1933, while the seventy schools of Group III had 648 such visitors, and the six schools of Group II had fifty-two. This does not include the visits of school officers.

Table 16

Detailed Exhibit of the Enumeration and Enrollment

1933-1934

District Number	Boys Enumerated	Boys Enrolled	Boys not in School	Girls Enumerated	Girls Enrolled	Girls not in School
			classified high schools			
6	327	288	39	288	280	8
9	234	133	101	213	126	87
14	79	80		88	88	
			consolidated schools			
7	10	8	2	10	10	
13	31	18	13	14	12	2
16	23	16	7	27	17	10
24	26	23	3	33	21	12
25	47	35	12	58	49	9
31	41	32	9	37	33	4
			rural schools			
1	54	37	17	38	31	7
2	36	18	18	38	25	13
3	39	21	18	21	10	11
4	25	12	13	26	23	3
5	27	14	13	28	21	7
8	33	18	15	44	26	18
10	42	21	21	47	30	17
11	31	18	13	46	26	20
12	37	26	11	34	31	3
15	29	18	11	27	18	9
17	45	38	7	48	21	27
18	14	10	4	20	15	5
19	24	16	8	24	18	6
20	16	11	5	14	7	7
21	43	37	6	38	29	9
22	26	17	9	27	22	5
23	42	28	14	35	13	22
26	28	14	14	35	24	11
27	48	36	12	45	31	14
28	44	41	3	49	41	8
29	69	47	22	58	32	26
30	23	19	4	20	12	8

Summary of Chapter 2

The evidence presented in this chapter indicates the following conclusions:

1. The pupils make many more contacts with women than with men teachers, since the former teach three times as many months as the latter in the county studied.

2. The qualifications and experience of teachers have increased steadily, and particularly in the rural schools. This is a sign of progress and also some evidence that rural teachers recognize their own shortcomings.

3. The teaching load and the salary are not proportional. The rural teachers have more grades, fewer supplies, more disadvantages and much less pay than teachers of consolidated schools. On the average there are twenty pupils per teacher in this county.

4. There were almost seventeen pupils absent every day from every school in the county in 1933 on the average. In the schools of Group I these daily absences were more than thirteen times as great as those in Group III.

5. The aggregate "non-membership" was more than twice as great as the aggregate absences in the county in 1933. In Group I the first was more than nine times as great as the second. Yet the attendance was reported by the teachers as ninety-three per cent.

6. There were 831 boys and girls of school age not in school and more than half of these were found in the common

districts that do not provide opportunities for a high school education.

7. Although the grade pupils were fairly well distributed in the grades, the largest enrollment was found in the first grade.

8. There were only a few more boys than girls not in school in 1933. This difference is not due to the number of pupils enrolled, but the number of boys and girls enumerated. There were sixty-three more boys than girls enumerated, while there were only eight more boys enrolled.

9. The number of pupils going to high school has increased in the last few years and it would probably increase still more if accommodations were provided nearer their homes. The enrollment is largest in the freshmen year.

10. The rural school children are somewhat retarded, many of them being too old for their grade. This is not so true in the consolidated schools.

CHAPTER 3

THE EXPENDITURES

The purpose of this chapter is to servey the financial matters of the various districts and to establish a degree of relationship between expenditures, revenues and efficiency. The expenditures are taken up and analyzed in the following logical order: general control, instructional service, auxiliary agencies, operation of plant, maintenance, fixed charges, capital outlay, debt service, review and summary. It is hoped that such a careful study will throw sufficient light upon the present condition to show possible changes and improvements.

School Board Expenditures

The general control of schools includes school board wages and school board expenses. The business management of the seventy-nine schools in the county are in the hands of thirty-one district school boards. These 161 men and women (including clerks and treasurers) are intrusted with the privilege of providing equal opportunities for all of Hettinger County's 2,300 school children. Just what is their function and how much does it cost the county to have them operate the schools is quite an important problem.

Attention is called to the conspicuous variations in in school board wages and expenses of the various districts. Group III has five districts paying less than $100, the lowest being fifty-seven dollars in District 18. Of this group, one district pays as much as $264, while two pay more than

$300 and the rest pay from $100 to $196 for school board expenditures. District 9 of Group I paid $448 for that purpose in 1933.

The detailed table at the end of this chapter shows exactly the amount spent in each district. It is not the school board with the most work or the larger and better school that spends the most money; nor is it the one that serves the largest area. As a matter of fact, the justification for the great variation in school board wages is not so easily established. Nine districts each only one-fourth as large as the largest, spent much more for this purpose than the large district itself. One district one-half as big spent three times as much. It must also be stated that three districts have seven board members each, not because of a larger school population or larger district, but because they are called "special" instead of common districts.

Experience has shown that a group of two or three may have full control of school policies and set the tempo of educational progress in the district over a long period of time. Mr. Berg[3] has found that boards of small districts are needlessly repeating the same functions and that in many instances the board considered and acted upon problems which should have been acted upon by the teachers. This condition which is found to be true in Grand Forks County is certainly

[3] Otto Berg, "The Work of School Boards in Grand Forks County," Unpublished Master's Thesis, University of North Dakota Library (1934).

applicable to Hettinger County also. The function of the school board is not so much determined by the kind of district, as by the actual school population and the kind of school supported. It is difficult to say just what determines the wages paid.

Perhaps one could find some reasons for the variations in school board wages. It may be possible that a school board lets its wages accumulate for several years. This should not be done because it tends to distort the records. Quite often boards fail to distinguish between wages and expenses, or else use these two items to hide their excessive charges for some services rendered. The law permits only two dollars per meeting for each member present. There are four such meetings a year, and if all attended that would amount to twenty-four dollars for the common district and fifty-six dollars for the special district. To this must be added one and one-half per cent of all the money the treasurer handles for his compensation and ten dollars a school plus five dollars for each additional one in the district for the clerk's compensation. Neither the treasurer nor the clerk should have more than fifty dollars a year according to the law. How a school board can get away with $264 in wages is more than the writer can explain. Notice the increase in school board wages and expenses for the years given in Table 18. This is one expenditure that could be very much reduced or even eliminated.

Table 17

Changes in School Board Wages and Expenses from 1927 to 1933

District Group	1927 per School	1927 Total	1930 per School	1930 Total	1933 per School	1933 Total
I	$169	$ 508	$192	$ 576	$263	$ 790
II	138	693	158	946	157	943
III	36	2554	49	2450	40	2876
Average	114		133		150	
Total		3755		4972		4609

It has been stated that general control consists of school board wages and expenses. In order to show just what portion of school board expenditures is wages and what portion is expenses Table 18 is presented.

Table 18

School Board Wages versus School Board Expenses in 1933

District Group	Wages only per District	Wages only Total	Expenses only per District	Expenses only Total	Total Expenditures
I	$174	$ 522	$89	$268	$ 790
II	135	813	22	130	943
III	105	2311	26	565	2876
Average	138		45.6		
Total		3646		963	4609

The expense item of school boards includes stationery, stamps, deliveries, school visits, repair work and the like. It will be noticed that the expenditures for Group I are

higher than those of Group II and those of Group II are higher than those of Group III. The difference in these groups is not a matter of size in the district, but a difference in school that is being supported and a proportional greater enrollment. There is only one slight decrease in expenditures from 1930 to 1933 and that is among the rural school boards.

