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A Financial and Educational Survey of the School Districts of Ward County, North Dakota

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A FINANCIAL AND EDUCATIONAL SURVEY OF THE SCHOOL DISTRICTS OF WARD COUNTY, NORTH DAKOTA

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This thesis, presented by R. O. Bostrom in 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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CHAPTER 1

INTRODUCTION

The public has been forced by economic circumstances to be receptive to proposals for changes in the organization of the schools of North Dakota to effect economies and still maintain the standards which have been accepted in the past. It is not fully aware of the inequalities in educational oportunity. These inequalities have existed in North Dakota counties since the school districts were organized. Only when districts which had previously found themselves able to maintain schools at a standard demanded by the parents, saw themselves without these standards, did the public awake to the need for reorganizing the system of school revenue. It is not cognizant of the implications of William Green's statement.

> Education, Labor realizes, is a big lifting force. Lack of education brings poverty. Poverty holds people in the clutches of ignorance. We are anxious to have the tools and materials with which to construct out pathways to better things. The public school system provides our first opportunity. To these public schools we send out children, hoping they will acquire their information and personal habits that will enable them to get on in living and working.[1]

Continued crop failures, low prices for the products raised on the farm, continued delinquency in tax payments, and the lowered assessed valuation has jeopardized the support of the public schools. Some districts have little taxable wealth in comparison with others. The child is the one that suffers. The most meagre educational opportunities are the best that can be provided in a district with little wealth. The child, denied

[1]From an address by William Green, President, American Federation of Labor.

Previous county surveys in North Dakota have shown inequalities in both the abilities and efforts of school districts to support education. It is the purpose of this study to make a financial and educational survey of the school districts in Ward County to ascertain the prevalance of these inequalities and to make suggestions correcting them. The problem involves a study of the present school organization, the ability of the school districts to finance the program of education necessary to maintain or establish equal opportunity for all children, the effort put forth by the school districts to provide for equal opportunity and the transportation facilities in relation to efficient administration of the schools.

A study of the school organization involves the enrollment and enumeration over a period of years to show the trend in school population. The efficiency of a school is influenced by the pupil-teacher ratio, the salary, the experience, and training of the teachers, the library facilities, and the program of co-curricular activities.

The problem of the ability of the school districts to finance an adequate program of education is determined largely by the valuation of the taxable property, the size of the school districts, and the concentration of school population. The valuation and the enrollment in the schools are constantly changing factors but, up tothe present time, the size of the school districts has remained almost constant. Many school districts have reached their limits of indebtedness; other more fortunate districts are ona cash basis. These factors affect the present efficiency of the schools and determines

to a large extent the program that these schools build for the future.

The effort of the school districts to support education is measured by the relation of the wealth per pupil to the expenditures per pupil. The tax rate in mills shows the extent of the effort shown by the districts. Current indebtedness in the form of certificates of indebtedness and registered warrants is an indication of the effort put forth. The bonded indebtedness shows what attention is given to the improvement of the physical plant as well as the part of the current indebtedness that is transferred to the bonded debt in the form of refunding bonds.

A study of the roads in the county provides a basis for recommending the size and shape of the districts since transportation of pupils is an obligation of the districts. The distances between schools as well as the costs of the different types of transportation, affects the plan of transportation. Concentration of population has a relation to the transportation problem.

Limitations

This study is limited to Ward County, excluding the eight townships in the northwest part of the county, known as the "gooseneck". These eight townships form a natural unit with sections of Burke and Renville counties. The conclusions and implications may apply to other counties in northwest North Dakota but they are not to be taken as necessarily applicable to other regions. The data for the school year 1935-36 is used more than for the other two years covered by the survey

since it is the first full year of the application of the state equalization fund to the revenue of the schools. The change in the tuition law changed the maximum tax rate for the rural district between the 1934-35 and 1935-36 school years so that more weight is given to the facts as presented for the 1935-36 school year.

Source of Data

The annual reports of the county superintendent of Ward County for the years, 1933-34, 1934-35, and 1935-36, were the main source of data for this study. Other records in the county superintendent's office were used. Information regarding assessed valuation of public utilities, tax delinquencies and non-taxable land, were secured from the county auditor's and county treasurer's offices. The 1930 and 1920 Census Reports of the United States Bureau of Census was the source of information for the study of the population and occupations of Ward County.

CHAPTER 2

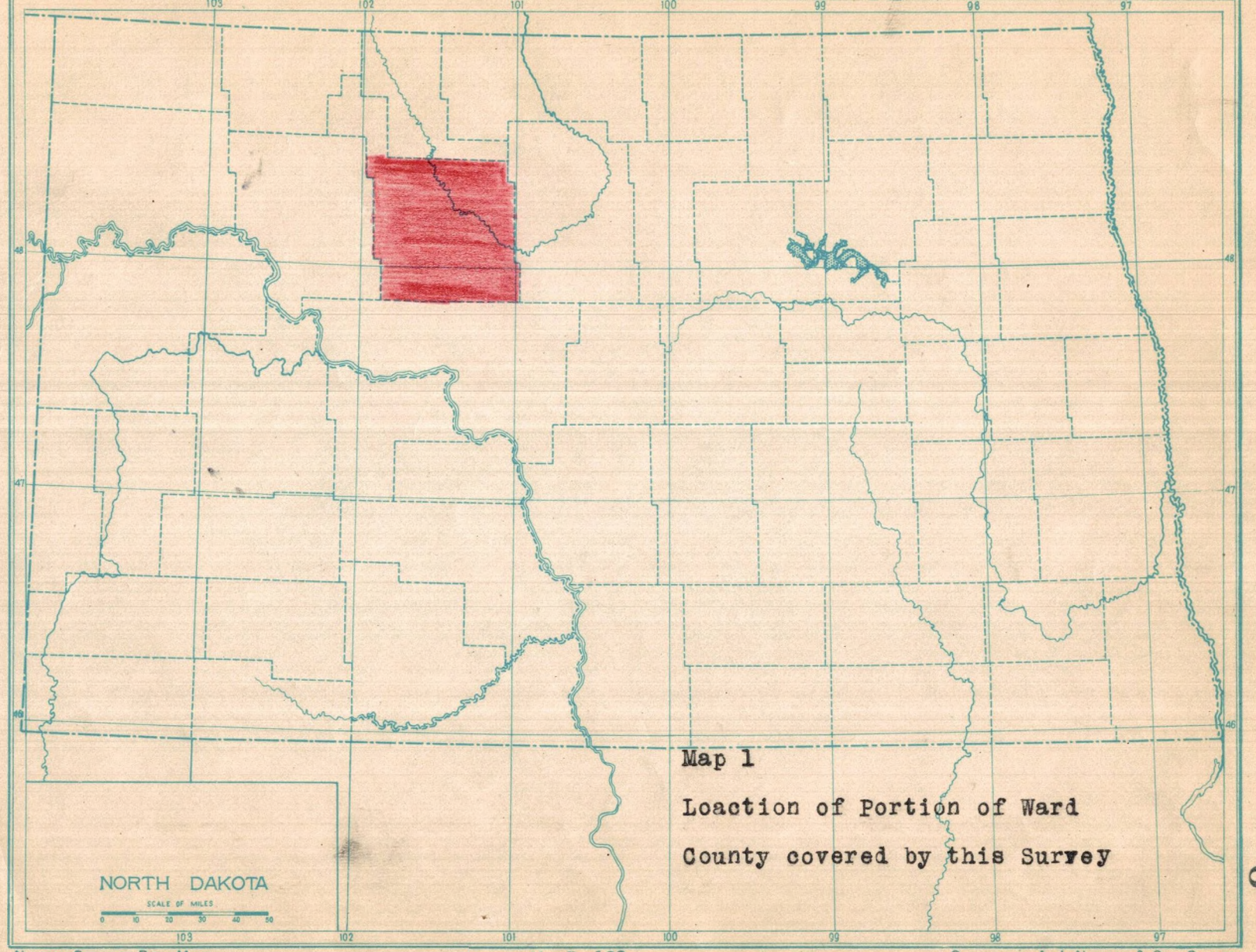
DESCRIPTION OF WARD COUNTY

Ward County is located west of north central North Dakota (Map 1). It is bounded on the north by Renville and Burke counties, on the east by McHenry County, on the south by McLean County, and on the west by Burke, Mountrail, and McLean counties. In area Ward County ranks sixth in the state.

Originally Ward County embraced a large section of the northwestern part of North Dakota with Minot as the county seat, but in a series of elections the size was reduced to fifty-seven townships with seven townships in the northwest section of the county forming the area which is popularly known as the "gooseneck." This "gooseneck" at two points is only one township wide and lies between Burke and Renville counties.

The northeastern part of the county, comprising approximately eight townships was originally in the bottom of Lake Souris[1] with Minot on the western edge. This section is a nearly level prairie with an approximate altitude of 1,600 feet. To the west and south of Minot is the steep slope of the western edge of the glacial lake. The Mouse River flows from northwest to southeast through the county and forms a

[1]Willard, D. E., The Story of the Prairies, p. 333-334.



Map 1

Loaction of Portion of Ward

County covered by this Survey

NYSTROM SERIES OF DESK MAPS No. D 133

fertile valley fully a mile wide through most of Ward County. Many tributaries to the Mouse River have cut deep grooves in the landscape of the western slope of the river. Four miles west of Minot is the junction of the Mouse and Des Lacs rivers. The Des Lacs River valley closely resembles the Mouse River valley. West of this valley is a high prairie rising to an altitude of 2,100 feet on the western boundary of the county. South of Minot is a gentle rolling prairie extending to the Coteau du Missouri, a range of hills, forming a rough morainic topography traversing across the county over seven townships from northwest to southeast. To the southwest of this moraine lies a rolling prairie dotted with small lakes and distinguished by rounded hills.

The Population of Ward County

Unlike the typical North Dakota county Ward County has a lower ratio of rural to urban population (Table 1). In 1920 for North Dakota the ratio of rural to urban population was 6.42 to 1, while for Ward County it was 1.75 to 1. By 1930 the ratio for the state had been reduced to 5.09 to 1, while in Ward County it had been reduced to 1.08 to 1. By 1930 there were approximately as many people living in the city of Minot as lived in the rural town and farm sections. A similar situation does not exist in any other northwest county.

Table 1

Distribution of the Urban and Rural Population in Ward County 1920 and 1930[a]

Area	Year	Urban	Rural	Ratio of Rural to Urban Population
North Dakota	1920	88,239	558,633	6.42 to 1
	1930	113,306	567,539	5.09 to 1
Ward County	1920	10,476	18,335	1.75 to 1
	1930	16,099	17,498	1.08 to 1

[a]Fifteenth Census, United States Bureau of Census, 1930.

It may be noted that with Minot having a population equal to that of the remainder of the county, a study of the Minot Special School District should be considered with care and due emphasis given to the results.

Persons born in Norway comprise the largest foreign born population in Ward County. Out of a total of 4,171 foreign-born as listed in the 1930 census, Norway furnished 1,576. Germany followed with 407 foreign-born. Canada, Russia, Sweden, Denmark, and Great Britain follow in close order (Table 2).

The foreign-born population of Ward County have shown no marked tendency to settle in colonies and thus present the problem of assimilation into the American community life. The Russians have settled in colonies in southern Ward County, but close proximity of other groups has alleviated the problem of a lack of interest in the American system of public education.

Table 2

Distribution of the Foreign Born and Foreign or Mixed Parentage Population in Ward County in 1930[a]

Country of Origin	Number of Foreign Born	Number Having Foreign Born or Mixed Parentage
Great Britain	198	965
Norway	1,576	5,089
Sweden	374	1,168
Denmark	287	782
Netherlands	27	94
Switzerland	5	52
France	13	85
Germany	407	2,134
Poland	78	149
Czechoslovakia	54	124
Austria	52	133
Hungary	3	13
Russia	382	881
Finland	10	17
Rumania	23	72
French Canadian	38	161
Canada	491	1,055
Iceland	1	14
All others	152	193
Total	4,171	13,181

[a]Fifteenth Census, United States Bureau of Census, 1930.

From Table 2 it may be noted that the population with foreign or mixed parentage carries out approximately the same ratio with the number of foreign born from the same countries.

Like other counties in the state agriculture ranks first in the number employed in gainful occupations. Table 3 shows the number of persons employed in the various occupations with the percentage that each occupation represents

of the total gainfully employed. The fact that the rural and urban population of Ward County in 1930 (Table 1) were almost the same, accounts for only 4,363 out of 12,926 gainfully employed being engaged in agriculture. This represents about one-third of the employed population. Wholesale and retail trade ranks second with 12.48 per cent. The professions and the railroads constituted the next two large groups of gainfully employed, namely, 1,093 and 979 for a percentage of 8.55 and 7.62 respectively. Mining, which is an ever increasing factor in the wealth of Ward County, contributed 165 or 1.26 per cent to the gainfully employed in 1930. Several enlarged mining enterprises since 1930 have increased this number. Too, this number does not include those gainfully employed in agriculture for part of the year who mine coal during the winter months. Farmers who are stationed at the Burlington Resettlement Project and who mine coal cooperatively for sale would not be included in such a tabulation. Manufacturing plays a relatively small part in the number employed with 4.82 per cent working in this field. However, the variety of manufacturing industries is greater than the average for the state and the county lead northwest North Dakota far out in front in the types of manufacturing occupations engaged in. In the tabulations of the Fifteenth Census Ward County is represented in each type of manufacturing occupation which is listed for the

Table 3

Distribution of Persons Engaged in Gainful Occupations

In Ward County in 1930[a]

Occupation	Number	Per Cent
Agriculture	4,363	33.74
Forestry and fishing	3	.02
Mining	165	1.26
Building	605	4.66
Chemical and allied industries	66	.50
Clothing industries	35	.26
Bakeries	66	.50
Slaughter and packing houses	5	.03
Other foods and allied industries	154	1.18
Automobile factories and repair shops	117	.90
Iron and steel industries-	170	1.31
Paper and printing	65	.50
Textile	5	.04
Independent hand trades	88	.67
Other manufacturing industries	181	1.40
Construction and maintenance of streets	110	.84
Garages	208	1.71
Postal service	104	.80
Steam and street railroads	979	7.62
Telephone and telegraph	126	.98
Other transportation and communications	167	1.25
Banking and brokerage	131	1.01
Insurance and real estate	139	1.07
Auto agencies and filling stations	182	1.40
Wholesale and retail trades	1,615	12.48
Other trade agencies	128	1.00
Public Service	165	1.26
Recreation and amusements	126	.98
Other professions and semi-professional	1,093	8.55
Hotels, restaurants, and boarding houses	527	4.07
Laundries and cleaning shops	98	.76
Other domestic and personal services	578	4.46
Industries not specified	362	2.80

Table 3 (Cont.)

Distribution of Persons Engaged in Gainful Occupations In Ward County in 1930[a]

Occupation	Number	Per Cent
Total gainfully employed	12,926	100.00
Population of Ward County, 1930	33,597	
Percentage of population gainfully employed		38.4

[a]Fifteenth Census, United States Bureau of Census, 1930. state of North Dakota (Table 3).

Of the total population of 33,597 in Ward County in 1930, 12,926 were gainfully employed or 38.4 per cent.

In literacy Ward County compares favorably with other counties in the state. In 1920 Ward County had 1.5 per cent of its population illiterate compared to a 2.1 per cent illiteracy for the whole state as shown in Table 4. The record is even better in 1930 with only .7 per cnet of the county population illerate, while North Dakota reduced its illiteracy to 1.5 per cent. The progress made in Ward County from 1920 to 1930 in stamping out illiteracy is greater than for the state as a whole.

Industries in Ward County

North Dakota is an agricultural state but Ward County is fortunate in its possibilities for industrial expansion along lines other than agricultural. The county has always

Table 4

Comparison of Illiteracy in North Dakota and Ward County in 1920 and 1930[a]

Region	Percentage of Illiteracy in 1930	Percentage of Illiteracy in 1920
North Dakota	1.5%	2.1%
Ward County	.7%	1.5%

[a]Fifteenth Census, United States Bureau of Census, 1930.

had agriculture as its main industry and now has a third of its gainfully employed population in its ranks (Table 3).

With a land area of 1,314,560 acres, Ward County has 88.2 per cent of its land in farms compared to the state average of 87.1 per cent as seen in Table 5. The average size of a Ward County farm is 416.6 acres, considerably less than the state average. The value of the farm land as computed by the United States Bureau of Census is considerably less than the state average and is about one-half the value per acre of Cass County farm land which has the highest average in the state. For farming the type of land in Ward County varies from a light soil in the eastern section which with ample rainfall produces good yields of small grain to the heavier soil of the Mouse River and Des Lacs River valleys. The soil in the southern part of the county is the deposits left from the melting glaciers and for years was considered fit only for grazing purposes.

Table 5

Comparison of Farm Acreage, Value, and Land Area in Ward County in 1930 and 1935[a]

Region	Land Area	Proportion in Farms	Average Size of Farms	Average Value Per Farm	Average Value Per Acre
		April 1, 1930			
North Dakota	44,917,120		495.8	$12,199.00	$24.61
Ward County	1,314,560		434.5	10,179.00	23.43
Cass County	1,128,320		409.5	17,767.00	43.39
Billings County	747,520		872.0	7,808.00	8.95
		January 1, 1935			
North Dakota	44,917,120	87.1%	462.4	8,358.00	18.08
Ward County	1,314,560	88.2	416.6	7,463.00	17.91
Cass County	1,128,320	95.6	408.7	14,016.00	34.29
Billings County	747,520	74.5	933.1	6,519	6.99

[a]Data from North Dakota Statistics by Counties on Farms, Farm Acreage and Value, and Selected Livestock and Crops, United States Bureau of the Census (1936).

It constitutes about one-half of Ward County. There are no streams in this region for possible irrigation purposes, but numerous glacial lakes and hay sloughs dot the land.

In spring wheat production Ward County ranked tenth in the state in 1930 with 1,511,647 bushels harvested.[2] Of 13,789 acres seeded to corn in 1930, 12,787 acres were fodder corn. Ward County ranked tenth in tons of prairie hay cut.

[2]Compiled Agricultural Statistics of North Dakota for the period ending June 30, 1932, Department of Agriculture and Labor, State of North Dakota, p. 1-32.

In small grains, millet, seed clover, and potatoes the county did not compare favorably with the rest of the state in 1930. However, in pounds of cream marketed, Ward County ranked first in the state with 2,510,140 pounds and was fourth in value of dairy products sold.

With Minot the third city in the state in population[3] it is to be expected that some manufacturing would be center-in Ward County, since the county seat serves such a wide area. In 1931 the county ranked fourth in butter manufacturing with 4,342,934 pounds of butter, second in ice cream manufacturing with 137,378 gallons of ice cream, and second in flour manufacturing with 165,000 barrels of flour.[4] Coal mining has been engaged in extensively for many years. A large strip mine has gone into operation in recent years in southeastern Ward County which has created an interesting situation in regard to the valuation of property for school taxing purposes and the enrollment in the rural schools of that township. Mining is extensively undertaken in the Burlington area. Two lignite processing corporations are manufacturing by-products from lignite in the Minot area. Officials of the companies predict an increasing demand for

[3]Fifteenth Census, United States Bureau of Census, 1930.

[4]Department of Agriculture and Labor, State of North Dakota, op. cit., p. 68-69.

their products in all parts of the country.[5] Ward County in 1931 ranked second in the tons of lignite mined with 342,341 tons and is far out in the lead in this respect with Mercer County, which ranks first with 428,265 tons.[6] A cooperative mine is just opened in the Burlington Resettlement Project.

The Communities of Ward County

The main line of the Great Northern Railroad crosses the county from east to west. Towns on this road are Surrey, Minot, Des Lacs, Lone Tree, and Berthold. A branch of the Great Northern cuts through one township in the northeast section of the county with one community, Walseth, in this county. The main line of the Soo Railroad crosses the county from the southeast to the northwest following the Mouse River and Des Lacs River Valleys. Towns on this road are Sawyer, Logan, Minot, Burlington, Foxholm, Carpio, Donnybrook, Kenmare, and Baden. A branch of the Soo line out of Max in McLean County runs through Douglas, Ryder, and Makoti in southwestern Ward County. A branch of the Great Northern Railroad out of Berthold parallels the main line of the Soo Railroad through Hartland, Aurelia, Kenaston, and Niobe. Kenmare is the Junction for the "Wheat Line" of the Soo Railroad running through six sections in two townships of the county. The Drake-Bismarck branch of the Soo Railroad

[5]News article, Minot Daily News (July 3, 1937) p. 9.
[6]Department of Agriculture and Labor, State of North Dakota, op. cit., p. 72.

enters the county in the extreme southeastern corner and cuts south out of the county two miles west from the point the road enters the county. Southwest of Minot a number of communities not served by railroads have been abandoned within recent years. One community, as described, remains and is located twelve miles south of Minot at the junction of highways numbers 83 and 20.

Summary of Chapter 2

Ward County has some of the most varied topography in the state of North Dakota.

Unlike most counties in the state, Ward County has a much higher percentage of urban population with almost as many persons living in the city of Minot as in the rest of the county.

The foreign-born population of the county is well-scattered and generally does not show a tendency to settle in colonies.

Agriculture is the main occupation of the county and places all gainfully employed persons under its influence.

The value of Ward County farm land is almost at the average for the state and has decreased in value from 1930 to 1935 at approximately the same rate as the state average.

Ward County with an illiteracy of only .7 per cent in 1930 ranks far more favorably than the state average.

Manufacturing promises to become a more important factor in Ward County's economic progress, now showing high rank in several industries in the state.

The railroads serve twenty communities in Ward County.

CHAPTER 3

THE PRESENT SCHOOL ORGANIZATION

In the form[1] provided by the State Department of Public Instruction for the county superintendent's report on the condition of the schools in the county, three types of schools are listed: one-room schools located in towns and open country, graded schools located in open country, and graded schools located in towns. The form now in use was introduced in 1932, and to conform with this report blank the above classification will be used. Some of the previous surveys have divided the graded schools into classified high schools and graded and consolidated schools. In Ward County there are nine classified high schools, two in the "goose-neck" section of Ward County, which is not covered in this survey. The graded schools in the towns have practically the same program of studies as the classified high schools. They are similar except in name and thus are included in the one type; namely, graded schools located in towns. In Table 6 four types of districts are listed; districts maintaining only one-room rural schools, districts maintaining open country consolidated schools; districts maintaining town consolidated schools; and the Minot special school district. In the annual report of the county

[1] Annual Report of the County Superintendent Showing the Condition of the Public Schools in _____ County, State of North Dakota, 1932 and subsequent years.

superintendent of schools, Minot special school district is listed under the graded schools located in towns, but for the purpose of comparing the abilities, adequacy, and efforts of rural schools with urban schools, Minot is placed in a separate grouping. A previous survey[2] of Burleigh County treats the Bismarck school district in a similar manner. Like classification in this survey will facilitate comparisons of the urban school districts of the state.

There are thirty-nine school districts which maintain only one-room rural schools (Table 6) (Map 2). All these districts have their schools located in the open country except Bell school district 10. One of the two one-room schools in this district is located in the village of Logan. Close proximity to Minot has caused a decline in the school population to the extent that only a one-room school in Logan is feasible. Lignite school district 94 is one of the most interesting of the rural districts. A large coal mining corporation has developed this township and the increase in population in the last few years has required the erection of two one-room schools side by side at the open mine. These two schools while adjacent to each other maintain their own one-room rural school organization and

[2]Van Wyck, A. C., Educational Survey of Burleigh County, North Dakota, with Special Reference to Inequalities in Program of Work, Ability, and Effort (Unpublished Master's thesis, University of North Dakota Library, 1937).

Table 6

The School Districts of That Part of Ward County Studied in This Survey With Number of Schools in Each District and Length of Term, 1935-1936[a]

District Number	Name of District	Number of Schools in District 1935-1936	Length of School Term, 1935-1936 in months
	Districts maintaining only one-room schools		
2	Harrison	1[b]	9
3	Evergreen	2	8
4	Nedrose	2	9
10	Bell	2	9
17	Saint Mary	4	9
19	Eureka	4	7- 9[c]
21	Mayland	2	8
26[d]	Stammen	2	9
36	McKinley	3	8
42	Grassland	2	9
53	Sunnyslope	4	8
58	Roosevelt	4	9
62	Tatman	3	8
64	Willis	4	8
67	Waterford	4	9
70	Freedom	3	8
73	Viola	4	9
79	Iota Flat	3	8
85	Centerville	2	8
92	Hiddenwood	3	8
94	Lignite	5	8
102	Torning	4	8
105	Mandan	2	8
106	Vang	4	8
109	Passport	2	9
111	Lund	3	8
120	Anna	2	8
122	Darrow	3	8
123	Cleven	3	8
127	Frost	3	9
129	Rolling Green	3	8
130	Tolgen	3	7
131	Rice Lake	2	8
144	Maryland	3	8

Table 6 (Cont.)

District Number	Name of District	Number of Schools in District 1935-1936	Length of School Term, 1935-1936 in Months
149	Hilton	3	8
150	Linton	3	8
151	Harmony	3	8
152	Shealey	3	8
157	Cameron	2	8
	Districts maintaining open country graded schools		
128	Burt	1	8
	Districts maintaining town graded schools		
7	Burlington	2	9
16	Pleasant (Sawyer)	1	9
38	Des Lacs	1	9
41	Surrey	1	9
54	Berthold	1	9
63	Margaret (Walseth)	2	9
80	Hartland special	2	9
95	Douglas special	2	9
138	Ryder special	1	9
153	Orlien (Makoti)	1	9
154	Lone Tree special	1	9
155	Foxholm	1	8½
156	Carpio special	1	9
	Minot special school district		
1	Minot special	8	9

[a]Annual Report of the County Superintendent, Ward County, North Dakota, (1935-1936).

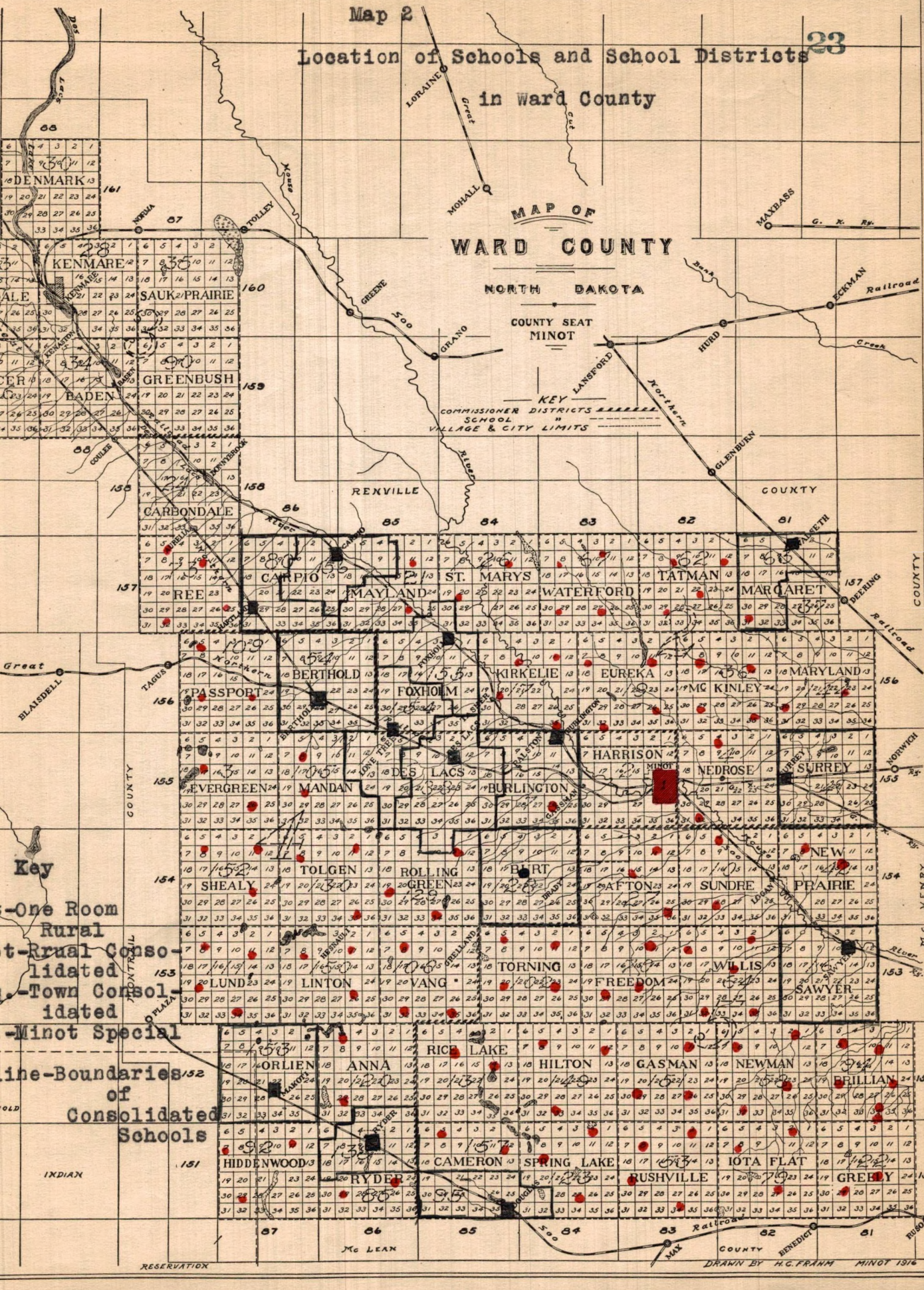
[b]Technically, no school in the district, but a tutor is paid by the school district to teach two pupils in their own home.

[c]One school had a term of less than seven months. The other three schools had full nine months terms.

[d]Stammen District Number 26 dissolved its consolidated status and opened two rural schools in 1935-1936.

Map 2

Location of Schools and School Districts in Ward County



DRAWN BY H.C. FRAHM MINOT 1916

program of studies. This school district has the largest enrollment of any rural district in the county and has the greatest number of schools. Cameron school district 157 was organized by withdrawing from school district 95, which formed itself into Douglas special school district 95. This is the last school district division in the county. Cameron school district was formerly a part of a consolidated school district. Stammen school district 26 up to 1935-1936 school year was an open country consolidated school but two rural one-room schools replaced the consolidated school. Thus it is indicated that the trend is still away from consolidations in Ward County.

This is borne out by the fact that there is only one consolidated rural graded school in the entire county. Burt school district 128 located southwest of Minot bears this distinction. It does not offer any high school work.

Of the thirteen graded schools in towns and villages covered in this survey, Surrey, Berthold, Douglas, Ryder, Orlien (Makoti), and Carpio are classified high schools. Burlington district 7, Margaret (Walseth) district 63, and Douglas special district 95 each maintain one rural one-room school to take care of pupils in areas that are considered inaccessible because of unsatisfactory transportation.

During the years 1932 to 1936 the number of one-room

rural schools in operation has remained almost constant while the enrollment has materially decreased (Table 7). A peculiar situation is shown in respect to the number of pupils and number of schools in school district 106. In 1933 there were two rural schools while this was increased to four by 1936. At the same time the enrollment had decreased from 45 to 33. School district 26 which was consolidated in 1933 accounts for an increase of two in the one-room rural schools. Districts 19, 67, 73, 102, 122, besides 106, increased the number of rural schools by one each. Those districts eliminating one rural school during this four year period were numbers 70, 92, 105, 109, 111, 120, 129, and 149. In the case of Hilton school district 149, the number of rural one-room schools was reduced by one while the enrollment made a net gain of two. A number of the districts showed a distinct loss in enrollment with no change in the number of rural schools of one-room.