It has been shown how the school board wages and expenses have increased from 1927 to 1933 and that the three groups vary greatly in the amounts spent for this purpose. It is necessary to find a better comparable basis than the district group. Such an attempt is made for 1933 and presented in Table 19.

Table 19

School Board Expenditures per Child, per School, per Teacher

District Group	per Child	per School	per Teacher	Total Expenditures
I	$ .78	$263	$24	$ 790
II	3.44	157	63	943
III	2.81	41	41	2876
Average	2.34	153.60	42.60	

Why should it cost twice as much per teacher for school board expenditures in one district-group than in another? Even though it costs more per school in Group I than in Group III it costs less per pupil in the former than in the latter. This shows that it is more economical to have many children together in a building than just a few as far

as school board expenditures are concerned.

The Compensation of Teachers

Aside from the child the teacher is the most active and most important element in a school. He, rather than the school boards or superintendents, should be glorified. Is he glorified when he gets a bare subsistence wage? Table 20 shows how Hettinger County stands in relation to its teachers.

Table 20

Changes in the Compensation of Teachers from 1927 to 1933

District Group	1927 per Month	1927 Total	1930 per Month	1930 Total	1933 per Month	1933 Total
I	$151	$48,408	$138	$54,852	$78	$23,429
II	116	17,065	111	14,955	62	8,447
III	87	45,099	85	47,879	42	26,317
Average	118		111		60	
Total		110,572		117,676		58,193

There is a steady decrease in salaries for all teachers over the three periods, the greatest drop being from 1930 to 1933. The lowest paid teachers are those in the rural schools. That the better and more ambitious teachers are found in the better paying positions is obvious; and thus the rural schools are but the place where the apprentice begins work. The variations in salary are not very great among the districts. None of the teachers are over-paid.

Hettinger County is not the lowest paying community

in the state in regard to teachers' salaries. It is almost impossible that any county could have as low an average as forty-seven dollars as is the case in Billings County. The highest paying civil subdivision of the state is Cass County. Its average monthly salary for teachers is $114. Hettinger County ranks thirty-ninth in average monthly salaries, the average being sixty-two dollars, which is twelve dollars less than the average for the state.

A very interesting and important fact and perhaps the most comparable basis for the analysis of teachers' salaries is given in Table 21. Even though the teacher of Group I receives less per child, he has a higher monthly salary than any of the others as is shown in Table 20. This is just a little more evidence in favor of consolidation. The total salary for Group III is high because of the many teachers involved.

Table 21

Teachers' Salaries per Child for 1933

District Group	Total Salary	Total Enrollment	Term Salary per Child
I	$23,429	995	$23
II	8,447	274	30
III	26,317	1023	25
Total	58,193	2292	(average) 26

Table 22 presents an interesting picture regarding the cost of living and training of twenty-six teachers in

Hettinger County. Although the salary decreased in all cases from 1930 to 1933, the cost of board and room actually increased in six instances. Furthermore, the percentage of decrease in the cost of living is not as great as that in the salary. Additional training is almost impossible to get when salaries are as low as those reported.

Table 22

Salary, Cost of Living, and Training of Twenty-Six Teachers

1930		1933			
Salary	Cost of Living	Salary	Cost of Living	Other[a] Expenses	Estimate Cost of Training
95	20	55	15	15	300
80	18	60	16	150	800
50	12	45	15	50	300
85	14	60	15	200	600
95	25	55	15	200	375
85	20	50		250	800
80	20	60	15		200
90	25	50	18	90	1000
85	20	50	15	30	150
90	8	45	13	80	300
85	20	45	15	8	250
90	20	50	15	35	500
95	25	50	15	25	100
100	30	45	20	15	1000
90		45	10	10	400
95	22	45	15	20	500
90	20	45		50	250
95	25	50	15	12	300
90	20	55	12	15	300
85	20	55	15	50	1000
70	15	50	20	12	750
90	20	60	18	30	600
80	15	55	16		300
90	15	55	10	15	550
160	45	45	15	20	4000
65	18	45	14	10	300
88	19	50	13	53	612[b]

[a] Other professional expenses, as magazines etc.
[b] Bottom row of figures are averages

Table 23 summarizes the data given in Table 22 and also adds a few more teachers to the list. This information is for 1934 only.

Table 23

Salary and Cost of Living of Fifty-Three Teachers in 1934

Cost of Living		Salary Received	
Number of Teachers	Amount Each Paid	Number of Teachers	Salary of Each
3	$20	1	$65
2	18	5	60
2	16	14	55
22	15	16	50
24	12 (and less)	17	45

Books and Teaching Supplies

Table 24 shows a very interesting phase of the instructional service. The rural school teacher gets only one-third as much materials as the others with which to work. Even though the materials are destroyed in the using, the teacher in the consolidated school has the advantage because of the ability to exchange some of the supplies with the other teachers.

Table 24

Teaching Supplies per School, per Child, and per Teacher, 1933

District Group	per School	per Child	per Teacher	Total
I	$167	$.50	$15	$500
II	41	.90	16	248
III	5	.37	5	379
Total				1127

Another interesting yardstick with which to measure schools and their efficiency is the amount spent for library and textbooks. The law urges school boards to spend at least ten dollars a year for library books for each school in their district. That conscientious and efficient legislature also set the limit to the other extreme which is twenty-five dollars. A fairly complete picture of the library situation is presented in Table 25 which shows that the rural schools cannot keep up with the law nor with a decent requirement and the rightful opportunities of every child. The schools of Group I need not spend so much money per child as the others and still have more books available for each pupil. This is another factor in favor of consolidation of schools, not because it is cheaper, but because it is more advantageous for the pupil.

Table 25

Library Book Expenditures per School and per Child

1930 and 1933

District Group	1930 per School	1930 per Child	1930 Total	1933 per School	1933 per Child	1933 Total
I	$57	$.17	$170	$19	$.06	$ 58
II	36	.72	216	9	.21	58
III	13	.81	932	2.6	.17	183
Average	35	.57		10.2	.15	
Total			1318			299

When studying the number of books per child, one must not forget that it is the number of books per school that is important. At first sight the figures per child for Group I may be surprising, but a close analysis of those per school will reveal a different and better picture.

Table 26

Library Books per School and per Child

District Group	1927 per School	1927 per Child	1930 per School	1930 per Child	1933 per School	1933 per Child
I	1,123	3	525	1.5	2,159	6.5
II	406	9	256	6.	303	6.4
III	92	6	91	5.	97	6.6

It is almost impossible to do efficient work in teaching with out-of-date textbooks. There are still quite a number of old texts with a copyright date of 1911 in the one room schools of the county. These are the famous never-dying Baldwin and Bender Readers. Again the rural schools are cheated or are cheating themselves out of their proper share.

It should be remembered that a school may have spent quite a sum of money for texts during a year for which no data are shown. If a good sum was spent in 1932 , one would naturally not expect so much for the same purpose in 1933. The rural schools spent a fair amount in 1930; if that much were spent every year or every two years the schools would be fairly well up to date.