Enumeration and Enrollment

By the school census law of North Dakota the clerk of the school board in each of the common school districts is required to take a census of the individuals residing in the school district between the ages of five and twenty-one. This is termed the enumeration. Table 8 shows the enumeration beginning in 1927. This year is taken since it

Table 7

Comparison of the Number of One-Room Schools in Operation and the Enrollment in 1932-1933 and 1935-1936[a]

District Number	Number of Schools		Enrollment		Enrollment per School		
	1932-33	1935-36	1932-33	1935-36	1932-33	1935-36	
2	1	1	10	2	10	2	-8
3	2	2	22	21	11	11	
4	2	2	23	25	12	13	+1
10	2	2	66	51	33	26	-7
17	4	4	42	45	11	11	
19	3	4	26	31	7	8	+1
21	2	2	27	18	14	9	-5
26	0	2	52	57	--	28	
36	3	3	50	31	17	10	-7
42	2	2	17	22	9	11	-2
53	4	4	68	59	17	15	-2
58	4	4	59	63	15	16	+1
62	3	3	22	31	7	10	+3
64	4	4	44	43	11	11	
67	3	4	52	37	13	9	-4
70	4	3	52	32	13	11	-2
73	3	4	34	32	11	8	-3
79	3	3	39	38	13	13	
85	2	2	41	34	21	17	-4
92	4	3	42	22	11	7	-4
94	5	5	99	105	20	21	+1
102	3	4	28	32	9	8	+1
105	3	2	19	20	6	10	+4
106	2	4	45	33	22	8	-14
109	3	2	31	25	10	13	+3
111	4	3	31	18	8	6	-2
120	3	2	22	12	7	6	-1
122	2	3	32	35	16	12	-4
123	3	3	41	26	14	9	-5
127	3	3	45	39	15	13	-2
129	4	3	27	23	7	8	+1
130	3	3	21	20	7	7	
131	2	2	26	20	13	10	-3
144	3	3	31	33	10	11	+1
149	4	3	45	47	11	16	+5
150	3	3	42	34	14	11	-3
151	3	3	54	37	18	12	-6
152	3	3	38	51	13	17	+4
157	2	2	22	22	11	11	
Total net change							-51

[a]Annual Reports of the County Superintendent, Ward County, North Dakota (1932-1933 and 1935-1936).

includes the time when fair crops were harvested in Ward County. It will be noted that in 1927 the total enumeration for rural districts maintaining only one-room schools was 2,903. The 1929 school census indicated a slight increase but the next three census periods showed a gradual decline until a low of 2,438 was reached in 1935. The one district maintaining an open country graded school showed a slight decrease from one census to the next. The same is true in the town graded schools, although the decrease was not as marked as in the rural districts. Minot special school district showed a substantial gain in enumeration for each period with the least increase between the census of 1931 and that of 1933. The decrease in enumeration in Harrison school district number 2 is not as marked since this school district adjoins the city of Minot and a number of small truck garden farms have sprung up in the eastern edge of the school district. Lignite school district 94, since it contained the large lignite strip mine employing a number of families full time, had an increasing enumeration. A few other rural districts showed small gains but most of the districts showed relatively large losses from census to census. The greatest loss in enumeration was shown by Nedrose school district 4 which had an enumeration of 213 in 1929 dropping to 53 in 1935. Nedrose school district adjoins the city of Minot on the east. The 1937 school census

Table 8

Enumeration in School Districts in Ward County

1927, 1929, 1931, 1933, and 1935[a]

District Number	Name	1927	1929	1931	1933	1935
	Districts maintaining only one-room schools					
2.	Harrison	102	143	210	168	159
3	Evergreen	19	14	19	25	27
4	Nedrose	207	213	75	61	53
10	Bell	85	119	100	83	81
17	St. Mary's	86	81	91	84	82
19	Eureka	91	91	72	74	64
21	Mayland	46	45	56	43	44
26	Stammen	78	74	68	79	84
36	McKinley	90	96	86	86	66
42	Grassland	55	58	45	41	51
53	Sunnyslope	105	109	100	110	111
58	Roosevelt	107	104	83	92	93
62	Tatman	45	52	49	43	39
64	Willis	85	71	77	74	70
67	Waterford	83	76	74	65	69
70	Freedom	122	70	71	73	55
73	Viola	97	86	82	70	70
79	Iota Flat	50	93	76	68	70
85	Centerville	54	59	65	57	54
92	Hiddenwood	112	96	87	73	56
94	Lignite	104	101	106	126	139
102	Torning	96	102	88	49	45
105	Mandan	46	36	30	30	36
106	Vang	48	34	50	60	57
109	Passport	45	60	62	54	42
111	Lund	72	63	57	42	40
120	Anna	54	55	52	48	43
122	Darrow	49	46	43	51	58
123	Cleven	61	64	69	72	58
127	Frost	75	73	82	72	59
129	Rolling Green	73	80	63	49	42
130	Tolgen	43	36	36	32	31
131	Rice Lake	50	50	60	55	43
144	Maryland	76	66	57	60	53
149	Hilton	72	85	95	77	81
150	Linton	60	61	62	61	54
151	Harmony	62	60	66	77	75
152	Shealey	47	52	58	64	54
157	Cameron	51	41	33	37	30
Total		2,903	2,915	2,755	2,585	2,438

Table 8 (Cont.)

District Number	Name	1927	1929	1931	1933	1935
	Districts maintaining open country graded schools					
128	Burt	82	84	72	76	73
	Districts maintaining town graded schools					
7	Burlington	109	84	107	156	163
16	Pleasant	107	115	118	115	139
38	Des Lacs	129	126	129	113	123
41	Surrey	185	175	158	154	140
54	Berthold	312	309	292	240	229
63	Margaret	52	53	64	59	61
80	Hartland	78	79	87	87	92
95	Douglas	167	167	139	139	109
138	Ryder	198	181	195	177	182
153	Orlien	172	191	196	174	163
154	Lone Tree	85	78	85	82	84
155	Foxholm	96	99	97	90	95
156	Carpio	173	177	169	174	154
	Total	1,853	1,834	1,836	1,760	1,734
	Minot special school district					
1	Minot	3,483	3,826	4,241	4,360	4,570

[a]Annual Reports of the County Superintendent, Ward County, North Dakota (1926-1927 to 1935-1936 inclusive).

in Stammen school district 26 is interesting to note since a large part of this township was purchased by the federal government when it created a water conservation project on the upper Mouse River.

Of the town school districts, excluding Minot, Burlington 7 is the only district to show an appreciable gain in enumeration. This may be due to the employment in coal mines adjacent to Burlington and to the development of the Burlington

Resettlement Project under which about forty farm families are being rehabilitated on small tracts of land adjoining Burlington on the north. From a low of eighty-four enumerated in the 1929 year, the census climbed to 163 in 1935. Pleasant district 16 in which the village of Sawyer is located is located also showed a material gain from 107 in 1927 to 139 in 1935. Sawyer like Burlington is located in the Mouse River valley and farmers driven from the drouth-stricken highlands have taken up small tracts in the valley. All the other town districts have shown a loss or no appreciable gain.

Minot special district 1 has shown steady growth in enumeration for each two year period. The greatest gain was from 1929 to 1931 when it increased its enumeration from 3,826 to 4,241. This is consistent with the steady growth of urban centers in North Dakota and indicates a trend that may continue with present farm conditions in western North Dakota.

In comparing the enrollment and the enumeration of pupils an indication is given of the percentage of people of school age who are availing themselves of opportunities for an education. This comparison is not infallible, however, since in the rural districts of Ward County there are no high schools offering high school work and these young people from the rural districts going on to high school are counted as pupils enrolled in the town graded schools maintaining high schools. Table 9 shows the relation of the enumeration

Table 9

Comparison of Enrollment and Enumeration in School Districts in Ward County, 1935-1936[a]

District Number	Number Children Enumerated	Number Children Enrolled	Relation of Enumeration Enrollment
	Districts maintaining only one-room rural school		
2	159	2	1%
3	27	21	77%
4	53	25	47%
10	81	51	63%
17	82	45	55%
19	64	31	48%
21	44	18	41%
26	84	57	68%
36	66	31	47%
42	51	22	43%
53	111	59	53%
58	93	63	67%
62	39	31	79%
64	70	43	61%
67	69	37	53%
70	55	32	58%
73	70	32	46%
79	70	38	54%
85	54	34	63%
92	56	22	39%
94	139	105	76%
102	45	32	71%
105	36	20	55%
106	57	33	58%
109	42	25	59%
111	40	18	45%
120	43	12	28%
122	58	35	60%
123	58	26	45%
127	59	39	66%
129	42	23	55%
130	31	20	64%
131	43	20	46%
144	53	33	62%
149	81	47	58%
150	54	34	62%
151	75	37	49%
152	30	22	73%
157	54	51	94%
Average	57	34	60%
	District maintaining open country graded schools		
128	73	49	67%

Table 9 (Cont.)

District Number	Number Children Enumerated	Number Children Enrolled	Relation of Enumeration Enrollment
	Districts maintaining town graded schools only		
7	163	148	91%
16	139	128	92%
38	123	100	81%
41	140	129	92%
54	229	221	97%
63	61	59	97%
80	92	84	91%
95	109	133	122%
138	182	217	119%
153	163	175	107%
154	84	75	89%
155	95	77	81%
156	154	138	90%
Average	133	129	97%
	Minot special school district		
1	4,570	3,060	67%

Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

in 1935 to the enrollment in 1935-36. Harrison school district 2 shows 159 children enumerated and only two enrolled in schools in the district. A peculiar situation has developed in this district. The patrons of Harrison school district have elected for some time past to send their children to the training school of the Minot State Teachers College and pay tuition to the teachers college. Most of the pupils' homes are accessible to the school but one family lives in the extreme southwest corner of the school district. The school board has made arrangements with these patrons to pay for instruction to be carried on in the home. A qualified teacher is required and the same regulations are adhered to as in one-room rural schools. In making comparisons where the enrollment is concerned Harrison school district is not considered in the averages since it would be a discrepency to list only two pupils enrolled and 159 enumerated when many are attending the model training school at the teachers college. Shealey school district 152 of the rural school districts has the highest percentage of enrollment compared to the enumeration. Why there should be such great variation in percentages is hard to explain. Since state and county aid to schools is based on both enumeration and enrollment it is important that care be given to the taking of the school census. Shealey school district has 94 per cent of the enumeration enrolled, while Anna school district number 120 has only 28 per cent of its enumeration enrolled.

Distribution of School Population

The density of school population has a bearing on the efficiency of the present school organization and facts concerning the density of population are necessary in evaluating procedure when it is feasible to reorganize the school system. Table X shows the average density per square mile of both the enumerated children and the enrolled children in the various school districts. Tolgen school district 130 and Evergreen school district 3 in the sparsely settled in western Ward County have less than one child enumerated per square mile. (Map 3) With 4.8 children per square mile Harrison school district is the most thickly populated rural district. Lignite school district 94 with 3.9 children per square mile comes next. The large strip coal mine in this township accounts for the larger than average enumeration. The average enumeration for the rural school districts is almost double the average enrollment per square mile for the same districts with 1.8 and .99 per square mile. Anna school district north of Ryder has the lowest enrollment per square mile with only .4 persons excluding the Harrison school district 2.

The larger population of the towns in which the town graded schools are located leads to an expected average density greater than for the rural districts. Here the average density for enumeration and enrollment is much closer 4.6 and 4.4 respectively. In districts 95, 138, and 153 the average density of enrolled population is greater than the average density of enumerated population. Minot special school district 1 consists of only three sections of land with 1523.3 enumerated school population per square mile and 1020

Map 5

35

Density of School Enumeration in Rural Districts of Ward County.

Key:

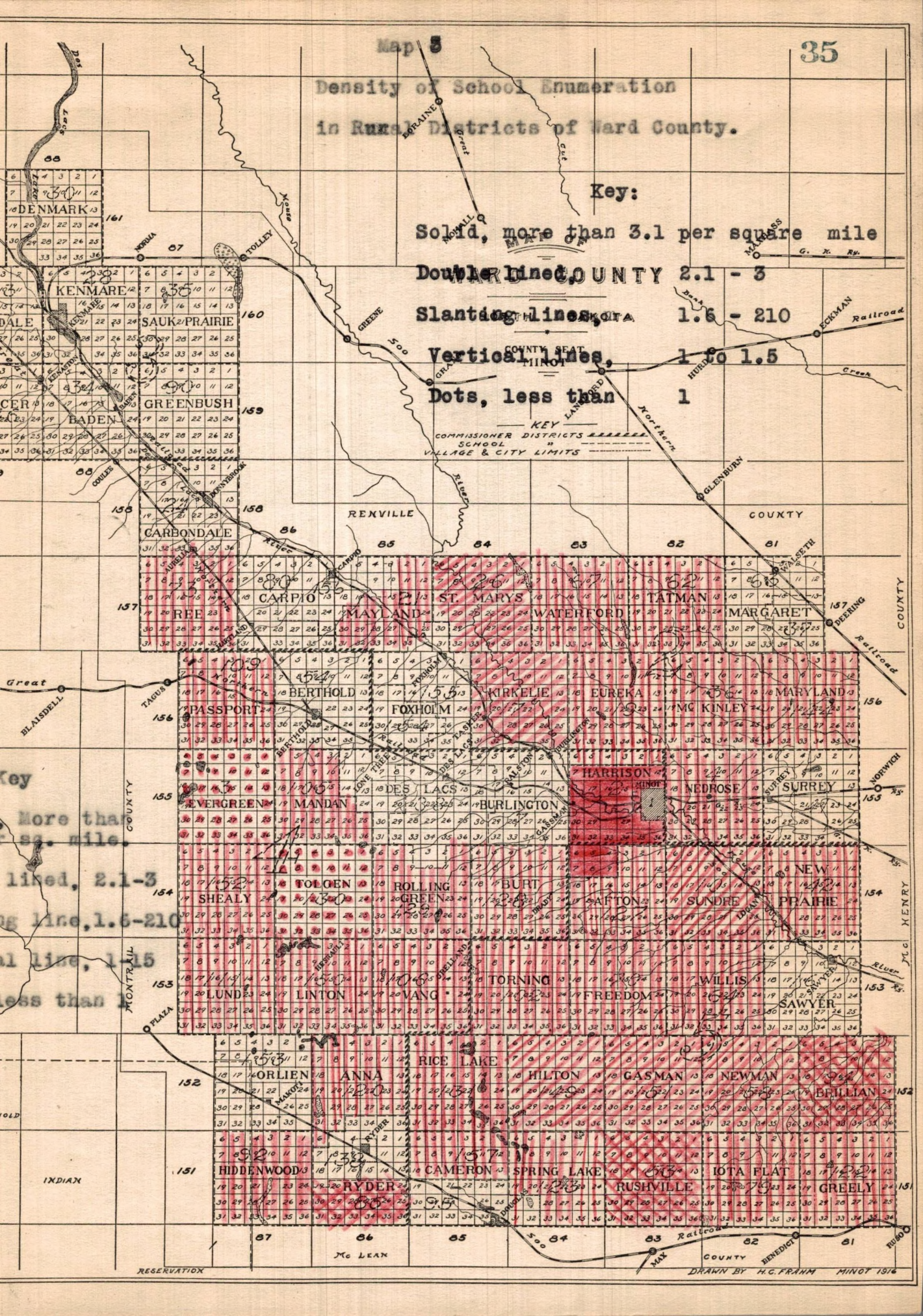
Solid, more than 3.1 per square mile

Double lined, 2.1 - 3

Slanting lines, 1.6 - 210

Vertical lines, 1 to 1.5

Dots, less than 1



enrolled population per square mile.

Douglas special school district 95 with an enumeration of 109 has 133 enrolled, giving it the highest percentage of the town graded schools, 122 per cent. Two other town school have more enrolled than enumerated; Ryder special school district 138 and Orlien (Makoti) school district 153. It will be noted that the town graded schools have a higher percentage of the enumeration enrolled than the one-room rural school districts. The difference is marked with 97 per cent and 60 per cent respectively. The one open country graded school with 67 per cent of the enumeration enrolled is not a sufficient number of this type to draw any conclusions. Apparently the town graded schools are receiving a number of pupils from other districts. None of the rural districts offer high school work, hence the town schools are taking care of most of the high school enrollment in the county. This table would indicate that the demands on the town graded schools is much greater than on the rural school districts.

With a relatively low percentage of enumeration enrolled, the Minot special school district does not appear to be in line with the other town graded schools. However, 230 pupils from Minot are enrolled in the St. Leo's parochial grade school and a large portion of the 112 enrolled in the high school division[1] comes from Minot. School pupils living in the north west section of the Minot special school district who are near the training school of the Minot State Teachers College attend school there and the Minot special school district pays tuition. The county superintendent's record in this case does

Table 10

Distribution of School Population in Ward County, June 30, 1935[a]

District Number	Enrolled Children	Number of Sections	Average Density of Enumeration sq. mile to the nearest Tenth	Average Density of Enrollment per sq. mile to the nearest Tenth
	Districts maintaining one room schools			
2	159	2	33	4.8	.1
3	27	21	36	.8	.6
4	53	25	36	1.5	.7
10	81	51	39	2.1	1.3
17	82	45	36	2.3	1.3
19	64	31	42	1.5	.7
21	44	18	23¾	1.9	.8
26	84	57	34	2.5	1.7
36	66	31	36	1.8	.9
42	51	22	33	1.5	.7
53	111	59	36	3.1	1.6
58	93	63	36	2.6	1.8
62	39	31	36	1.1	.8
64	70	43	36	1.9	1.2
67	69	37	36	1.9	1.0
70	55	32	36	1.5	.9
73	70	32	36	1.9	.9
79	70	38	36	1.9	1.1
85	54	34	17½	3.1	1.9
92	56	22	36	1.6	.6
84	139	105	36	3.9	2.9
102	45	32	36	1.3	.9
105	36	20	29	1.2	.7
106	57	33	36	1.6	.9
109	42	25	36	1.2	.7
111	40	18	36	1.1	.5
120	43	12	33	1.3	.4
122	58	35	36	1.6	1.0
123	58	26	32	1.8	.8
127	59	39	30	2.0	1.3
129	42	23	33	1.3	.7
130	31	20	36	.9	.6
131	43	20	36	1.2	.6
144	53	33	36	1.5	.9
1491	81	47	36	2.3	1.3
150	54	34	36	1.5	.9
151	75	37	36	2.1	1.0
152	54	51	36	1.5	1.4
157	30	22	18	1.7	1.2
Average	62.5	34	34.2	1.8	.99

Table 10 (Cont.)