Table 27

Textbook Expenditures per School and per Child from 1927 to 1933

District Group	1927 per School	1927 per Child	1927 Total	1930 per School	1930 per Child	1930 Total	1933 per School	1933 per Child	1933 Total
I				$130	$ .36	$394	$113	$.34	$338
II	$179	$.70	$893	210	4.65	1259	31	.68	188
III	15	.96	1045	21	1.40	1482	7	.46	475
Average per School	64.6			120.6			50.		
Average per Child		.55			2.14			.47	
Total			1,938			3,135			1,001

The Problem of Transportation

In working out a plan for a transportational program one should not only consider the amount of money saved, but also the benefits derived from consolidation of schools. A great deal is to be said in favor of having children in large groups.

Although the districts of Group III spent over $1,300 for transportation in 1933 it does not mean that this represents consolidation of schools. It merely shows the great distance some pupils have to go to school. The district pays five cents a pupil for every day present if he has more than two miles to go. For three miles his district pays fourteen cents per day in school. Nine of these districts paid nothing

for transportation in 1933 which probably means that the pupils in these districts are within two miles of their respective schools. Groups I and II have greater transportational expenditures, as is expected, and they really represent consolidation, since there is only one school in each of the districts in these two groups. In these schools more pupils are together resulting in more associations and greater incentives for work. In Group III, too, more pupils could be transported without very much additional cost and thus develop a consolidation of schools and an improvement in teaching and learning. The transportation situation of the county is presented in Table 28.

Table 28

The Cost of Transportation from 1927 to 1933

District Group	1927 Pupils Transported	1927 Cost per Pupil	1927 Total Cost	1930 Pupils Transported	1930 Cost per Pupil	1930 Total Cost	1933 Pupils Transported	1933 Cost per Pupil	1933 Total Cost
I	306	$49	$15,067	303	$55	$17,419	389	$26	$10,462
II	115	34	3,958	156	40	6,412	140	34	4,788
III	141	7	1,038	150	9	1,487	122	11	1,340
Average		30			34.6			23.6	
Total	562		20,059	609		25,319	651		16,590

In this state more than $648,000 is paid out for the transportation of 27,090 pupils to and from school. McHenry County transported the most pupils in 1933 and Slope the fewest. Stark County charged the most per pupil and Burleigh

the least. Hettinger County had slightly more than the average cost for the state, which was twenty-four dollars. The writer thinks that "pupil-mile" would be a better unit on which to base the cost of transportation than just "pupil." Does the fact that one district pays twenty-seven times as much as another for transportation of a child mean that the former has twenty-seven times as far to go to school? The great variations in the cost per child for the various districts are shown in the detailed table at the end of this chapter.

The Problem of Tuition

The reported item of tuition is not worth very much because this expenditure includes all kinds of odd expenses such as telephone service, express, freight, and so forth.

High school tuition is fifty-four dollars per student for a nine-months term if there is no high school located in the pupil's own district. According to this, districts of Group I should not pay any tuition. As a matter of fact, however, one district of this group paid over $440 for tuition in 1930 and over $450 in 1933. There is no fixed grade tuition, and when a grade pupil enters a school in another district the two boards simply get together and agree on the amount to be paid. Three districts of Group III paid over $550 each in 1930! In no case is there any indication as to the number of pupils for whom this was paid. Just how many pupils did District 15 send for the $670 charged to tuition

for 1933? This peculiar expenditure had better be labeled "miscellaneous" rather than tuition. The writer also suggests "pupil-days" as a unit on which to compute tuition fees. This would tell us the number of pupils sent and the number of days they attended in the outside school. Table 29 gives a summary of the situation in the county.

Table 29

The Cost of Tuition for 1930 and 1933

District Group	1930 per District	1930 Total	1933 per District	1933 Total
I	$220	$ 661	$207	$ 620
II	162	975	152	913
III	204	4501	144	3180
Total		6137		4713

The Health Service

Only a brief summary of the health service is given here. There was no medical inspection in 1927 and therefore no defects found or remedied. Twelve schools had inside sanitary closets in that year. Of the others, all had separate ones for the boys and girls and none of them were condemned, which may be interpreted to mean that all were in good condition. Only nine schools representing four districts did not have wells on the school grounds or near enough to use conveniently. All but five schools had individual drinking cups or fountains. Six schools did not furnish wash basins and paper towels. This information which is given for 1927

holds true in 1933 also, with perhaps a very few minor details.

The lowest amount spent for health, play, and lunches in this state was one dollar and fifty cents with Logan as the guilty county. Cass County spent the most for that purpose - $7,050. Hettinger County spent $210 for health, including play and lunches, in 1933. Table 30 summarizes these facts.

Table 30

The Health Conditions and Activities in 1933

District Group	Hot Noon Lunch	Number of Schools having Windows on one Side	Inside Sanitary Closets	Modern Ventilation	Wash Basin & Towel	Number of Pupils Inspected
I	3	3	3	3	3	122
II	3	6	6	6	6	237
III	14	14	3		62	770
Total	20	23	12	9	71	1,129

The Fuel Problem

Fuel is an indispensable item; the school houses must be heated. Could the fuel bill be used as evidence to induce public sentiment in favor of consolidation? Perhaps there is some saving by housing more pupils in larger buildings, and that saving could be used to alleviate the apparent transportation burden. To solve this problem an attempt is made to attack it from several different points of view. Attention is called to the increased fuel expenditures from 1927 to 1930 and the decrease as shown for 1933. Unless there was a change in the weather, the difference must be due to

the varying price for coal and wood.

Table 43

Changes in the Cost of Fuel from 1927 to 1933

District Group	1927 per Building	1927 per District	1930 per Building	1930 per District	1933 per Building	1933 per District
I	$936	$2,808	$1,172	$3,518	$875	$2,626
II	216	1,300	171	1,024	130	779
III	28	1,996	42	2,946	27	1,897
Total		6,104		7,488		5,302

It costs Group I more to heat three buildings than it costs Group II to heat six. It is also a fact that Group I takes care of eight times as many children as Group II, while the cost of fuel is only three and three-tenths times as much. "Pupilarea" would probably be a more comparable unit for measuring the fuel costs of the various schools. A pupilarea of sixteen would mean sixteen square feet per pupil. Supposing this figure were adapted as a standard. The actual pupilarea of a school would then indicate a degree of crowdedness. Differences in fuel costs among the schools on such a basis would have added meaning. It cannot be said that if the seventy rural schools were combined into one that the resulting building could be heated for one-seventieth of the total cost of the separate schools. Even if it would cost just as much, it still would be more reasonable because of the greater advantages given to the pupils. Or, are these fine advantages not

worth considering? It is not proposed here that all schools should be combined into one; that would be impracticable. Properly planned and serving sufficient pupils, the consolidated school has indisputable advantages which makes the one-room schools incomparable. The cost of fuel per child and per building is given in Table 32.

Table 32

The Cost of Fuel per Child and per Building in 1933

District Group	per Child	per Building	Enrollment per Building	Total Cost
I	$2.60	$875	335	$2,626
II	2.80	130	45	779
III	1.85	27	14.6	1,897

Unless a building is filled with pupils to a comfortable limit the cost per pupil is high. Supposing Group II would have had three times as many pupils, would the fuel bill have been three times as high? Not very likely, unless an extra building would have been added. Larger buildings usually include corridors, offices, assembly halls, laboratories, store rooms, lavatories and gymnasiums, all to be heated but not always in use. If the consolidated school gave the pupil only as much as the ordinary rural school, it probably would not cost very much more. The additional cost is brought about by the additional comforts and opportunities for school achievement. It costs thirty-two times as much to heat a classified high school as a one-room rural, but

it also serves twenty-four times as many pupils.

Janitor Service

Janitor Service includes wages and supplies. By the latter is meant such items as sweeping compound, toilet tissue, soap, floor oil and so on. The detailed table at the end of this chapter shows that most of the districts of Group III had no janitor expenditures for 1927 and 1930. Most of the expenditures listed for 1933 are for supplies and not for wages. In Table 33 the cost of the janitor service is given.

Table 33

Change in the Cost of Janitor Service from 1927 to 1933

District Group	1927 per School	1927 Total	1930 per School	1930 Total	1933 per School	1933 Total
I	$1,301	$3,902	$1,282	$3,847	$707	$2,929
II	247	1,237	194	1,165	193	1,160
III	1	86	2	155	9	648
Total		5,225	5,167	5,167		4,737

Groups I and II show a steady decrease for the years given, while Group III shows an increase for those periods. The expenditures are highest in the classified schools and the lowest in the rural, where the teacher usually does the work without pay. Often the schools of this last group begin work late in the morning and often the children are either too warm or too cold during the day to do good work. Three districts of the rural school type spent more than sixty

dollars each for janitor supplies in 1933. To analyze the janitor service still further and to be able to see the relationship between the wages and supplies, Table 34 is presented which summarizes this information for 1933.

Table 34

Janitor Wages versus Janitor Supplies in 1933

District Group	Wages only per School	Wages only Total	Supplies only per School	Supplies only Total	Total Janitor Service
I	$782	$2,347	$194	$582	$2,929
II	155	931	38	229	1,160
III	3	187	6	459	648
Total		3,465		1,270	4,737

The Light and Water Problem

The light and water problem is not very acute in Hettinger County. Only three of the districts of Groupp III had any occasion to spent as much as ten, twenty and twenty-five dollars each. This was probably for water that was hauled to the school. The consolidated schools of groups I and II have, of course, quite a large light and water bill. This bill pays for the lavatories - the indoor flush-water-closets and shower baths - items of sanitary habits. It also pays for the play- and orchestra practices in the evening as well as the Parent-Teacher Meetings, which of course, should not be charged against the children. Group I spent $311 on the average for light and water and Group II thirteen dollars on the average for the same purpose.

Maintenance and Fixed Charges

Maintenance and Fixed Charges are presented in a summary form in Table 35. Maintenance includes painting and repairing; fixed charges includes insurance, pensions, refunds and so forth. Does Table 35 show that it is cheaper to maintain a one-room school than a consolidated school, or does it show that the former is more often neglected? To be sure it costs more to keep up a large building than a smaller one, but people usually take more pride in a good-looking consolidated school whereas the one-room school is sometimes not even seen. The children profit by the greater opportunities.

Table 35

Maintenance and Fixed Charges per School and per Child for 1933

District Group	Maintenance per School	Maintenance per Child	Maintenance Total	Fixed Charges per School	Fixed Charges per Child	Fixed Charges Total
I	$349	$2.	$2,093	$309	$1.80	$1,855
II	93	2.	561	66	1.40	397
III	66	1.40	1,459	46	.99	1,089
Average	136	1.80		140	1.39	
Total			4,113			3,270

Capital Outlay

Capital outlay includes amounts spent for new buildings, new sites, and equipment. In 1927 no new buildings were constructed and only thirty-five dollars was spent by District 27 for new sites. In 1930 no expenditures were listed for either one of these items. The county spent $123,59 for new

sites and new buildings in 1933. This enormous sum is charged to the accounts of districts nine, twenty and twenty-nine.

New equipment and apparatus is rather an important item since these are materials used in teaching and learning. The dataare summarized and presented in Table 36. The items for 1927 and 1930 were labeled "apparatus" in the original sources and for 1933 the same expenditures were labeled "new equipment."

Table 36

Expenditures for New Equipment per School and per Child from 1927 to 1933

District Group	1927 per Child	1927 per School	1927 Total	1930 per Child	1930 per School	1930 Total	1933 per Child	1933 per School	1933 Total
I	$.26	$83	$248	$ .09	$ 36	$108	$.33	$110	$329
II	.38	20	98	2.40	121	726	.27	12	73
III	.71	11	803	.77	12	858	.13	2	146
Average	.45	38		1.09	56		.24	41	
Total			1,149			1,693			548

The Debt Service

The school district is a corporate body and is permitted by law to issue bonds. This bonded indebtedness must not exceed five per cent of the total assessed valuation of the property in the district. Table 37 shows whether Hettinger County has exceeded the limit or not. The ratio of debt to value is rather high in Group I, but that of Group III is low enough to make the average for the county less than five per cent.

Table 37

Ratio of Debt to Valuation of Property in 1933

District Group	Assessed Valuation	Total Indebtedness	Ratio of Debt to Value
I	$1,875,897	$183,321	9.7%
II	688,792	22,305	3.2%
III	2,936,153	52,687	1.7%
Total	5,500,842	257,314	(Ave.)4.86%

Table 38 shows the debt per child and per school. Whether the small debt in Group III is the result of good business management of the school boards, or a neglected school with a poorly paid teacher is a problem. Both extremes are possible: too much spending and too much saving. A debt is justifiable when it raises or keeps up the standards of a good school during a depression. Avoiding a debt by cutting teacher's salary and running a school without proper supplies cannot be done without injuring the pupils. Group I is probably too much in debt and it may be the result of some extravagance when there was plenty of money in the treasury.

Table 38

The Indebtedness per School and per Child in 1933

District Group	Total Indebtedness	per School	per Child
I	$183,321	$61,107	$184
III	22,305	6,317	81
III	52,687	752	51
Average		22,392	105

Table 39 shows the general trend of indebtedness for 1927, 1930 and 1933. Note the steady increase in Groups I and III. Group II also increased from 1927 to 1930 but decreased from then until 1933. Several districts had no debts at all in 1927-1928 and 1930-1933.

Table 39

Change in Indebtedness from 1927 to 1933

District Group	1927-1928 Indebtedness	1930-1931 Indebtedness	1933-1934 Indebtedness
I	$102,069	$181,557	$183,321
II	40,846	76,016	22,305
III	34,427	29,684	52,687
Total	177,342	287,257	257,314

The effects of the depression on the financial matters of the schools can easily be seen in Table 40. The year 1927-28 found the schools in good shape with lots of money in the sinking fund, no bonds issued and a comparatively small debt. The year 1933-34, on the other hand, found the schools deeply in debt with little in the sinking fund and issuing new bonds. The amount of bonds redeemed in 1927 was more than three times the amount redeemed in 1933. The data given in Table 40 are for the entire county as a whole. The total indebtedness also includes the certificates of indebtedness not shown in the table. The interest paid for indebtedness is represented by the difference between the amount taken out of the sinking fund and the bonds redeemed.