District Number	Enrolled Children		Number of Sections	Average Density of Enumeration per sq. mile to the nearest Tenth	Average Density of Enrollment per sq. mile to the nearest Tenth
	Districts maintaining open country graded schools				
128	73	49	36	2.0	1.4
	Districts maintaining town graded schools				
7	163	148	29½	5.5	5.
16	139	128	36	3.9	3.6
38	123	100	38	3.2	2.6
41	140	129	36	3.9	3.6
54	229	221	36	6.4	6.2
63	61	59	25	2.4	2.3
80	92	84	23	4.0	3.7
95	109	133	22	5.0	6.0
138	182	217	21½	8.5	10.1
153	163	175	36	4.5	4.9
154	84	75	31	2.7	2.4
155	95	77	23½	4.0	3.3
156	154	138	22¼	6.9	6.2
Average	133	129	29.2	4.6	4.4
			Minot special school district		
1	4570	3060	3	1523.3	1020

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

not give the true picture of the situation. The attendance at the private school and at the training school of the teachers college has relived the Minot school district. Attendance at the parochial school, of course, involves no cost to the Minot district while tuition is the only expense involved in attendance at the training school.

[1]Information from the office of St. Leo's Parochial School, Minot, North Dakota, June, 1937.

This table further impresses the fact that generally the rural school districts are very sparsely settled and as shown in Table 8 the population of school children is decreasing at every census period.

Enrollment and Attendance

To further show the trends of school population, Table 11 shows the enrollment by the various graded over a period of ten years from 1927 to 1936. It will be noted that the total enrollment has been decreasing each year since 1930 in all the schools except the Minot schools. In the first eight grades the enrollment has been decreasing each year since 1929 while the enrollment in the high school grades has changed very little in that time. This indicates that the schools which are maintaining high schools are carrying a heavier relative enrollment from year to year than those schools located in the rural districts.

The first grade in each of the years is showing a smaller enrollment. In 1936 a low of 716 first graders was reached. These first grade classes become the next higher class in each succeeding school year and the diagonal lines in Table 10 indicate the class in each succeeding year. It will be noted that 100 to 150 pupils drop out between the eighth and ninth grades. With none of the rural schools offering high school work it appears that many of the rural eighth grade graduates are not availing themselves of the opportunity of a high school education or the opportunity is missing. Of the 699 eighth gradegraduates of 1933 only 514 continued in high

Table 11

Enrollment by Grades in the Schools of Ward County, 1927 to 1936 Inclusive[a]

Grade	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936
1	899	900	903	794	849	789	754	736	782	716
2	648	712	786	831	736	713	635	683	596	629
3	689	696	669	706	740	631	713	632	636	604
4	733	680	739	689	707	714	622	706	651	605
5	734	747	703	749	676	657	686	607	680	626
6	733	715	769	690	721	664	638	703	605	641
7	666	711	700	742	691	713	670	679	679	584
8	771	705	758	710	756	661	699	653	664	646
9	610	583	590	586	536	580	519	514	516	554
10	353	458	464	533	521	494	471	454	459	452
11	423	343	368	433	406	412	428	444	399	451
12	312	344	337	366	388	394	445	446	431	391
Grades 1 to 8	5873	5866	6027	5911	5876	5542	5417	5399	5293	5051
9 to 12	1698	1728	1759	1918	1851	1880	1863	1858	1805	1848
Total enrollment	7571	7594	7786	7829	7727	7422	7280	7256	7098	6899
Town schools	2654	2640	2623	2600	2550	2482	2428	2437	2365	2276
Rural Schools	2218	2091	2114	1983	1912	1852	1769	1721	1627	1563
Minot Schools	2699	2863	3049	3246	3265	3088	3083	3098	3106	3060

[a]Annual Reports of the County Superintendent, Ward County, 1927 to 1936 inclusive.

school the following fall with 185 dropping out. In 1936 only 110 less were in the ninth grade than were in the eighth grade in 1935. Federal aid in the form of financial aid to high school students may be a factor in this increased enrollment in the ninth gradeon the basis of the eighth grade enrollment in the previous year.

It can generally be stated that with the decreasing population in the school districts the enrollment in the first eighth grades is reflecting this decrease while more and more eighth grade graduates are availing themselves of high school opportunities causing the high school enrollment to obscure the drop in population so far.

Attendancein Relation to Enrollment

Schools which maintain an efficient level of instruction must have the attendance of the school comparing favorably with the enrollment. It is unfortunate that comparisons of schools in this respect throught the county superintendent's reports cannot be accurate since different schools show varying degrees of leniency in excusing an absence. Excused absences are counted as attendance[1] in the annual report of the county superintendent. In Table 12 the actual days of attendance are used in computing the ratio of the attendance to the enrollment. Among the districts maintaining only one-room rural schools the percentages vary from 56 in case of district number 4 to 98 in the case of district number 19. Nedrose school district number 4 is located in the eastern part of Ward county. Table 13 shows the percentage of

attendance to the enrollment in the districts bordering this district. The median percentage is 90. The weather conditions were very likely the same in all these townships. E pidemics of illness must have struck each of these school communities with similar intensity. Neglect in observing the compulsory attendance law may be an explanation.

Table 13

Relation of Attendance to Enrollment in Nine School Districts Surrounding Nedrose No.4[a]

District Number	Name of District	Relation of Attendance to Enrollment
1	Minot	82%
2	Harrison	100%
10	Bell	90%
19	Eurekam	98%
36	McKinley	84%
41	Surrey	91%
42	Grassland	95%
127	Frost	87%
144	Maryland	79%
Median 90%		

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

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[1]Annual Report of the County Superintendent, Ward County, North Dakota, p.9, Attendance, column 4, 1935-36

Table 12(Cont.)

Comparison of the Enrollment and Attendance in the School Districts of Ward County, 1935-36[a]

District Number	Number Children Enrolled	Average Daily Attendance	Relation of Enrollment to Attendance
	Districts maintaining only one-room rural schools		
2	2	2	100%
3	21	16.9	80
4	25	14	56
10	51	46	90
17	45	40	89
19	31	30.3	98
21	18	17	94
26	57	46	81
36	31	26	84
42	22	20.8	95
53	59	48.8	83
58	63	51	81
62	31	26.5	85
64	43	37.8	88
67	37	34.3	93
70	32	24.4	76
73	32	28	88
79	38	34	87
85	34	31	91
92	22	20	91
94	105	82.5	78
102	32	28.2	88
105	20	15.8	79
106	33	26.4	80
109	25	23	92
111	18	15.6	87
120	12	11.4	95
122	35	30.6	87
123	26	23.9	92
127	39	34	87
129	23	20.6	90
130	20	17.3	87
131	20	14	70
144	33	26.2	79
149	47	36	77
150	34	29.8	68
151	37	34	92
152	51	38	74
157	22	20.3	92
Average	34	27.76	82
	Districts maintaining open country graded schools		
128	49	47	96

T ABLE 12 (Cont.)

District Number	Number Children Enrolled	Average Daily Attendance	Relation of Enrollment to Attendance
	Districts maintaining town graded schools		
7	148	135.6	92%
16	128	113	80
38	100	88.8	89
41	129	117.7	91
54	221	192.9	87
63	59	49.3	84
80	84	74	87
95	133	121.5	91
138	217	203	94
153	175	165.6	95
154	75	66.4	89
155	77	67	87
156	138	129	93
Average	133	117.2	88
	Minot special school district		
1	3060	2504	82

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36

From Table 12 it is seen that the rural schools maintained 82 per cent attendance average the same as the Minot special scho ol district. The town graded schools show up favorably with an average percentage of 88. The difference is relatively small in the various types of districts. The rural school children find schools just as accessibleas town children do from the standpoint of attendance. The enrollment in all the schools, it is taken for granted, is practically 100 per cent of the children required to attend school. Therefore, the disadvantages to rural children in respect to distance to school, weather hazards, andlength of time necessary in getting to and from sch-

ool, do not act as deterrents on attendance.

The Adequacy of the Teaching Staff

To determine thether a school is adequately caring for the education of the children of the district it is important that the teaching personnel be well-trained, experienced, adequately paid, and provided with the proper equipment and number of pupils to teach efficiently.

In the one-room rural schools in Ward county only nine teachers out of 139 had less than one year of training beyond high school in 1935-36 (Table 14). The town graded schools and the Minot schools in 1935-36 had no teachers with less than two years of training beyond high school. The town graded schools compared favorably with the Minot city schools having a larger percentage of four year graduates beyond a high school education. In these school districts the situation has been improving from year to year. In 1933-34 the townschools had 52 two year graduates teaching and 42 four year graduates. Among the two year graduates in each of the types of schools there were a number who had three years training but this is not indicated in the county superintendent's report. The rural schools have shown improvement inthe three years shown in the table. The number of teachers isthe same from year to year but in 1933-34, 26 had only 12 weeks training while the following year, 1934-35, this number had dropped to 14. The number with two years of training beyond high school dropped from 64 in 1934-35 to 51 in 1935-36. In training the town graded schools had the decided advantage over the rural schools. The

Table 14

Training of Teachers in Ward County for the Years 1933-34, 1934-35, and 1935-36[a]

Training Beyond High School	One Room	Open Country Graded	Town Graded	Minot
		1933-1934		
12 weeks	26	0	0	0
1 year	65	2	0	0
2 years	46	4	52	42
4 years	4	0	42	44
		1934-35		
12 weeks	14	0	0	0
1 year	57	2	0	0
2 years	64	4	70	54
4 years	0	0	30	31
		1935-36		
12 weeks	8	0	0	0
1 year	78	1	0	0
2 years	51	3	51	54
4 years	1	0	48	32
Not high school graduate	1			

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1933-34, 1934-35, 1935-36.

open country graded school is comparable to the one-room rural schools in this respect. While the situation in regard to training is improving in the rural schools, the elimination of the one-year rural training course at the state teachers college has caused an apparent shortage of qualified teachers and a greater than usual number of persons have written qualifying examinations for teaching in our rural schools without the adequate teacher training as was intendedby the elimination of the one-year rural course and substituting the two-year rural teacher training course. Table 14 covers the entire teaching staff of all Ward County including the "goose-neck" not included in this survey.

The Minot schools show up more favorably in the experience of the teachers employed. While the rural schools had only 13 per cent of their teachers with ten or more years of experience and the town graded schools with 19 per cent, the Minot schools had 60 per cent of the teachers with ten or more years of experience. The rural schools had 43 per cent of their teachers with two or less years of experience while the town graded schools had 29 percent with two or less years experience. Minot had no teachers with less than three years experience. In this table the year in which the teacher is employed in the school is counted as one year of experience. Therefore, teachers having one year of experience came into the system inexperienced. Minot ranks first in respect to experience, the town graded schools second, and the rural schools third. It is advisable to place the open-country graded school with the rural schools in this respect. (Table 15).

Table 15

Teaching Experience in Various Types of Schools

1936-37[a]

Experience in Years	Number of Teachers	Percentage	Number of Teachers	Percentage	Number of Teachers	Percentage	Number of Teachers	Percentage
	One-room		Open country graded		Town graded		Minot	
1	27	23%	1	50%	17	21%	0	--
2	24	20	0	--	6	8	0	--
3	17	15	0	--	15	19	9	10%
5	24	20	0	--	12	15	14	16
8	10	9	1	50	14	18	12	14
10	15	13	0	--	15	19	51	60
Total	117	100	2	100	79	100	86	100

[a] Annual Report of the County Superintendent, Ward County, 1935-36.

Several questions arise when considering the relation of the salary and the pupil-teacher ratio in the different types of school districts. Do the urban schools pay higher salary for the same services as the rural schools? Do the town graded schools compare favorably with the Minot schools? Is there a relation between the teacher-pupil ratio and the average salaries paid?

Table 16 shows the pupil-teacher ratio and the average salary per month of the teachers in the districts included in this survey. The maximum average salary paid in a district maintaing only one-room rural schools is $65 in Darrow school district number 122 located in the extreme south east corner district of the county. In Harrison school district number 2 where a tutor was employed for two children in a home the salary paid is $35. Five school districts had an average salary of $60 per

Table 16

Comparison of the Pupil-Teacher Ration and the Average Salary Per Month of the Teachers in Ward County, 1935-36[a]

District Number	Enrollment 1935-36	Number of Teachers	Pupils Per Teacher	Average Salary Per Teacher Per month
Districts maintaining one-room rural schools only				
2	2	1	2	$35[b]
3	21	2	11	60
4	25	2	13	55
10	51	2	26	59.40
17	45	4	11	50.45
19	31	4	8	55
21	18	2	9	50
26	57	2	28	60
36	31	3	10	60
42	22	2	11	60
53	59	4	15	45
58	63	4	16	55
62	31	3	10	55
64	43	4	11	50
67	37	4	9	50
70	32	3	11	58.33
73	32	4	8	50
79	38	3	13	52.50
85	34	2	17	55
92	22	3	7	50
94	105	5	21	55
102	32	4	8	52.50
105	20	2	10	55
106	33	4	8	50
109	25	2	13	55
111	18	3	6	45
120	12	2	6	45
122	35	3	12	65
123	26	3	9	50
127	39	3	13	55
129	23	3	8	50
130	20	3	7	45
131	20	2	10	50
144	33	3	11	50
149	47	3	16	45
150	34	3	11	45
151	37	3	12	60
152	51	3	17	50
157	22	2	11	45
Total	1326	114 Average	11.7 Average	53.01

Table 16 (Cont.)

District Number	Enrollment 1935-36	Number of Teachers	Pupils Per Teacher	Average Monthly Salary Per Teacher
	Districts maintaining open county graded schools			
128	49	2	25	$75.00
	Districts maintaining town graded schools			
7	148	6	24.6	102.44
16	128	5	25.6	91.22
38	100	6	16.6	88.33
41	129	5	25.8	93.00
54	221	9	24.5	94.14
63	59	5	11.8	63.47
80	84	5	16.8	71.00
95	133	6	22.1	90.35
138	217	8	27.1	91.87
153	175	7	25.0	90.90
154	75	4	18.7	67.50
155	77	4	19.2	63.72
156	138	7	18.3	86.71
Total Average	1684	77	21.8	86.11
	Minot special school district			
1	3060	86	35.5	$140.84

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

[b]A family was paid $ 35 per month to engage a tutor in the home for two pupils.

month. The average salary for all rural one-room schools was $53.01. Burt school district 128 having a two-room open country consolidated school had a better record than any other rural school with an average monthly salary of $75. It is significant that none of the one-room rural school districts come up to this average.

The town graded school districts had a better average salary with the average at $86.11. However, this includes the salary paid to high school instructors and if only grade teachers were included in the records in the annual report of the county superintendent, the average would be considerably lower. This average also includes the salary of the administrator of each school which means that part of the salary should be classified under administrative control. The Minot special school district showed $140.84 as the average, which indicates more desirable salary conditions in the Minot schools than in the others.

As indicated in Table 17 the average pupil-teacher ratio is much higher in the Minot schools where there was on teacher to each 35.5 pupils. The districts having town graded schools had one teacher to 21.8 pupils while the rural one-room school districts had one teacher to 11.7 pupils. The spread in the rural schools is from six pupils per teacher in Anna school district 120 and Lund school district 111 in the southwestern part of the county to 28 pupils per teacher in Stammen school district 26. Table 16, school district 26 abolished its consolidated status in the school year 1935-36. It is noted that this district did

not increase the number of teachers by returning to the one-room rural school. The only open country consolidated school, district 128, has a pupil-teacher ratio of 25.

For effective instruction it appears that the town graded schools stand in the most favorable light in respect to the pupil-teacher ratio while Minot with a ratio of 35.5 pupils per teacher is considerably crowded. The one-room rural districts having such a low ratio, lend themselves to the criticism that too few pupils per teacher is not conducive to the most effective instruction when the teacher must be teaching all the elementary grades in the same school day.

Table 17

Comparison of the Pupil-Teacher Ratio and the Average Teacher's Salary Per Month in the Various Types of School Districts in Ward County[a]

Type of District	Average Enrollment 1935-36	Average Number of Teachers	Average Pupil-Teacher Ratio	Average Salary Per Month Per Teacher
One-room rural	34	2.9	11.7	$53.01
Open country	49	2	25	75.00
Town graded	130	6	21.8	86.11
Minot	3,060	86	35.5	140.84

[a]Annual Report of the County Superintendent of Schools, Ward County, North Dakota, 1935-36.

Adequacy of Health Activities

Equal opportunity for an education includes provision for the care of the health of the pupil. The annual superintendent's report indicates the number of medical inspections made during the school year as well as the number of school serving hot lunches during the noon hour. This is the extent of data available on the health activities of the schools in Ward county.