Table 40

Change in the Debt Service from 1927 to 1933

Comparable Data	1927-1928	1930-1931	1933-1934
Total indebtedness	$177,342	$287,257	$257,315
Amount in interest and sinking fund	154,878	106,029	85,355
Amount paid out of fund during year	76,817	15,861	34,042
Amount of bonds issued during year		2,400	15,100
Bonds redeemed during the year	38,898	4,000	11,000
Bonds outstanding in the beginning of the year, July 1	201,598	241,250	225,228

A comparison of the instructional with the non-instructional service is given in Table 41. The per cent of expenditure is based on the combined total of the instructional and non-instructional expenditures. The former is equal to forty-four and three-tenths per cent and the latter fifty-five and seven-tenths per cent of the total.

The debt service is more than half of the instructional service. Twenty-four per cent of the total expenditures for this item is rather high; it probably should not be more than fifteen per cent. The auxiliary agencies also rank high in the expenditures, probably because they include the miscellaneous item known as tuition. It is impossible to determine from the records what the tuition was for. Even though the salaries are low, they seem somewhat out of pro-

portion with the amounts spent for teaching materials such as books and supplies. The facts stand out so clearly that no further comment is needed.

Table 41

Instructional versus Non-Instructional Expenditures in 1933

List of Services	per Child	Per Cent of Total	Total
Instructional	$26.40	44.3	$61,241
Teacher's salary	25.30	41.	58,192
Textbooks	.43	.7	1,001
Library books	.13	.21	297
Teaching supplies	.47	.71	1,127
Retirement fund	.27	.41	622
Non-Instructional	33.78	55.7	79,986
General control	2.	3.2	4,609
Auxiliary agencies	9.50	15.4	21,803
Operation of plant	4.90	8.	11,405
Maintenance	1.70	2.8	4,114
Fixed charges	1.40	2.3	3,269
Capital outlay	.28		672
Debt service	14.	24.	34,114
Total expenditures	62.38	100.	141,227

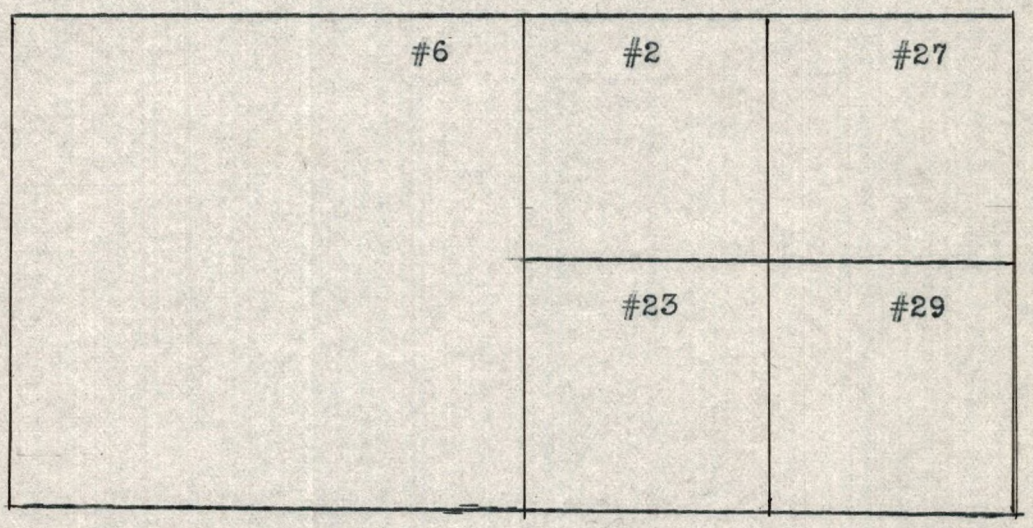
The data in Table 42 are similar to those in Table 41 except that they are given for the three district-groups separately. Table 42 enables the reader to compare the rural, consolidated and classified schools.

Table 42

Summary of Expenditures per School and per Child in the Three District-Groups

Comparable Data	Group I per School	Group I per Child	Group II per School	Group II per Child	Group III per School	Group III per Child
School board expenditures	$263	$ .78	$157	$ 3.44	$ 41	$ 2.80
Transportation		26.		34.		11.
Fuel	875	2.60	130	2.80	27	1.85
Janitor service	707		193		9	
Maintenance	349	2.08	93	2.10	66	1.40
Fixed charges	309	1.80	66	1.40	46	.99
New equipment	110	.33	12	.27	2	.13
Debt service	61,241	184.	6,311	81.	752	51.
Teacher's salary		23.		30.		25.
Teaching supplies	167	.50	41	.90	5	.37
Library books	19	.06	9	.21	2.60	.17
Textbooks	113	.34	31	.68	7.	.46

It has already been mentioned that great variations exist among the districts in both ability and actual support of schools. This graphic resume will serve to make the impression more vivid. Here are two areas of the same size (144 sections) drawn to a scale. The figures within the squares refer to the number of the district. Notice the differences listed below.



One district		Four districts	
One classified school		Sixteen one-room schools	
Fourteen teachers 568 pupils		Sixteen teachers 296 pupils	
Teacher's salary	$74	Teacher's salary	$47
School board expenditures	151	School board expenditures	490
New equipment purchased	264	New equipment purchased	43
Cost per pupil	4.24	Cost per pupil	4.70

Which is the more efficient?

Table 43

Detailed Exhibit of the Janitor Service from 1927 to 1933

District Number	1927 Janitor Service	1930 Janitor Service	1933 Janitor Service	1933 Wages only	1933 Supplies only
		classified high schools			
6	$1,295.24	$1,487.50	$1,228.20	$925	$303.28
9	1,500.	1,500.	841.89	677.50	164.39
14	1,107.10	860.	859.27	745	114.27
		consolidated schools			
7		116.08			
13		67.90	8.86	6	2.86
16	59.	55.	61.97	37	24.97
24	585.	270.	360.95	190	170.95
25	593.50	450.	483.60	455	28.60
31		207.	245.	243	2.
		rural schools			
1			13.05	2.70	10.35
2		100.35	23.31		23.31
3			34.35		34.35
4			61.42		61.42
5			61.49		61.49
8			55.49		55.49
10			79.02	17.60	61.42
11			89.32		89.32
12			11.82	3.	8.82
15	14.	25.	17.08	15.	2.08
17			16.		16.
18			17.		17.
19			13.19		13.19
20	16.	16.	16.80	5.	11.80
21			31.50	31.50	
22					
23					
26			12.58		12.58
27	41.50		18.20		18.20
28			28.49	10.	18.49
29			88.59	88.59	
30	50.	14.	19.52	14.	5.52

Table 44

Detailed Exhibit of School Board Expenditures from 1927 to '33

District Number	1927 Wages and Expenses	1930 Wages and Expenses	1933 Wages and Expenses	1933 Wages only	1933 Expenses only
		classified high schools			
6	$111.	$111.	$151.	$136.	$ 15.
9	225	295	448.44	259	189.44
14	172	170	190.62	127	63.62
		consolidated schools			
7	104	100.07	104.52	82	22.52
13	92.25	66.25	85.50	85.50	
16	129	166	100.44	86	14.44
24	203	133	168.76	106	62.76
25	164.40	242.17	269.47	251	18.46
31		239	214.50	203	11.50
		rural schools			
1	179	139.35	112.75	109.75	3.
2	122.93	143	140.55	126.90	13.65
3	89	115	135.10	103.10	32
4	85	172.86	116.99	77.72	39.27
5	101.20	125.20	104	104	
8	180	180	191.50	140	51.50
10	125.51	127.80	100.44	75.90	24.54
11	107	161.70	264.76	164.76	100
12	137	72	105.15	100.65	4.50
15	84	115.90	109.70	101.68	7.98
17	130	258.65	115.60	104	11.60
18	73.25	79.10	127.15	57.15	70
19	145	139	118	84	34
20	91	94.50	68.33	33.75	14.58
21	132.75	159.25	316.30	247	69.30
22	143.70	123	146.55	128.55	18
23		100.50	127.13	89	38.13
26	109	606.20	351.96	127.68	24.28
27	125	172.70	127.10	88	39
28	118	148	94	94	
29	183	106	95.48	87	18.48
30	93	123	82.50	65.50	16

Table 45

Detailed Exhibit of the Expenditures for Books

District Number	1927 Library Books	1927 Text-books	1930 Library Books	1930 Text-books	1933 Library Books	1933 Text-books
			classified high schools			
6	$821		$170	$283		$188
9				105	27	61
14	14			5	31	89
			consolidated schools			
7		49	58	70	45	97
13	12		26	462		
16	30	33	18	60		9
24		555		278		16
25	56	255	55	362		40
31			59	269	13	26
			rural schools			
1	30	11		9	18	
2					23	3
3	67		260			
4	73					
5	11	10	10	142	3	180
8		271	46	41		
10		172		249		4
11	3	108	6	88		20
12		71	3	134		32
15	56		11	34		
17	30	175	540	233		
18	35		12	27	18	15
19	10	59	10	98		11
20				4		
21	11		116	100	60	28
22	31		41			
23	22		26			
26		47	4	11		54
27		55		74		22
28	45			200		
29		34	129	177		81
30	21	64	80	63	70	25

Table 46

Detailed Exhibit of Expenditures for New Equipment

District Number	1927-1928	1930-1931	1933-1934[a]
	classified high schools		
6			$264
9		$109	25
14	$248		40
	consolidated schools		
7	43		68
13		150	
16		141	4
24		23	
25	55	207	
31		205	1
	rural schools		
1	47	16	
2	3		3
3		51	
4	53	85	
5	90	1	
8		10	45
10		337	
11	179	90	
12	15		25
15	81		2
17		57	13
18			
19		6	
20		4	
21			
22	52		
23	122		
26	59		
27	15		40
28		138	
29			
30	89	64	19

[a] "new equipment; other columes "apparatus" in original sources

Table 47

Detailed Exhibit of the Transportation Problem

District Number	1927 Pupils Transported	1927 Cost per Pupil	1930 Pupils Transported	1930 Cost per Pupil	1933 Pupils Transported	1933 Cost per Pupil
			classified high schools			
6	184	$50	175	$64	224	$29
9	92	46	98	50	115	24
14	30	53	30	51	50	25
			consolidated schools			
7	10	7	13	69	15	23
13	30	26	32	19	31	18
16	16	24	2	50	25	25
24	8	5	12	64	7	60
25	51	53	60	53	42	55
31			18	48	20	27
			rural schools			
1						
2	6	17	6	4		
3	9	22	8	7	2	17
4	19	6	13	9	9	12
5	20	4	16	8	15	33
8	10	3	9	7	9	10
10	5	7	3	7		
11			12	27	19	9
12	12	2	19	12	19	8
15	8	13	6	16	10	4
17						
18	12	6	13	9		
19	2	20	2	10	12	13
20			2	34		
21	3	9			5	3
22			4	11	8	5
23			2	13	9	3
26	5	11	4	5		
27	3	6	6	7		
28	15	3	15	1	2	15
29	2	5	6	6	3	3
30	10	10	4	8		

Summary of Chapter 3

This chapter has presented evidence in favor of the following points:

1. School board expenditures (wages and expenses) have increased steadily from 1927 to 1933. It is difficult to find a justifiable reason for the great variation in this expenditure among the various districts. Some districts seem clearly out of proportion. More than half of these expenditures goes for wages directly.

2. Teacher's salaries have decreased steadily from 1927 to 1933, the drop being particularly heavy in 1933. The cost of living is comparatively high, not at all in proportion to the salaries paid. Teachers' salaries are so low that a respectable living and professional growth are almost impossible.

3. Rural schools seem utterly neglected for they lag behind in opportunities and comforts. Modern educational advantages are just simply not there. The country pupil is constantly being cheated out of his proper share.

4. Transportation expenditures do not necessarily represent consolidation, but merely great distances pupils have to go to school. The cost per pupil for transportation varies greatly among the districts. The records do not show whether this difference is due to the distance traveled or to something else.

5. Tuition expenditures are not representative of their purpose. They are greatest in districts where it is le least expected. They seem to be a "miscellaneous" colume for all kinds of odd expenditures.

6. The cost of fuel has decreased from 1927 to 1933. The greater comforts of the larger school increase this item appreciably over that of the one-room rural school.

7. The rural teacher gets three dollars a year for the janitor work he or she does. Group I spends more for this item than the fuel bill of all the rural schools combined. The janitor of Group I gets more wages than the teacher of Group III.

8. The average ratio of debt to value is four and eighty-six hundredths per cent. The indebtedness is greatest in districts of Group I. It has increased steadily from 1927 to 1933 except in Group II, where a heavy decrease is found from 1930 to 1933. The debt service is the highest item of the current non-instructional expenditures, as is shown in Table 42.

9. The expenditures for non-instructional service are quite a bit higher than those for instructional service. The teacher's salary is the highest expenditure of the first classification and the debt service is the highest in the second.

CHAPTER 4

RESOURCES AND RECEIPTS

It is a matter of common experience that some communities find it comparatively easy to raise large sums while others have to struggle to keep things barely going. What is there in Hettinger County from which to extract some $172,280 for school purposes besides the other governmental expenses? Before there can be any expenditures there must be receipts, and before there can be any receipts there must be resources. This chapter aims to analyze these two pre-requisites of expenditures.

General Resources

Resources may include such items as the soil, coal, clay, and other possibilities that may be developed and turned into cash. It may also include the working-force of the area in terms of population. Finally, the valuation of the property and the extent of indebtedness.

The soil of Hettinger County is very rich, producing excellent crops of grain and hay under favorable climatic conditions. New England village in past years has possessed an enviable reputation as one of the leading local wheat markets in the country. The annual precipitation up to 1932 was seventeen and eight-tenths inches of which eleven and six-tenths inches or approximately two-thirds falls normally during the growing season April to August inclusive.

Lignite coal deposits are widely distributed throughout the county and the coal is easily accessible. Although mining is not a commercial industry, it funishes cheap fuel for local consumption. Extensive deposits of clay suitable for pottery-making constitutes another resource of this area.

Under normal conditions of climate and market, Hettinger County is prosperous and progressive. The prevailing low prices of farm commodities have seriously reduced the resources of the farming population so that the present drouth situation has been more seriously felt than would otherwise have been the case. The farm indebtedness is heavy but farm owners have refinanced their loans through the Federal Farm Loan Bank and are in a position to continue farming operations.