The one-room rural school districts according to Table 18 are not taking care of either hot noon lunches or the medical inspections. It will be noted that in 1932-33 a total of 31 schools out of 115 rural schools had hot noon lunches. Every one of these projects were carried out under the Federal Emergency Relief Administration of the federal government and no demands were made on the school districts what so ever. When this system was dropped and under the Works Progress Administration the local schools were required to show some effort financially, if hot lunches were to be served, it is significant to note that not a one of the rural schools served hot lunches in 1935-36. Inability and indifference may be contributing factors in the elimination of all hot lunches in the rural schools. All thirteen of the town graded schools are consolidated and have rural children in attendance. In 1932-33 not any of these schools maintained hot noon lunches. In 1935-36 under the supervision of the Works Progress Administration six of the thirteen schools provided for these lunches. Because schools are conveniently located

to the homes, the Minot schools do not have hot noon lunches. Inability and indifferende in the town graded schools as in the rural schools very likely contribute to this delinquency.

In 1932-33 it will be noted there were medical inspections by a nurse or doctor in only three out of 115 rural schools These likely were inspections due to outbreaks of epidemics or complaints from parents since only one school in each of three school districts containing more than two schools each were examined. Not a singly medical examination was conducted in any rural schools in 1935-36. With only three out of thirteen schools conducting inspections in 1932-33 and six out of thirteen, in 1935-36, the town graded schools compare unfavorably with the Minot schools where medical inspections are maintained regularly. The town graded schools through either inability of indifference are inadequate in respect to inspections. The Minot schools stand alone in a favorable light.

Equipment and room must be provided for physical exercise if the pupil's health is to be safeguarded or corrected. From this same table it is shown that not a single rural school has gymnasium facilities. All play must either be in the cramped quarters of the school room in inclement weather or in the school yard. Only four rural school districts spent funds for playground equipment with ten of the for a total of $96.40. The town graded schools compare just as unfavorably with $49.03 spent for playground equipment with ten of the schools making no use of funds for this purpose. Minot spent $52.04 for such

Table 18

Comparison of the Adequacy ot the Health Activities in the Types of School Districts in Ward County, 1932-33 and 1935-36.[a]

Type of District	Number of Schools	Number Serving Hot Lunches	Number Having Medical Inspections	[b]Gymnasium Facilities	Amount Spent for Playgrounds
		1932-1933			
One-room rural	115	31	3	0	
Open country	2	0	0	0	
Town graded	13	0	3	5 good,	4 fair
Minot	8	0	8	yes	
		1935-1936			
One-room rural	114	0	0	0	$96.40
Open country	1	0	0	0	--
Town graded	13	6	6	5 good	
				4 fair	49.03
Minot	8	0	8	yes	52.04

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1932-33 and 1935-36.

[b]Information from the county superintendent of Ward County.

equipment. Four of the town graded schools had no gymnasium facilities. Of the nine schools having gymnasiums only five were adequate for the purposes intended. The facilities of the Minot schools were adequate for a well-rounded physical education program. A full time physical education director was employed by the Minot school district with several part time assistants. The Minot schools were the only schools providing adequately for this program of health activities.

Expenditures for Libraries

Another measure of the adequacy of the school districts in providing equality of education is the amount spent each year for library purposes and the number of books per pupil in the library. This information is available in the annual report of the county superintendent and is tabulated in Table 19. The reliability of the number of books per pupil in each library is questioned since one librarian will include books in a library list that another will discard. Many books in the total, no doubt, should not be listed according to the best criteria but for want of a better index the average books per pupil is listed. The town graded schools spent the most per child for library books, $.256 while the rural schools are second with $.154 and the Minot schools spent only $.081 per child. However, the Minot schools used the public library facilities and this is not a true indication of the effort that the Minot district put forth in maintaining library facilities. The one-room rural districts had 8.1 books per child enrolled in 1935-36 while the town-graded schools had only 5.9 books per child. From these statistics it appears that the rural schools provided better library facilities than the town-graded schools, but to draw any conclusions it would be necessary to study carefully the method of recording the number of books in the libraries and what books were included in the amount spent for library books.

Table 19

Relative Adequacy of Library Facilities in the Different Types of School Districts in Ward County in 1935-36[a].

Type of District	Amount Spent for Libraries	Enrollment 1935-36	Average Spent Per Child Enrolled	Number of Books PerChild Enrolled	Number of Schools Spending for Libraries.
One-room rural	$203.92	1326	$.154	8.1	15 out of 114
Open country	---	49	---	1.5	---
Town graded	431.10	1684	.256	5.9	9 out of 13
Minot	250.00	3060	.081		

[a] Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

Summary

Consolidation of schools has not been the policy in Ward county, in fact, the trend has been away from consolidation in recent years.

The number of children of school age in the rural farm areas has been steadily decreasing since 1927, remaining fairly constant in the towns, and increasing in the city of Minot.

The comparisons of enumeration and enrollment indicate the town schools are being called on to care for more than their share of enrolled school population.

The rural school districts are sparsely settled with many districts having less than one child enrolled per square mile.

Many eighth grade graduates are not availing themselves of high school opportunities of else the opportunities are not present. However, more and more pupils are enrolling in high

school since the high school enrollment is remaining constant while the grade enrollment is decreasing.

The rural schools show a great variance in the percentage of attendance indicating neglect in observing the compulsory attendance laws since weather factors and epidemics of illness should not vary in neighboring townships.

Distance from school, weather hazards, and length of time necessary in getting to and from school, do not act as deterrents on attendance since the rural schools compare favorably with both the town schools and the city schools of Minot in attendance.

The situation in regard to the training of teachers is improving from year to year in the rural and town schools while a satisfactory condition in this respect in the Minot schools is remaining constant. No space for three years of training in the annual report of the county superintendent leaves relevant material from the conclusions.

Rural one-room schools have many relatively inexperienced teachers while the Minot schools rank first in respect to the number of years of experience.

The Minot schools pay the highest salaries to teachers in the county with the town graded schools ranking second, and the rural one-room schools last.

The town graded schools have the most favorable pupil-teacher ratio. The pupil-teacher ratio of the Minot schools indicates too heavy a teaching load while the rural schools have too few pupils per teacher for effective instruction.

The rural schools of the county are making practically no provision for the health of the pupils, An unsatisfactory condition prevails inthe town graded schools also. The Minot schools, in light of the survey, stand alone in adequately providing for the physical well-being of the school child.

Library statistics are unreliable and incomplete but from the statistics at hand it appears that the rural schools compare favorably with the other types of districts in provision for library facilities. Cooperation with the city library makes comparison with the Minot schools difficult.

CHAPTER 4

THE ABILITY OF THE DISTRICTS TO SUPPORT EDUCATION

Previous surveys of North Dakota counties have shown that approximately three fourths of the revenue to support the local schools has come from a tax levied on the wealth of the counties both in real and personal property. The ability of a school district to properly fianance its schools is dependent upon the assessed valuation of the property in that district. However, it is possible for a district having a large valuation not to be able to support education if it has a large enrollment in the schools. Therefore, the ability to support education should be measured by the assessed valuation per child enrolled in the schools.

It is the purpose of this chapter to discuss the relative abilities of the school districts from the standpoint of the assessed valuation per child enrolled. There are a number of factors that enter into the wealth of the district. Strategic location in regard to public utilities tends to make the assessed valuations more unequal in the different districts. Land that has been removed from the tax list by virtue of foreclosures by the Bank of North Dakota and the State Department of University and School Lands and the removal of some land from economic use by marginal land purchases of the federal government have their effect in intensifying the inequalities in valuation. No discussion on the ability of school districts to support education would be complete without a study of these elements.

The state equalization fund set up by the 1935 North Dakota legislature has affected the abilities of district to maintain schools. Tables are presented in this chapter to show what the effect has been and where it has been relieving stressing conditions the most.

RELATION OF VALUATION TO LOCAL REVENUE

The wealth of a school district may be overwhelmingly in farm land which in recent years has not been producing enough income to pay the taxes. The taxes levied and collected in any one year in comparison to the assessed valuation should give some indication of the ability of the taxpayers to support education. True, some of the tax delinquency may be caused by neglect but as a trend Table 20 shows the relative ability of the various school districts.

Of the rural districts and 4 rank close with valuations of $408,395 and $401,413, respectively. These two districts have 33 and 36 sections each. District 157, formed by drawing away from the Douglas school district has the lowest valuation, $59,983. This district has only 18 sections but district 85 with 36 sections has a valuation of only $79,015. This shows a wide spread in the valuations in the rural districts. District 157 shows no revenue from taxes which were levied. The district has no property assessed except farm lands and buildings, which indicates that this district neglected to pay taxes when it could or it was unable to make payments. The later is likely the case since it is located in the southwest part of the county which has been exceedingly unfortunate in recent years in being stricken by drouth and other

Table 20

Ratio of the Taxable Valuation of the School Districts of Ward County to the Local Revenue in 1935 - 36[a]

District Number	Taxable Valuation 1935-1936	[b]Local Revenue in Form of Taxes Levied and Collected	Ratio of Valuation to Local Revenue
	Districts maintaining one room rural schools		
2	$401,413	$5,894.63	.015
3	98,910	311.78	.003
4	408,395	3,163.39	.008
10	207,316	3,195.18	.015
17	198,442	2,116.82	.011
19	224,254	1,756.70	.008
21	137,875	2,289.20	.017
26	124,260	2,706.14	.022
36	196,104	2,350.53	.012
42	205,664	2,182.98	.011
53	154,379	2,629.68	.017
58	144,451	1,500.40	.010
62	193,263	1,565.49	.008
64	159,689	661.04	.004
67	143,365	1,755.98	.012
70	159,689	2,621.90	.017
73	201.041	2,044.68	.010
79	154,279	1,544.28	.010
85	79,015	737.93	.009
92	178,698	2,139.09	.012
94	283,211	2,250.11	.008
102	145,034	653.93	.005
105	111,008	1,605.71	.014
106	134,936	213.16	.001
109	317,472	2,780.48	.009
111	151,510	987.93	.006
120	124,001	907.81	.007
122	130,950	1,580.26	.012
123	82,045	448.88	.005
127	172,501	1,614.19	.009
129	122,482	1,608.14	.013
130	112,888	740.79	.007
131	93,703	89.12	.001
144	128,051	1,579.37	.012
149	117,905	334.73	.003
150	117,419	643.68	.006
151	128,199	1,322.91	.010
152	120,855	530.67	.004
157	59,983	------	.000
Total	6,423,655	63,059.69	----
Average	164,709	1,616.91	.0098

Table 20 (Cont.)

Ratio of the Taxable Valuation of the School Districts of Ward County to the Local Revenue in 1935 - 36[a]

District Number	Taxable Valuation 1935-1936	Local Revenue in Form of Taxes Levied and Collected	Ratio of Valuation to Local Revenue
	Districts maintaining open country graded schools		
128	$183,359	$2,227.45	.012
	Districts maintaining town graded schools		
7	368,139	5,432.30	.015
16	234,648	4,677.43	.020
38	397,367	4,203.91	.011
41	512,113	7,792.42	.015
54	533,045	5,917.70	.011
63	190,192	873.99	.005
80	201,428	2,513.16	.012
95	142,035	1,536.87	.011
138	230,238	3,238.64	.014
153	281,407	6,155.16	.022
154	252,066	4,076.72	.016
155	154,944	2,301.82	.015
156	195,582	4,160.53	.021
Total	3,693,204	52,880.65	---
Average	284,092	4,067.74	.014
	Minot special school district		
1	7,027,327	102,334.09	.014

[a]Annual Report of the County Superintendent, Ward County, 1935-1936.
[b]From the records of the County Auditor, Ward County.

hindrances to the production of revenues from farm lands. District number 26 has the best record on the basis of revenue collected in relation to the assessed valuation with a ratio of .022. The average indicates for the rural districts of the area surveyed that almost 1 per cent of the assessed valuation of the districts was collected in taxes for the year 1935-36. The local revenue includes only the taxes collected on the 1935 -36 levy spread and not the payment of delinquent taxes.

The one consolidated rural school, district 128, shows that it had paid in taxes for the year 1.2 per cent of its valuation.

Berthold school district number 54 of the town graded districts had the highest assessed valuation with $512,113 while Foxholm special had the lowest with $154,944. In the relative ability of the town districts it would appear that Orlien district 153 with a percentage of 2.2 of its valuation collected in current year taxes is better able than the other districts to pay taxes. This cannot be assumed, however, since this district may be determined to show the very best effort to keep its schools open. The Minot schools and the town graded schools have the same percentage of taxes paid in relation to the assessed valuation. In the payment of taxes, if the patrons of the different school districts are trying their best to meet their payments, it seems that the towns including Minot are best able to meet tax payments, it seems that the towns are, while the rural areas are not as able.

An interesting angle is the portion of these tax payments which are from the public utilities. If it were possible to separate the tax payments of the public utilities from the land holders and other property owners, the results would be interesting. We can only speculate that the favorable ratio shown by the towns and Minot and the favorable ratio of individual rural school districts may have been determined by the tax payments of the public utilities and corporations who pay taxes regardless of the immediate economic condition of the community.

The table just discussed is further substantiated by Table 21 showing the percentage of the 1935 tax levy remaining unpaid January 1, 1937. These taxes are delinquent and penalties may have forced some taxpayers to settle. However, in this table the town graded schools showed the greatest tax delinquency, 59 per cent averageing. The rural consolidated district has number 128 has only 16 per cent of its 1935 taxes delinquent. This district has no railroad property and is entirely rural in character. The only explanation that can be given in the case of individual districts such as this one, is that loans and mortgages may have cleared many tax debts from the books. The lowest tax delinquency in the rural one-room school districts is 20 per cent in district number 62. There is a wide spread here with districts number 106 and 150 having delinquencies of 80 and 78 per cent. Among the town graded districts Hartland special 80 has the highest delinquency, 74 per cent. All the town graded districts are in

Table 21

Percentage of 1935 Tax Levy For General School Purposes Unpaid, January 1, 1937[a]

District Number	[a]Taxes Unpaid January 1, 1937	[b]Tax Levy for General School Purposes	Percentage of Tax Levy Unpaid
	Districts maintaining only one-room rural schools		
2	$2,441.00	$7,006.98	35%
3	973.73	1,648.36	59%
4	1,515.67	3,200.14	47%
10	1,832.71	3,850.00	48%
17	1,388.62	3,000.21	46%
19	923.05	3,026.80	31%
21	1,063.02	2,652.21	40%
26	1,093.84	2,686.86	41%
36	1,850.61	3,530.41	52%
42	1,707.21	2,600.37	66%
53	1,830.70	3,000.54	61%
58	1,527.80	2,650.97	58%
62	567.57	2,800.12	20%
64	1,490.24	2,500.20	60%
67	1,303.01	2,500.92	52%
70	1,383.22	3,000.82	46%
73	1,300.52	3,320.94	39%
79	1,096.37	2,699.54	41%
85	673.56	1,787.41	38%
92	2,057.29	3,561.93	58%
94	1,322.47	3,500.30	38%
102	1,170.85	2,119.46	55%
105	997.54	2,312.06	43%
106	1,487.95	1,852.12	80%
109	1,508.15	2,708.52	56%
111	1,224.31	1,500.13	82%
120	924.72	1,748.12	53%
122	1,112.04	1,966.35	57%
123	835.61	1,746.20	48%
127	1,579.68	2,823.70	56%
129	1,255.19	2,223.47	56%
130	1,069.74	1,703.51	63%
131	1,064.56	1,841.20	58%
144	716.29	2,749.98	26%
149	1,255.32	1,845.70	68%
150	1,272.71	1,635.70	78%
151	1,131.85	2,287.75	49%
152	1,204.57	2,156.33	56%
157	613.58	1,190.87	52%
Total	$49,766.87	100,937.20	49%

Table 21 (Cont.)

Percentage of 1935 Tax Levy for General School Purposes Unpaid, January 1, 1937

District Number	1935 Taxes Unpaid January 1, 1937	1935 Tax Levy for General School Purposes	Percentage of Tax Levy Unpaid
	Districts maintaining open country graded schools		
128	$474.59	$3,001.68	16%
Total	$474.59	$3,001.68	16%
	Districts maintaining town graded schools		
7	$3,343.26	$5,832.56	57%
16	3,504.78	5,650.91	62%
38	4,155.83	6,830.06	61%
41	4,876.59	9,010.67	54%
54	5,642.27	9,739.12	58%
63	1,950.08	3,175.80	61%
80	3,922.17	5,295.42	74%
95	2,281.01	4,334.63	53%
138	3,579.12	6,299.07	57%
153	5,192.44	7,735.99	67%
154	2,747.25	4,582.78	60%
155	1,726.47	3,010.41	57%
156	2,627.84	5,543.29	47%
Total	$45,549.11	$77,040.71	59%
	Minot special school district		
1	$29,080.44	$115,728.71	25%

[a]Tax Record, D, County Auditor's Records, Ward County

[b]Annual Report of the County Superintendent, Ward County, June 30, 1935.

relatively the same position and in every case their ability compares unfavorably with the averages of the rural districts and the Minot district. The city of Minot has a delinquency of only 25 per cent.