Population and Farm Values

The possibilities of the resources of any community are realized only through the working-force of that area. The total population of the county is 8,796 or seven and eight-tenths to the square mile, which is certainly not overcrowded. There are 396 more men than women adults making the total adult population 4,074. This is perhaps quite important in an agricultural region, even though many women work in the fields. To these one might add 1,023 adolescent boys and girls between the ages of sixteen and twenty and of whom only thirty-five per cent are in school part of the year.

This fine working population is composed of people of foreign and mixed parentage, with the German-Russians leading followed by the Germans and Norwegians.

About 1,087 farms are distributed over the 724,480 acres of land in the county, which would make the average farm about 631.5 acres in size. There are 149 farms of over 1,000 acres each, 393 farms having from 500 to 999 acres each, and 401 farms of 260 to 499 acres each. Then there are 129 smaller farms. Most of these farms are operated by owners, although there are twice as many part-owners as full-owners. About 618 of these farms or seventy-five per cent of them are mortgaged. The ratio of the debt to value is thirty and nine-tenths per cent, which means that the debt is almost one-third of the value.

The value of the average farm, including land and buildings is about $13,818, which is twenty-one dollars and eighty-eight cents per acre. The value of the land in the county exceeds that of the buildings by $8,806,900 the latter being only $3,106,530. In 1929 13,348 acres under crop were labeled as crop failures. In spite of these failures, the value of the products sold was $727,200 more than the amount spent for the supplies purchased on these farms. This means that most farmers are living within their income and are depriving themselves of a good many comforts. The mortgaged debt can, therefore, not be blamed to carelessness nor unnecessary purchases.

The agriculture complexion of Hettinger County is further emphasized by the fact that 176 of the 256 relief cases, or sixty eight and nine-tenths per cent, are farm operators living wholly in the open country. Of the farm operators on relief sixty-four are owners and 112 are tenants. The farmer must dispense with all hired help and endeavor to handle his fall work and winter his livestock without assistance. A few unskilled laborers may find opportunities to work for board and lodging, but in times of drouth little opportunity is offered even in this respect.

This general discussion of the resources and possibilities of the county may be culminated by presenting an estimate of the value for the purpose of taxation.

Table 48

Changes in the Taxable Assessed Valuation from 1927 to 1933

District Group	1927-1928	1930-1931	1933-1934
I	$3,142,349	$3,275,573	$1,875,897
II	1,475,541	1,433,583	787,792
III	4,598,237	4,643,624	2,936,153
Total	9,216,174	9,350,780	5,500,842

Sources of School Income

The receipts include first of all the taxes, and then the equalization of wealth in terms of state aid and state apportionment.

In order to interpret better the assessed valuation

in terms of school purposes, Table 49 is presented. In Group III the valuation is applied to too many schools. That is why the amount for each is so small. The assessed valuation per child is high in Group III because there are so many who are not enrolled but who should be. Group I serves many more pupils per unit of area than Group III.

Table 49

Assessed Valuation per School and per Child in 1933

District Group	per School	per Child Enrolled	Total
I	$625,299	$1,885	$1,875,897
II	131,299	2,510	787,792
III	41,945	2,870	2,936,153
Average	266,181	2,422	

The receipts available for governmental purposes come for the most part through means of taxation. Education is the most important function of any community and most of the taxes should go for that purpose. Table 50 shows that this is true in Hettinger County. The amount levied for the interest fund under school purposes is alone equal to the total amount levied for township purposes. The heavy indebtedness of Group I shows up again in the relatively high amount levied for the interest fund. It is more than that of the other two groups combined. That debt should be reduced as rapidly as possible. The amount levied for the general fund is also much more than that of the other two groups.

Table 50

Tax Levies in Mills in 1933

District Group	For School Purposes			For Township Purposes		
	Interest	General	Total	Total	Road	General
I	70	162	232	19	12	21
II	24.3	112	136.3	21.5	6.8	14.3
III	33.5	354	387.3	87.3	43.3	50.6
Total	127.8	628	755.6	127.8	64.1	85.9

Table 51 gives the tax levies for school purposes on a more comparable basis. Notice the small levy per school for Group III and the small amount per child for Group I. The limited school opportunities the child of Group III gets are expensive indeed.

Table 51

School Tax Levies per School and per Child in 1933

District Group	per School	per Pupil Enrolled	per District	Total Levy
I	77.3	.23	77.3	232
II	22.7	.49	22.7	136.3
III	5.5	.38	17.6	387.3
Total	105.5	1.10	117.6	755.6

In Table 52 the decrease in state apportionment from 1930 to 1933 is seen. The smallest decrease is in Group II, representing the consolidated schools. Notice the difference in the totals for the two years given.

Table 52

Change in the State Apportionment from 1930 to 1933

District Group	1930-1931 Apportionment	1933-1934 Apportionment
I	$ 5,272	$ 3,775
II	1,386	1,090
III	7,425	4,818
Total	14,083	9,681

An analysis of the state apportionment per school and per child shows that the children of Group III receive the most per pupil enrolled, but that those of Group I receive much greater benefits because larger allotments are given to larger buildings. It is obvious that $1,200 will do more for 300 children than sixty dollars can do for ten children. The problem is summarized and presented in Table 53.

Table 53

State Apportionment per School and per Child in 1933

District Group	per School	per Child Enrolled	Total
I	$1,257	$3.50	$3,737
II	181	3.	1,090
III	68	4.	4,818
Average	502	3.50	

The advantages of consolidation can also be seen when analyzing the county tuition fund. The receipts from this source are largest in groupsI and II when considered per building, but are largest per child in Group III on the per

pupil basis. Again, the vital factor is not the per child expenditures, but how much of the amount spent is available to each child as shown by the allotment per school.

Table 54

Analysis of the County Tuition Fund

District Group	1930-1931 Tuition Fund	1933-1934 Tuition Fund	1933 per School	1933 per Pupil
I	$2,694	$2,493	$831	$2.50
II	705	705	117	2.
III	4,140	3,095	44	3.
Average			331	2.50
Total	7,539	6,293		

Table 55 shows the amount of state aid received by the schools of Hettinger County. In 1933 when general receipts were the lowest and the state aid was most needed, it amounted practically to nothing. Notice the general increase in in state aid from 1927 to 1930 except in Group II, and then the drop to almost nothing in 1933.

Table 55

Changes in State Aid from 1927 to 1933

District Group	1927-1928 State Aid	1930-1931 State Aid	1933-1934 State Aid
I	$1,200	$1,534	$306
II	2,416	1,376	
III	489	1,173	
Total	4,105	4,083	306

There was no federal aid in either 1927 or 1930. In 1933 Group II received $120, Group I received $2,590 and Group III received $425. It is obvious that not very much could be done with such small amounts, but it is encouraging to see the federal government interested in education.

The total receipts of all sources for the three district-groups are shown in Table 56. Attention is called to the tremendous decrease from 1930 to 1933.

Table 56

Changes in the General Receipts from 1930 to 1933

District Group	1927-1928	1930-1931	1933-1934
I	$182,621	$220,650	$ 83,120
II	51,362	53,285	26,203
III	121,011	133,205	76,980
Total	354,994	407,140	184,303

Table 57 shows that the receipts per child for the rural pupils are surprisingly high. Not much can be done for him, however, because of the organization. The schools are too small.