The Assessed Valuation Per Child

The inequalities in ability to support education are revealed in Table 22. At first glance in column six Harrison school district number 2 shows an assessed valuation of over $200,00 per child enrolled. This is not a true picture of the situation for all but two children in the district attend the training school of the Minot State Teachers College as tuition students. If these tuition students were to be included in this survey, it would be necessary to list all the pupils who live on the edges of school districts and by arrangement attend schools in the neighboring districts. This would involve considerable search so to simplify matters this district when enrollment is considered is not counted in the averages for rural schools. Even so, there is a wide variation between districts. District 4 has an assessed valuation per child enrolled of $16,335 while 109 and 120 follow closely with $12,699 and $10,350, respectively. District 152 is low with an assessed valuation of only $2,369 per pupil enrolled. The variation is just as great when the number of children enumerated is taken into consideration. District 4 again leads with $7,705 per child enumerated with 109 second, having $7,559 per child enumerated. The open country graded school district has an assessed valuation per child enrolled of $3,742 and $2,551, per child enumerated

Table 22

Comparison of Districts as to assessed Valuation per Child in 1935-36[2]

District Number	ASsessed Valuation	Number of Children Enumerated	Assessed Valuation Per Child Enumerated	Number of Children Enrolled	Assessed Valuation Per Child Enrolled
		District maintaining one-room rural schools			
2	$401,413	159	$2,524	2	$200,706
3	98,910	27	3,663	21	,710
4	408,395	53	7,705	25	16,335
10	207,316	81	2,559	51	4,065
17	198,442	82	2,420	45	4,410
19	224,254	64	3,504	31	7,234
21	137,875	44	3,133	18	7,659
26	124,260	84	1,479	57	2,180
36	196,104	66	2,971	31	6,326
42	205,664	51	4,032	22	9,348
53	154,379	111	1,391	59	2,616
58	144,451	93	1,553	63	2,292
62	193,263	39	4,981	31	6,234
64	159,689	70	2,281	43	3,713
67	143,365	69	2,077	37	3,874
70	159,689	55	2,903	32	4,990
73	201,041	70	2,872	32	6,282
79	154,279	70	2,204	38	4,059
85	97,015	54	1,463	34	2,324
92	178,698	56	3,191	22	8,122
94	283,211	139	2,037	105	2,797
102	145,034	45	3,223	32	4,532
105	111,008	36	3,083	20	5,550
106	134,936	57	2,367	33	4,089
109	317,472	42	7,559	25	12,699
111	151,510	40	3,787	18	8,417
120	124,001	43	2,883	12	10,350
122	130,950	58	2,257	35	3,741
123	82,045	58	1,414	26	3,155
127	172,501	59	2,923	39	4,423
129	122482	42	2,868	23	5,325
130	112,888	31	3,641	20	5,644
131	93,703	43	2,179	20	4,685
144	128,051	53	2,416	33	3,880
149	117,905	81	1,455	47	2,509
150	117,419	54	2,174	34	3,453
151	128,199	75	1,709	37	3,465
152	120,855	54	2,238	51	2,369
157	59,983	30	1,999	22	2,726
Average	$164,709	57	$2,890	34	$4,661

Table 22 (Cont.)

Comparison of Districts as to Assessed Valuation Per Child in 1935 - 36[a]

District Number	Assessed Valuation	Number of Children Enumerated	Assessed Valuation Per Child Enumerated	Number Children Enrolled	Assessed Valuation Per Child Enrolled
	District maintaing open country graded schools				
128	$183,359	73	$2,511	49	$3,742
	Districts maintaining town graded schools				
7	368,139	163	2,258	148	2,487
16	234,648	139	1,688	128	1,833
38	397,367	123	3,238	100	3,973
41	512,113	140	3,658	129	3,970
54	533,045	229	2,327	221	2,412
63	190,192	61	3,117	59	3,223
80	201,428	92	2,189	84	2,397
95	142,035	109	1,303	133	1,067
138	230,238	182	1,265	217	1,061
153	281,407	163	1,726	175	1,608
154	252,066	84	3,000	75	3,360
155	154,944	95	1,631	77	2,102
156	195,582	154	1,270	138	1,417
Average	284,092	133	2,136	129	2,202
	Minot special school district				
1	7,027,327	4570	1,537	3060	2,296

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36

[b]District 2 is not included in this average since all but two pupils attend other schools as tuition pupils.

This district does not compare as favorably as the average of the other rural districts which have $4,661 per child enrolled and $2,890 per child enumerated.

The town graded school districts show the greatest inability to support education by this criterion. The average assessed valuation per child enrolled is only $2,202 while the assessed valuation per child enumerated is only $2,136. The rural one-room districts have an average enumerated children per district and 34 enrolled children while the town graded schools have an average of 133 enumerated and 129 enrolled. This indicates that the town graded schools are educating pupils who come from outside school districts. Figure 1 shows graphically the relation of the assessed valuation per child enrolled and per child enumerated in the different types of districts. Here is shown the wide spread between the valuation per child enumerated and enrolled in the rural schools and the close averages for the town graded schools. The Minot schools have only $2,296 assessed valuation per child enrolled and if the pupils who attend private schools and the training school of the state teachers college are included the Minot schools on the basis of assessed valuation per child enrolled would show the least ability. Figure 1 shows that the Minot schools have the lowest assessed valuation per child enumerated.

The wealthiest rural district one the basis of enrollment is seven times more able to support education than the poorest rural district while it is four times more able than the wealthiest town graded district.

Figure 1

Average Assessed Valuation Per Child Enrolled and Enumerated in the Different Types of School Districts of Ward County 1935-36

Per Child Enumerated
Per Child Enrolled

Non-taxable Land as a Factor in Ability

What makes for such a wide variation in the relative wealth of the different school districts on the basis of enrollment? There is no doubt that the number of acres of land taken off the tax list by virtue of their seizure by the Bank of North Dakota and the State Land D epartment is one of the factors. Table 23 shows the number of acres held by these two institutions and the United States government. The two districts 26 and 157, which have the highest ratio of non-taxable to taxable land also ranked very low in the assessed valuation per child enrolled. District 26 had the lowest valuation of the rural schools while 157 had only $2,726 per child enrolled. Neither one of these districts has railroad property. District 21 ranked third in the percent of non-taxable land but because it has considerable railroad property assessed it ranked well up in the list according to assessed valuation per child enrolled. 6,000 acres in Stammen district 26 have been taken over by the federal government in the upper Mouse River conservation program. The land that was purchased by the government usually did not include all the land held by the farmer so that there has been little change in the school population in this district while much valuable land in the river valley has been taken off the tax list through the government purchase. Districts 62 and 127 have no railroad properties to bring them a larger assessed valuation but in comparing Tables 22 and 23, it will be noted that these two districts had high assessed valuation per child of $6,234 and $4,423, respectively and at the same time they had no land

Table 23

Acres of Land Held by the State of North Dakota and the United States of America as Non-Taxable Land, 1937[a]

District Number	Acres Held by State of North Dakota and Bank of North Dakota	Acres Held by United States of America	Ratio of Total Acreage to Non-taxable Lands Held by State and Federal Governments
	Districts maintaining only one-room schools		
2	0		.000
3	1564		.068
4	480		.021
10	0		.000
17	160		.007
19	720		.031
21	320	1920	.155
26	480	6,000	.296
36	1,120		.049
42	808		.038
53	1,000		.043
58	1,320		.057
62	0		.000
64	639		.028
67	640		.028
70	2,079		.090
73	975		.042
79	72.24		.004
85	800		.071
92	932		.040
94	196		.008
102	1,120		.048
105	160		.009
106	640		.028
109	1,120		.048
111	1,600		.069
120	2,046		.105
122	1,480		.064
123	1,720		.088
127	0		.000
129	2,226		.116
130	160		.007
131	1,598.06		.069
144	1,403		.061
149	1,425		.062
150	1,359		.059
151	560		.024
152	434		.019
157	1,906		.166

Table 23 (Cont.)

Acres of Land Held by the State of North Dakota and the United States of America as Non-Taxable Land, 1937[a]

District Number	Acres Held by State of North Dakota and Bank of North Dakota	Acres Held by United States of America	Ratio of Total Acreage to Non-taxable Lands Held by State and Federal Governments
	Districts maintaining open country graded schools		
128	1,800		.078
	Districts maintaining town graded schools		
7	719		.038
16	960		.042
38	320		.017
41	1,752		.076
54	609.05		.026
63	1,100		.068
80	400		.028
95	1,360		.096
138	480		.035
153	2,040.58		.089
154	763		.039
155	480		.034
156	1,080		.080

[a]From the records of the county auditor and the county treasurer.

owned by either the State of North Dakota or the federal government. There seems to be a very definite relation between the ability of a school district to support education and the percentage of the land that is tax free by virture of possession by the state or federal government.

Assessed Valuation of Public Utilities

Another factor in the relative ability of the school districts to support schools is the assessedvaluation of public utilities. These include the railroads, telegraph and telephone companies and gas and electric companies. Their properties are assessed and credited to the districts in which they lie. For some time the injustice of this method of assessment has been seen by persons interested in equitable and just distribution of the tax burden. The tables and figures which follow attempt to show the relation of the inability of districts to support schools and the present method of assessing public utilities property.

There are only eleven rural districts out of thirty nine which have railroad property within their borders, (Table 24). District 157 has only one-tenth of a mile which does not materially aid the district as far as tax money is concerned. District 4 which is just east of Minot has the greatest mileage of railroad outside of Minot with an assessed valuation of $187,226. This district has the greatest ability to support schools, (Table 22). District 109 with a valuation of $174,228 ranks second, at the same time, ranking second in ability to support schools. Every rural one-room district having railroad mileage,

Table 24

Assessed Valuation of Railroad Property and Miles of Railroad in the School Districts of Ward County. as of June 30, 1936

District Number	Mileage of Railroad	Assessed Valuation of Railroad
	District maintaining only one-room schools	
2	10.02	$158,320
4	18.78	187,226
10	6.13	29,442
17	6.78	34,429
21	3.71	19,792
42	2.82	14,320
73	3.90	57,720
109	8.15	174,228
120	1.09	2,001
122	2.15,	6,450
157	.10	300
	Districts maintaining town graded schools	
7	10.71	$145,804
16	5.14	21,577
38	9.52	136,800
41	13.77	287,174
54	15.70	238,718
63	5.53	53,712
80	3.79	53,068
95	7.38	21,245
138	6.16	17,467
153	7.06	20,285
154	3.94	72,493
155	5.79	23,726
156	4.68	22,081
	Minot special school district	
1	32.43	632,480

[a]From the county auditor's records, Ward county, North Dakota.

except district 157 with only $300 valuation, ranks close to the average or above in ability to support schools. There is a very definite relation between railroad assessment and ability.

All the town graded school districts have railroad property with Surrey district 41 having a valuation of $287,174. This is well over half of the total $512,113 assessed valuation of the district. Berthold district 54, having a railroad valuation of $238,718 has a total valuation of $533,045, which places its railroad property as assuming half of the tax burden for school purposes from local revenue. All town graded districts with railroad property assessed at more than $100,000 are well above the average for the town school in ability to support education. The assessed valuation of public utilities properties per child enrolled in the different school districts is shown in Table 25 by three types. The railroads have the largest valuation followed by the light and power utilities. In Table 26 is shown the assessed valusation per per child enrolled. Some comparisons with Table 22 are interesting. Rural districts 4 to 109 with total assessed valuations per child enrolled of $16,335 and $12,699, respectively, have public utilities assessed valuations of $7,666 and $7,116, respectively. Thys district 109 has over half of its valuation in public utilities properties. Needless to say, these districts, so favorably situated, do not begin to use these utilities to the extend that they are benefited by them. The two town graded

Table 25

Assessed Valuation of Public Utilities in Ward County, 1936[a]

District Number	Railroad Valuation	Light and Power Valuation	Communi-cations Valuation	Total Public Utilities Valuation
	Districts maintaining only one-room rural schools			
2	$158,320	$5,339	$4,780	$168,439
3	- -	- -	120	120
4	187,226	276	4,141	191,643
10	29,442	224	1,740	31,406
17	34,429	2,762	4,385	41,576
19	- -	232	15	247
21	19,792	- -	2,838	22,630
26	- -	- -	600	600
36	- -	812	- -	812
42	14,320	- -	900	15,220
53	- -	3,042	3,389	6,431
58	- -	- -	- -	- -
62	- -	- -	- -	- -
64	- -	- -	- -	- -
67	- -	- -	- -	160
70	- -	- -	3,385	3,385
73	57,720	- -	390	58,110
79	- -	4,167	- -	4,167
85	- -	- -	179	179
92	- -	2,028	338	2,366
94	- -	4,918	- -	4,918
102	- -	- -	- -	- -
105	- -	- -	610	610
106	- -	- -	140	140
109	174,228	- -	3,675	177,903
111	- -	- -	154	154
120	2,001	- -	425	2,426
122	6,450	3,549	- -	9,999
123	- -	2,028	319	2,237
127	- -	190	3,372	3,562
129	- -	- -	265	265
130	- -	- -	145	145
131	- -	- -	26	26
144	- -	3,060	- -	3,060
149	- -	- -	4	4
150	- -	- -	- -	- -
151	- -	- -	3,423	3,423
152	- -	- -	210	210
157	300	3,549	116	3,965
	District maintaining open country graded schools			
128	- -	34	7	41

Table 25 (Cont.)

Assessed Valuation of Public Utilities in Ward County, 1936

District Number	Railroad Valuation	Light and Power VAluation	Communications Valuation	Total Public Utilities Valuation
	District maintaining town graded schools			
7	$145,805	$1,799	$3,052	$150,656
16	21,577	761	1,220	23,558
38	136,800	1,300	2,934	141,034
41	287,174	4,427	3,085	294,686
54	238,718	2,112	5,939	246,769
63	53,712	1,343	1,050	56,105
80	53,068	2,109	630	55,807
95	21,245	2,626	2,543	26,424
138	17,467	3,043	3,218	23,728
153	20,285	2,408	2,762	25,455
154	72,493	3,575	2,054	78,122
155	23,726	1,635	2,784	28,135
156	22,081	-----	3,279	25,360
	Minot special school district			
1	632,480	722,577	2,985	1358,042

[a]From the county auditor's records, Ward County, North Dakota.

Table 26

Comparison of the A ssessed Valuation of Public Utilities With Pupil Enrollment in the School Districts of Ward County

District Number	Assessed Valuation of Public Utilities, 1936[a]	Child Enrollment, 1935-36[b]	Assessed Valuation Per Child Enrolled
Districts maintaining only one-room rural schools			
2	$168,439	2	$84,219
3	120	21	5
4	191,643	25	7,666
10	31,406	51	616
17	41,576	45	946
19	247	31	8
21	22,630	18	1,257
26	600	57	11
36	812	31	26
42	15,220	22	692
53	6,431	59	109
58	----	63	---
62	----	31	---
64	----	43	---
67	160	37	4
70	3,385	32	106
73	58,110	32	1,816
79	4,167	38	110
85	179	34	5
92	2,366	22	108
94	4,918	105	47
102	----	32	---
105	610	20	31
106	140	33	4
109	177,903	25	7,116
111	154	18	9
120	2,426	12	202
122	9,999	35	286
123	2,347	26	90
127	3,562	39	91
129	265	23	12
130	145	20	6
131	26	20	1
144	3,060	33	93
149	4	47	---
150	----	34	---
151	3,423	37	93
152	210	51	4
157	3,965	22	180
Total			
Average	592,009	1,324	447[c]

Table 26 (Cont.)

Comparison of the Assessed Valuation of Public Utilities With Pupil Enrollment in the School Districts of Ward County

District Number	Assessed Valuation of Public Utilities 1936[a]	Child Enrollment, 1935-36[b]	Assessed Valuation Per Child Enrolled
	Districts maintaining open country graded schools		
128	$41	49	$1
	Districts maintaining town graded schools		
7	150,656	148	1,018
16	23,558	128	184
38	141,034	100	1,410
41	294,686	129	2,284
54	246,769	221	1,117
63	56,105	59	951
80	55,807	84	664
95	26,424	133	199
138	23,728	217	109
153	25,455	175	145
154	78,122	75	1,042
155	28,135	77	365
156	25,360	138	184
Total	1,175,839	1,684	
Average			698
	Minot special school district		
1	1,358,042	3,060	444

[a] From the records of the county auditor, Ward County

[b] Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

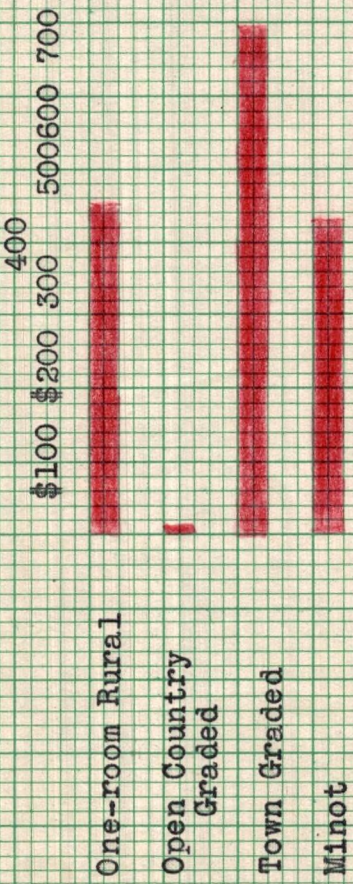
[c] School district number 2 is excluded from the averages since many of its pupils attend other schools as tuition pupils.

districts benefiting most from the present method of assessment are Surrey and Berthold with assessed valuations per child of public utilities properties of $2,284 and $1,117 respectively. Surrey ranks third of all the school districts on the basis of assessed valuation per child.

In the averages the town graded schools benefit most by the present method with $698 per child enrolled. The rural school districts have $447 per child while Minot has $444 per child. The lone rural consolidated school has only $1 per child. Figure 2 illustrates the averages. If only the rural districts having public utilities were included in the averages they would show greater benefit. The point to be emphasized here is that there is great inequality between the different school districts of the same type in both the rural and the town graded.

Figure 2

Average Assessed Valuation of Public Utilities Per Child Enrolled in Ward County 1935-36



Effect of State Equalization Fund on Ability

Cognizant of the inability of many of the districts to properly operate schools with the unequal revenue distribution, the 1935 state legislature passes the State Equalization Fund bill which provided for the distribution of funds to the districts on the teacher-unit basis, the basis of need, and the high school non-resident enrollment. The teacher-unit distribution was shared by all the schools according to the number of teachers employed. Tuition payments depended on the number of non-resident pupils from school districts in North Dakota which did not maintain their own high s chools. Previously, the school districts without high schools paid tuition from the general fund of the districts. School districts which had proven to the satisfaction of the state department of education that they had shown a maximum effort to support their schools, were eligible for funds from the state equalization fund on the basis of need.

Not all the districts which benefited from the fund on the basis of need had either or both certificates of indebtness or warrants outstanding Table 27. Of the 39 one-room rural school districts, 21 received aid on the basis of need. Eight received aid for the maximum seven months. The six districts receiving aid for six months started school one month later than those receiving aid for the full time. Thus, a school starting in October and operating one month later than a school starting in September, was eligible for one month later less aid even if the need was as urgent. Twelve of the

Table 27

Comparison of the Receipts on the Basis of Need and Effort Shown by the School Districts of Ward County in 1936[a]

District Number	Number of Months Eligible For Aid		1935 Tax Levy in Mills	Certificates of Indebtedness, Outstanding, June 30, 1935	Warrants Outstanding, June 30, 1935
			Districts maintaining only one-room rural schools		
3	3	$240	14	$554.00	-------
42	2	160	12.64	------	-------
53	6	960	19.43	------	$690.83
58	6	960	14	------	862.03
62	1	160	4.92	------	-------
64	6	960	14	800.00	-------
67	4	640	13.95	------	-------
92	3	360	14	------	-------
102	4	640	11.72	------	147.59
106	7	1.120	14	1,500.00	------
111	7	840	9.90	2,000.00	1,343.92
120	6	480	10.97	-------	------
122	7	800	12.98	-------	1,122.68
123	5	600	14	500.00	2,409.96
129	6	720	14	100.00	404.17
130	7	840	13.28	------	214.05
131	7	560	14	235.00	551.07
149	7	800	12.72	1,500.00	------
150	7	840	12.77	-----	143.42
152	7	1,120	14	1,500.00	-----
157	6	480	14	1,489.80	1,047.57
			Districts maintaining town graded schools		
7	7	2,400	16.30	-----	91.28
16	7	840	25.57	-----	921.51
38	6	720	18	6,000.00	-----
54	7	1,400	18	5,000.00	-----
63	5	600	16	1,000.00	-----
80	7	840	27	1,500.00	486.29
95	7	840	27	6,037.00	911,85
138	7	1,120	27	2,100.00	-----
153	7	1,120	27	3,800.00	4,864.50
154	7	840	18	-------	1,715.83
155	6	720	18	1,500.00	-------
156	5	800	27	2,500.00	-------
			Minot special school district		
1	6	14,160	16.65	84,000.00	-------

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

thirteen town graded districts received aid. Surrey district with next to the highest assessed valuation per child enrolled Table 21 was the only district ineligible. Maximum effort included levying the legal limit in mills for general school purposes. Only eleven of the 21 rural districts levied the legal limit in 1935. Ten of the twelve town schools qualifying levied the limit, while of this number six exceeded the legal limit by special election. District 62 had a mill levy of only 4.92 mills when the legal limit was 14 mills and it had no outstanding current fund indebtedness.

On the basis of the mill levy the town graded schools showed the maximum effort in 1935 (Table 28). The Minot district did not compare favorably with the other schools when it is considered that the legal limit is 18 mills. Individual rural school districts did not levy the legal limit. Other factors may have entered in to qualify these districts, such as the relatively large current indebtedness of the Minot district in the form of certificates of indebtedness.

Table 28

Average Tax Rate of the Various Types of School Districts of Ward County Qualifying for Aid on the Basis of Need[a]

Type of District	Average Number of Months Qualifying	Average Tax Rate 1935	Average Indebtedness for Current Expenses
One-room rural	5.2	13.11	$910.29
Open country	0	14.91	0
Town graded	6.5	22.07	3,202.35
Minot	6	16.65	84,000.00

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

It will be note that only the town graded schools showed the maximum effort by the amount of the mill levy. District number 7 of the town graded schools (Table 26) had debts of $91.28 while its mill levy was only 16.30 mills. It is difficult to reach a technique for an equitable distribution and a measure for determining the need of the school districts but, from these statistics, it is evident that far from an ideal situation prevails and that every effort should be put forth to correct faults in the technique. The 1937 state legislature revised the state equalization fund law to include a provision that funds alloted on the basis of need were to be considered as a loan to the school district and only in extreme cases was it to be an out and out grant.

To measure the effect of the aid given by the state fro m the state equalization fund it is necessary to study the ratio of the tax receipts to the total revenue receipts (Table 29). In 1932-33 the tax receipts were 74.1 per cent of the total revenue receipts. The next year the percentage was 74.3. However, in 1934-35 when the equalization fund was in effect for the last three months of the school year, the percentage dropped

to 67.2. By 1935-36 the ratio was only 60.4. The receipts from taxes had been increasing each year since 1933-34 but the total revenue receipts had been increasing at a greater rate.

Table 29

Comparison of Revenue Receipts and Receipts from Taxes Levied by the School Districts of Ward County, 1933 to 1936, Inclusive[a]

Year	Total Revenue Receipts	Receipts From Taxes Levied	Ratio of Tax Receipts to Total Revenue Receipts
1932-33	$327,104.02	$242,562.54	74.1
1933-34	257,336.30	191,247.89	74.3
1934-35	348,929.39	233,863.75	67.2
1935-36	404,739.40	243,012.87	60.4

[a]Annual Reports of the County Superintendent, Ward County, North Dakota, 1933-36, Inclusive.

The school districts of Ward County received $73,125.00 from the state equalization fund in 1935-36 on the basis of need and on the teacher-unit basis (Table 30). This represented 18 per cent of all the revenue receipts for the year. If the state aid were not a part of the revenue receipts of 1935-36, the ratio of tax receipts to revenue receipts would be the same as for former years, 73.2 per cent. The tuition funds received are not included in the state aid since these funds were available in other years. The state equalization law merely changed the source. It is evident that the state equalization law merely changed the source. It is evident that the state equalization fund has played an important part in releiving the distress of unfortunate school districts as shown by the ratio of tax receipts to total revenue receipts.

Table 30

Relation of the State Equalization Fund Receipts to the Total Revenue Receipts and Local Tax Receipts in the School Districts of Ward County, 1935-36[a]

Type of Receipt	Amount of Receipts	Ratio to Total Revenue Receipts	Ratio to Revenue Receipts Less Basis of Need and Teacher-unit
Basis of need	$39,680.00		
Teacher-unit	33,445.00		
State equalization fund receipts less tuition	73,125.00	.18	
Revenue receipts. 1935-36	404,739.40		
Revenue receipts less basis of need and teacher-unit	331,614.40		.732
Revenue receipts from taxes levied locally	243,012.87		

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

The amount of money received by the districts from the state equalization fund per child enrolled varies greatly (Table 31). In this table the districts are placed in the order of their ability to maintain schools on the basis of the assessed valuation per pupil. District 120 ranking fourth in ability receives $61.15 per child from the state equalization fund. This is over 41 per cent of the total expended per child enrolled by the district. District 106 with an assessed valuation per child well above the average, receives $47.20 per child enrolled from the fund which is over 70 per cent of the total expenditures per child. Five town graded districts which have the least fund ability to support education receive from 21 to 42 per cent

of their funds to cover expenditures from the state equalization fund. There is definitely no relation between the ability to support schools on the basis of the assessed valuation per child and the amount received as aid from the state (Figure 3). Districts numbers 120,11, 130, 129, 131, 102, and 106, all above the median in ability appear to be receiving more than their share on the basis of ability.

Table 31

Comparison of the Expenditures and State Equalization Fund Per Pupil Enrolled in Districts of Ward County.[a]

District Number	Type of District[c]	Assessed Valuation Per Child Enrolled, 1935-36	Equalization Fund Per Child Enrolled	Expenditures Per Child Enrolled	Ratio Per Pupil Enrolled, 1935-36
2	R	$200,706	$50.75	$2330.61	.022
4	R	16,335	8.26	83.25	.099
109	R	12,699	9.52	86.45	.110
120	R	10,350	61,15	147.52	.414
42	R	9,348	16.50	123.92	.133
111	R	8,417	58.72	97.17	.605
92	R	8,122	32.41	119.53	.271
21	R	7,659	9.53	96.14	.099
36	R	6,326	8,56	81,83	.104
19	R	7,234	9,26	82.17	.112
73	R	6,282	13.12	95.32	.137
62	R	6,234	8.24	62.88	.131
130	R	5,644	58.04	81.03	.716
105	R	5,550	8.23	76.90	.107
129	R	5,325	43.63	84.81	.515
70	R	4,990	8.97	58.72	.155
3	R	4,710	19.26	70.56	.273
131	R	4,685	39.78	79.44	.501
102	R	4,532	30.72	72.05	.426
127	R	4,423	7.29	61.59	.118
17	R	4,410	9.18	51.13	.179
106	R	4,089	47.20	67.02	.704
10	R	4,065	7.69	68.71	.112
79	R	4,059	6.91	50.49	.136
38	T	3,973	13.56	101.99	.133
41	T	3,970	5.01	71.05	.071
144	R	3,880	7.95	64.95	.122
67	R	3,874	26.85	78.13	.343
128	O	3,742	4.57	68.10	.067

Table 31 (Cont.)

Comparison of the Expenditures and State Equalization Fund Per Pupil Enrolled in Districts of Ward County.[a]

District Number[b]	Type of District[c]	Assessed Valuation Per Child Enrolled, 1935-36	Equalization Fund Per Child Enrolled	Expenditures Per Child Enrolled	Ratio Per Pupil Enrolled, 1935-36.
122	R	3,741	33.49	75.05	.446
64	R	3,713	34.19	60.60	.546
150	R	3,453	34.21	54.98	.622
151	R	3,465	9.08	63.64	.143
154	T	3,360	17.50	69.24	.252
63	T	3,223	20.21	82.91	.244
123	R	3,155	45.06	82.87	.544
94	R	2,797	5.33	28.13	.185
157	R	2,726	43.27	71.06	.609
149	R	2,509	24.57	50.65	.485
53	R	2,616	25.25	54.06	.467
7	T	2,487	15.56	55.61	.279
54	T	2,412	13.15	60.16	.218
80	T	2,397	19.10	81.11	.235
152	R	2,369	30.74	43.51	.706
85	R	2,324	6.58	41.45	.159
1	M	2,295	8.33	50.96	.164
58	R	2,292	27.93	51.15	.546
26	R	2,180	4.42	60.63	.073
155	T	2,012	17.79	55.51	.321
16	T	1,833	11.79	58.66	.201
153	T	1,608	19.61	61.60	.318
156	T	1,417	68.83	14.54	.211
95	T	1,067	20.24	63.11	.321
138	T	1,061	20.00	48.32	.414

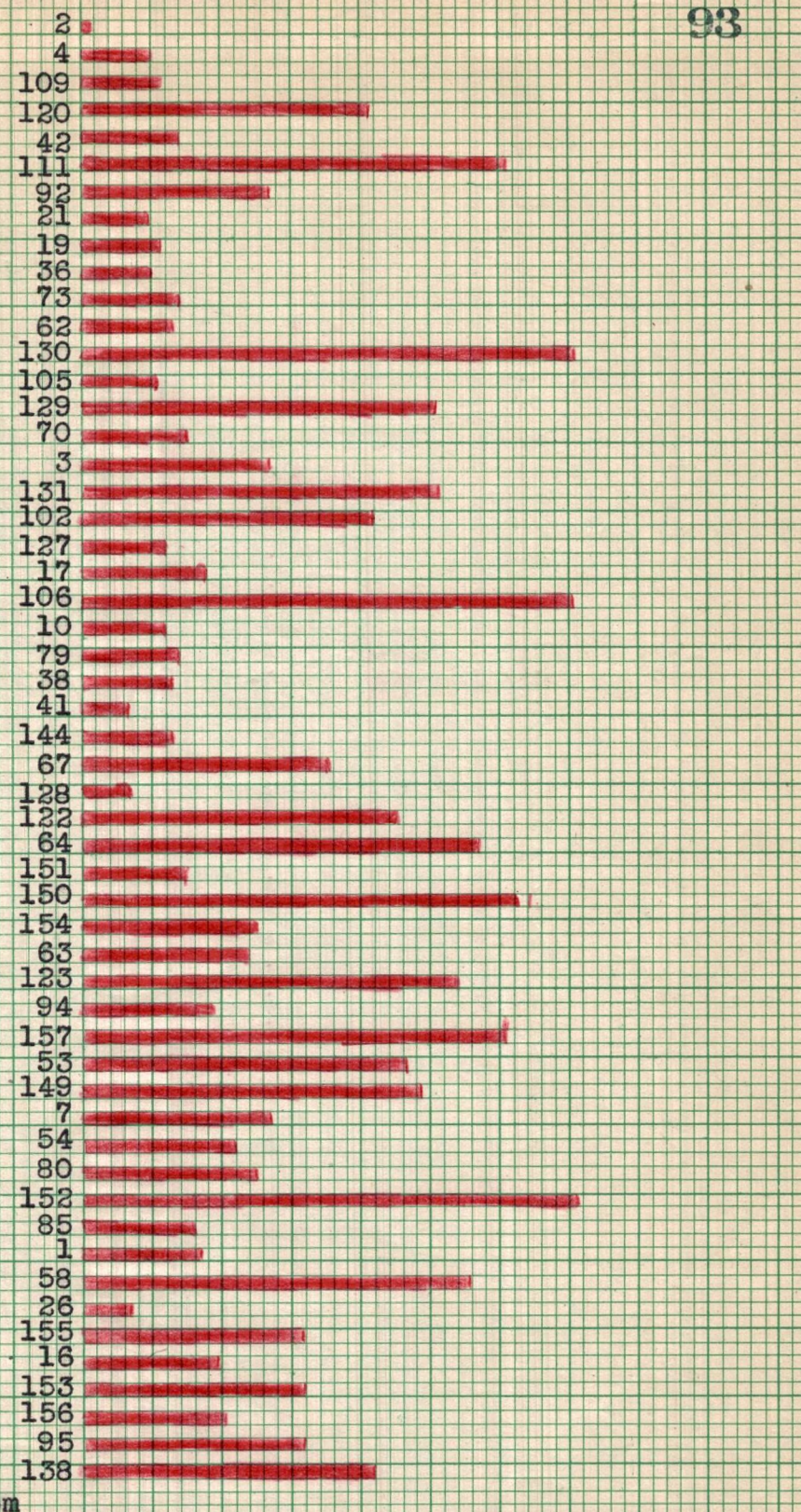
[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

[b]Districts are listed in the order of ability to support education on the basis of assessed valuation per child enrolled.

[c]R means rural, O, open country, T, town graded, M, Minot.