Table 57

Total Receipts per School and per Child in 1933

District Group	per School	per Pupil Enrolled	Total
I	$27,706	$83	$83,120
II	4,367	95	26,203
III	1,099	75	76,980
Average	11,057	84	

There are seven districts that have a special kind of income because of the railroad property within their limits. Why should these districts receive all of the benefits from this source when adjacent districts also contribute to the railroad's business? The function and purpose of railroads is not limited by school-district boundary lines and therefore the wealth does not lie next to its track, but in the whole community served. This is an excellent example of unreasonable and unequal distribution.

Table 58

Railroad Property and Taxes in 1933-1934

District	Valuation	Taxes
6	$160,454	$8,558.43
9	23,598	1,543.89
14	29,234	1,757.41
15	29,155	1,036.46
24	21,259	963.67
25	26,408	1,583.32
31	83,303	3,237.99
Average	53,344	2,688.52
Total	373,411	18,681.17

Summary of Chapter 4

The preceding discussion has given evidence for the following interesting features in connection with the resources and income of Hettinger County:

1. Hettinger County offers its people a good oppor-

tunity, under favorable climatic and market conditions, to make a fine and worth while living. The topography of the land and the soil itself are well suited to agriculture and stockraising.

2. The majority of the people are of German and Norwegean parentage. Ninety-five per cent of their children go to school. The per cent of illiteracy is only nine-tenthsof one per cent, while that of the state is one and one-half per cent.

3. The average size farm is 631 acres, most of them operated by part-owners. Seventy-five per cent of them are more or less mortgaged. Tenant farmers furnish almost sixty-nine per cent of all the relief cases in the county.

4. The assessed valuation has decreased very much from 1930 to 1933. It was least in Group III on a per school basis.

5. The tax levies for school purposes are much greater than those for township purposes. The low income seems to be the result of a lack of ability rather than a lack in willingness.

6. State apportionment, county tuition fund, and state aid all decreased from 1927 to 1933 and especially so from 1930 to 1933, with few exceptions. The general total receipts, both per school and per child, are lowest in the rural schools.

CHAPTER 5

INTERPRETATION OF FINDINGS

Modern education is more than mere instruction in the three R's. Advice of a personal and confidential nature is often needed by both boys and girls. To meet the problem every school should have at least two teachers, a man and a woman. Fifteen districts in Hettinger County employed only women teachers in 1933-1934. On the whole, the boys have only one-third the chance of coming in contact with a teacher of their sex than the girls. Assuming that the teacher has some ability as a psychiatrist, and that every pupil is in contact with teachers of both sexes, many cases of future psychosis may probably be prevented.

The qualifications of teachers have been forced up, but the salaries have been cut down. A crippled salary brings forth crippled effort. In spite of the discouraging conditions, teachers evidently enjoy their work. That is shown by the increased tenure and the fact that they seem to make every possible effort to remain in the profession. Cognizances must be taken of the unfair and unbalanced burden teachers must carry under the present conditions. Some have materials to work with, others have not; some have all the grades, others have only one or two; some do the cleaning up, while others find everything spick-and-span; and salaries do not take these things into consideration.

Only three districts offer four years of high school work. Six districts offer as much as two years beyond the grades, but they are so small that the enrollment is limited. A fairly large school with a varied and interesting curriculum and taught by a satisfactorily paid teaching force, will help solve the problem. At least five such schools in addition to those already established should be in the county. As it is there are 831 adolescents not in school.

District boundary lines should be more flexible especially in the sense that a pupil may attend the school nearest his home. The boundaries today are too rigid and much of a hindrance to progress. The schools in each of these little "corrals" are domineered by school boards who boast of local conditions and new needs. Hettinger County is greatly in need of a rearrangement of the school district boundary lines.

It costs the county more than $4,000 a year to let the eighty-six pupils who did not finish the eighth grade take the work over again. A little cooperation on the part of the parents in sending the boys and girls to school, and more and better teaching supplies and books would not be out of order here.

A rather deceitful devise was invented with the development and use of the so-called non-member item to hide the excessive absences and to bring the percentage of attendance to a respectable figure. There were only a few more

than 1,600 pupils absent during the 1933-34 school year, forgetting all about the other 3,700 who were similarly not in school, but who were listed as non-members. Every school day of 1933, 380 pupils missed school!

School boards domineering the schools of the small district are not only expensive but a hindrance to progress. There is no excuse for their exsistance except that they are a remnant of the ox-cart days. They are superfluous in the modern automobile-community. Hettinger County has more than twice as many school boards members as schools. They spent almost $5,000 in 1930 for their own expenditures. This is more than forty-two dollars for every teacher in the county and $153 for every school within its limits. Furthermore, it takes twice as much money for school board expenditures in some districts as in others, compared with the business done.

The analysis of the current expenditures as presented in this thesis gave evidence to the effect that the most economical and the most efficient school can be secured only through consolidation, not only of schools but of districts as well. The expenditures for maintenance, fixed charges, fuel, books, and teaching supplies indicate that the larger the operating unit, the smaller the cost per pupil. It is not to be expected nor is it fair to think that a reorganization and larger and better schools could be maintained at

the same expenditures as the exsisting rural schools. They would naturally cost more; but the advantages would be correspondingly greater as well. Teachers' salary, janitor service, and various other expenditures have decreased from 1927 to 1933, except school board wages and expenses. That item has increased during those years. If better work is to be expedted, it is necessary to spend more money for teaching supplies and books. Less than fifty cents per child, as it is now, certainly can not be very effective.

Thus the survey of the expenditures of schools compared the instructional with the non-instructional service and found the latter higher than the former. In the analysis of the teacher-pupil situation it is necessary to point out advantages and disadvantages. The former were found in the consolidated, the latter in the rural schools. Democracy demands equal opportunities.

The organization of the entire county as one administrative unit for all schools would have many advantages. It would tend to equalize the taxes; it would eliminate the school boards. A county superintendent is to be appointed by an elected county board of education. This would make him free from one of the greatest hindrances to educational progress -- politics. The functioning of this plan would be similar to that of a city school organization.

The small one-room schools might be closed as is convenient and feasible. Larger schools would provide better

equipment, more adequate library facilities, and enriched curriculums. More and better supervision would naturally be possible because of the more frequent visitation by the county superintendent. Better trained teachers would offer their services becasue of the more reasonable salary and tenure that usually go with consolidated schools.

Perhaps ten such schools each well located in the center of a population group, with a flexible district boundary line for clerical purposes would serve Hettinger County as satisfactorily as any set up. Each of these school-communities could have its own Parent Teacher Association and other clubs of various kinds.

A county nurse and demonstration teachers could serve several such reorganized counties and still visit each school more often than three or four such officers in each county under the present system.

Enticed by a satisfactory wage and reasonable tenure, the best trained teachers would weave themselves into the rural life and through constructive leadership seek to improve the intellectual, social and civic life in the community.

This organization of large school communities and the county unit of school administration would facilitate the purchasing of materials and supplies. For this purpose a county purchasing agent is recommended. All supplies might be purchased and distributed through that office. This would result in a standard procedure, planning of a budget,

centralized control and the keeping of a permanent system of accounting for the county. Under that plan a great saving could be made.