Figure 3

Percentage of School Revenue Derived From the State Equalization Fund Less the Tuition Portion of the Fund in the School Districts of Ward County 1935-36



[a] Districts placed in the order of their relative ability to support schools measured by the assessed valuation per child enrolled.

Summary of Chapter 4

With rural districts having approximately the same area there is a great variation in the assessed valuation of the districts. Rural districts show a smaller ratio in the payment of taxes than do town graded districts indicating either their inability or neglect. Town graded districts pay more taxes for their assessed valuation which may be due to the payment of taxes by large corporations that have their properties concentrated in urban areas.

The town graded districts have the greatest tax delinquency while the city of Minot has the least. Almost half of the taxes in the rural areas are delinquent. The town graded districts all show the same inability in tax payments while the ability varies greatly in the rural districts.

The difference in the wealth of the districts per child enumerated and enrolled is great. The wealthiest rural district. The town graded schools show the least ability to support education, when assessed valuation per child is used as the criterion.

The ability of a school district is very definitely affected by the percentage of farm lands held by the State of North Dakota and the federal government as tax exempt.

The school districts which have a large assessed valuation of public utilities are better able to support education than districts with no such property. There is great inequality between the different school districts in both the rural and town graded types.

Maximum effort of a school district is difficult to define on the basis of the districts whichhave received aid in Ward County. The tax mill levy is not in every instance up to the maximum. Not all the districts qualifying for aid show outstanding indebtedness which is an obligation against the uncollected taxes.

The state equalization fund has played an important part in equalizing the revenue to operate schools. There is no relation, however, between the ability on the basis of assessed valuation per child enrolled and the amount of money that has been received from this fund as an aid grant. Measuring ability by the wealth in the district, many schools are receiving aid disproportionate to their needs.

CHAPTER 5

COMPARISON OF THE EFFORT PUT FORTH BY THE SCHOOL DISTRICTS OF WARD COUNTY TO SUPPORT EDUCATION

The support of the schools by the districts requires effort and several factors have been used in surveys to measure the effort that districts have exerted in maintaining the educational system. It is not to be necessarily assumed that the district with the greatest wealth exerts the most effort. Neither can it be arbitrarily stated that since a district has the greatest wealth it is not necessary to levy as large taxes to support the schools. Where wealth is concentrated there is often greater population. There are many factors that must be studied to get a clear conception of the effort that is being put forth by a school district. Among these factors are enrollment, size of district, interest in high standards in the district, and the adequacy of the school plant. It is the purpose of this chapter to present data showing the relative effort exerted by the various districts with these factors in mind.

The Current Indebtedness as an Indication of Effort

When a district has exhausted its funds for operating the school it may advertize for the sale of certificates of indebtedness which are a first lien on the delinquent taxes. In Table 21 of Chapter 4 the relative high delinquency of tax payment is evident. A district when it cannot sell certificates is permitted to issue registered warrants which are payable when money is in the district treasury to take them up. If a district reaches this position, it may curtail its school program to stay within a cash basis. On the other hand, it may

be willing to exert every legal means to keep its schools operating at an efficient level and will take upon itself debts obligations in the form of certificates of indebtedness and registered warrants. Thus the district would be showing a maximum effort.

Table 32

Warrants and Certificates of Indebtedness Outstanding in the School Districts of Ward County in 1933-34, 1934-35, and 1935-36

District Number	1934 Warrants	1934 Certificates	1935 Warrants	1935 Certificates	1936 Warrants	1936 Certificates
		districts maintaining only one-room rural schools				
2						$1230.00
3				$554.00		
4						
10						
17						
19						
21						
26						
36						
42						
53	$809.27	$1,000.00	$690.83			
58	1,322.01	1,070.00	862.03		$496.66	
62						
64	495.59	800.00		800.00		
67						
70		675.00		675.00		
73						
79						
85				430.00		
92	1,165.39					
94		1,800.00		1,800.00		1,800.00
102			147.59			
105	443.66					1,500.00
106		1,500.00		1,500.00		1,159.20
109						
111	1,983.18	3,000.00	1,343.92	2,000.00	1,060.48	
120	601.09					
122	1,130.20		1,122.68			
123	2,262.93	1,700.00	2,409.96	500.00	2,676.36	352.00
127	462.81					
129	241.84		404.17	100.00	345.51	
130	261.60		214.05			
131	376.01	1,100.00	551.07	235.00	268,99	1,000.00
144						
149	413.92	3,000.00		1,500.00	771.96	1,500.00

Table 32 (cont.)

Warrants and Certificates of Indebtedness Outstanding in the School Districts of Ward County in 1933-34, 1934-35, and 1935-36

District Number	1934 Warrants	1934 Certificates	1935 Warrants	1935 Certificates	1936 Warrants	1936 Certificates
150	$492.08		$143.43			
151	467.66					
152	997.64	2,500.00	382.83	$1,500.00	$235.36	$1,150.00
157		2,472.00	1,047.57	1,489.80	1,809.78	918.80
Total	13,906.68	20,617.00	9,320.13	13,073.80	7,665.10	10,610.00
Average per child enrolled		23.79		16.32		13.78
	districts maintaining open country graded schools					
128	- -	- -	- -	- -	- -	- -
	districts maintaining town graded schools					
7			$91.28			
16	$2,419.24		921.51		$827.10	
38				$6,000.00	3,901.83	$7,500.00
41						
54		$5,000.00		5,000.00		
63		1,000.00		1,000.00		1,625.00
80		2,000.00	486.29	1,5000.00		4,200.00
95	134.96	5,480.00	911.85	6,037.00	3,616.82	2,500.00
138		4,000.00		2,100.00		
153	5,394.81	4,200.00	4,864.50	3,800.00	4,228.62	3,200.00
154	1,292.99		1,715.83		1,215.90	
155		1,500.00		1,500.00		1,500.00
156				2,500.00		2,500.00
Total	9,242.00	23,180.00	8,991.26	29,437.00	13,790.27	23,025.00
Average per child enrolled		17.92		22.34		21.87
	Minot special school district					
1		99,200.00		84,000.00		7,100.00
Average per child enrolled		32.02		27.04		2.33

[a]Annual Reports of the County Superintendent, Ward County, North Dakota, 1933-34, 1934-35, 1935-36.

At some time or other in the three school years under survey all the town graded schools except district 41 were in debt against the current levy for general school purposes (Table 32). The Minot special school district in 1934 showed the greatest per child enrolled current indebtedness. In that year the rural schools were in debt to a greater extent than the town graded schools. However, by 1936 a different situation prevailed. All three types of schools materially improved their position but the town graded schools found that they had to continue to issue certificates of indebtedness and registered warrants to continue operating their schools. The Minot district had reduced its per capita current debt to $2.33 from a high of $32.02 in 1934. The town graded school districts in 1936 had a per child enrolled current debt of $21.87 compared with $22.34 in 1935 and $17.92 while the one-room rural school districts had $13.78 debt in 1936 compared with $23.79 in 1934 and $16.32 in 1935 (Table 33).

Table 33
Comparisons of Current Indebtedness Per Child Enrolled in the Various Types of School Districts in Ward County in 1934, 1935, and 1936[a]

Type of District	Average Indebtedness Per Child Enrolled in 1934	Average Indebtedness Per Child Enrolled in 1935	Average Indebtedness Per Child Enrolled in 1936
One-Room rural	$23.79	$16.32	$13.78
Open country	- -	- -	- -
Town graded	17.92	22.34	21.87
Minot special	32.02	27.04	2.33

[a] Annual Reports of the County Superintendent, Ward County, North Dakota, 1933-34, 1934-35, and 1935-36.

While comparative ability is shown, the effort put forth by the various types is also indicated. The town graded schools went into considerable debt and have stayed in that position. They could have curtailed their school program still further and used some of the tax money to liquidate part of their current indebtedness instead of adding to the current indebtedness while taking up registered warrants and certificates of indebtedness.

The Bonded Indebtedness as an Indication of Effort

Bonded Indebtedness is incurred for the purpose of building or making other capital investment in equipment and for the purpose of retiring current indebtedness in the form of certificates of indebtedness and registered warrants. When the current debts are thus refunded, they become an obligation of the sinking fund and the incumbrance on the unpaid delinquent taxes for current expenses is removed. It is apparent that a school district which refunds its current indebtedness by placing it in the form of refunding bonds is exerting more effort than districts which maintain a cash basis, assuming that the districts are being operated efficiently.

Districts with a comparatively large bonded indebtedness for the purpose of building or adding equipment have shown more effort to maintain schools at a high standard than the districts which passively get along with inadequate equipment and facilities for proper instruction. In this respect since the consolidated school is the result of consolidation of rural one-room schools, the town graded and the open country graded schools showed greater effort in a building program (Table 34). There

Table 34

Ratio of the Bonded Indebtedness of the School Districts of Ward County to Assessed Valuation, 1935-36[a].

Number of District	Assessed Valuation 1935-36	Net Bonded Indebtedness 1935-36	Percentage Bonded Indebtedness to Assessed Valuation	Bonded Indebtedness Per Pupil Enrolled 1935-36
		districts maintaining only one-room rural schools		
36	$196,104	$2,000	1.0%	$64.51
53	154,379	3,500	2.2%	59.32
58	144,451	8,500	5.9%	13.49
67	143,365	1,000	.7%	27.03
79	154,279	3,000	1.9%	78.95
94	283,211	900	.3%	8.57
106	134,936	2,000	1.5%	60.61
123	82,045	4,800	5.8%	18.46
131	93,703	8,000	8.6%	400.00
149	117,905	6,500	5.5%	138.30
150	117,419	1,000	.9%	29,41
157	59,983	5,000	8.4%	227.27
Total		46,200		
Average[b]		1,185		3.48
		districts maintaining open country graded schools		
128	$183,359	$6,000	3.3%	$122.45
		districts maintaining town graded schools		
16	$234,648	12,500	5.3%	$97.66
38	397,367	16,700	4.2%	167.00
54	533,045	48,600	9.1%	219.91
80	201,428	8,000	3.9%	95.24
95	142,035	52,100	36.6%	391.73
138	230,238	22,100	9.6%	101.85
153	281,407	54,000	19.2%	308.57
154	252,066	5,000	1.9%	66.67
155	154,944	9,000	5.8%	116,88
156	195,582	12,000	6.1%	86.23
Total		240,000		
Average[b]		18,461		142.52
		Minot special school district		
1	7,027,327	540,500	7.7%	176.63

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

[b]All the school districts are included in the averages

were individual school districts maintaining one-room schools which were heavily bonded. District 131, for example, had the highest per child enrolled bonded indebtedness in the county with $400. Yet there were only 12 rural school districts out of 39 which had any bonded indebtedness. District 131 of the rural schools also had the highest percentage of bonded indebtedness compared to the assessed valuation. Five of the 12 rural districts exceeded the legal limit of 5 percent, indicating that the patrons of these districts assumed the extra obligation by choice at the ballot box. The one open country consolidated school had a per child enrolled bonded endebtedness of $122.45. The consolidated schools generally had to bond provide for the proper facilities for consolidation.

An extremely grave financial situation shows itself in the data on the town graded schools. Douglas special school district 95 had a bonded debt of $391.73 per child enrolled in 1935-36 and a bonded debt which is 36.6 per cent of the assessed valuation. Even by voting the extra 5 per cent, the very limit would be 10 per cent of the assessed valuation. At the same time this district had $6,116.92 current indebtedness. The total indebtedness of the Douglas district represented 41 per cent of its assessed valuation. Makoti district 153 has $308.57 bonded indebtedness per child enrolled equaling 19.2 per cent of the assessed valuation. The twon graded schools as a type compare favorably with the Minot district in the maximum effort shown on the basis of bonded indebtedness. In this respect the rural one-room districts with only $3.48 bonded indebtedness per child

enrolled are showing very little effort comparatively in buildings and equipment. The Minot district had $176.63 bonded indebtedness per child enrolled or 7.7 per cent of its assessed valuation.

The Tax Rate as an Indication of Effort

The tax mill levy for general school purposes is a partial indication of the effort of a school district. By law the maximum levy is fixed at 14 mills for rural one-room districts, 16 mills for consolidated districts, and 18 mills for districts maintaining four years of high school. Up to the time of the enactment of the state equalization fund law which provided for state high school tuition, districts not maintaining high schools were permitted to levy 4 additional mills for the payment of high school tuition. In reading Table 35, therefore, it is necessary to take into consideration the drop in levy because of the state equalization fund. Twenty one of the 39 rural one-room school districts in 1935-36 levied the legal limit while only one exceeded the limit. This was made possible by the provision in the law which allows a district upon favorably action of sixty per cent of the votes cast to increase the tax levy fifty per cent beyond the legal limit. Only two of the 13 town graded districts did not levy the legal limit, district 7 and 41. Both these districts, Burlington and Surrey showed ability above the average (Table 22, Chapter 4). Six of the 13 districts voted the extra fifty per cent levy. The Minot school district in 1933-34 and 1934-35 levied the legal limit but in 1935-36 it was 1.35 short of the legal limit. Averages mean little in comparing

Table 35

Tax Rate for General School Purposes for 1934, 1935, and 1936 in the School Districts of Ward County,[a]

District Number	1934 Tax Rate in Mills	1935 Tax Rate in Mills	1936 Tax Rate in Mills
	districts maintaining one-room rural schools		
2	16.11	18.00	14.00
3	11.97	16.39	14.00
4	6.60	7.69	7.71
10	16.24	18.00	14.00
17	12.44	14.79	11.34
19	14.18	13.14	7.08
21	16.40	18.00	14.00
26	18.00	18.00	16.00
36	16.43	18.00	14.00
42	11.62	12.47	12.64
53	21.00	20.84	19.43
58	18.00	16.73	14.00
62	12.33	13.93	4.92
64	14.80	14.86	14.00
67	12.77	12.93	13.95
70	14.97	17.97	14.00
73	15.11	14.74	9.45
79	15.97	16.03	9.72
85	18.00	18.00	14.00
92	16.87	16.72	14.00
94	12.56	14.83	9.95
102	16.72	18.00	11.72
105	17.90	18.00	14.00
106	18.00	18.00	14.00
109	11.09	7.95	7.88
111	18.00	11.62	9.90
120	17.98	18.00	10.97
122	18.00	17.94	12.98
123	18.00	18.00	14.00
127	18.00	18.00	14.00
129	18.00	18.00	14.00
130	14.85	16.50	13.28
131	18.00	18.00	14.00
144	16.82	17.13	9 .38
149	18.00	18.00	12.72
150	18.00	18.00	12.77
151	18.00	18.00	14.00
152	18.00	18.00	14.00
157	16.94	17.72	14.00
	Districts maintaining open country graded schools		
128	17.05	14.91	12.54

Table 35 (Cont.)

Tax Rate for General School Purposes in the Various School Districts of Ward County in 1934, 1935, and 1936

District Number	1934 Tax Rate in Mills	1935 Tax Rate in Mills	1936 Tax Rate in Mills
	districts maintaining town graded schools		
7	18.00	18.00	16.30
16	27.00	27.00	25.57
38	18.00	18.00	18.00
41	16.34	18.00	17.69
54	18.00	18.00	18.00
63	17.10	16.90	16.00
80	25.14	27.00	27.00
95	27.00	27.00	27.00
138	27.00	27.00	27.00
153	27.00	27.00	27.00
154	18.00	18.00	18.00
155	18.00	18.00	18.00
156	27.00	27.00	27.00
	Minot special school district		
1	18.00	18.00	16.65

[a]Annual Reports for the County Superintendent, Ward County, 1933-34, 1934-35, and 1935-36.

one year with another since the state equalization fund takes the place of the four mill levy for school not having high school instruction. The legal limit for the open country consolidated school was 16 mills but its levy has been cut to 12.54 mills for the 1935-36 year. The levy for 1935-36 has been definitely affected by the state equalization law.

Effort as Indicated by Ratio of Assessed Valuation Per Child Enrolled to the Expenditures Per Child Enrolled

The assessed valuation per child enrolled is defined as the wealth of the school district since most of the funds for operating schools are secured from a tax levy on the property of the district. The expenditure per child enrolled for ordinary school expenses indicates the effort that is being put forth. The ratio

of the indebtedness to the assessed valuation is a satisfactory index of the effort of the district to support education. Several county surveys previously completed have used the average assessed valuation and the average expenditures per child over a period of years as the basis for arriving at the effort ratio. There are several reasons why in using the years 1933-34, 1934-35, and 1935-36 it is a better indication of the effort by using only the 1935-36 statistics. In the first place in 1935-36 the state equalization fund was in full operation and the expenditures of the rural schools was considerably changed during that year since they were not obligated in respect to high school tuition. Considerable aid was given to various districts which affected the tax mill levy. Second, in 1934-35 the state equalization fund was in operation for three months of the school year, necessarily affecting the effort of the schools to varying degree from 1935-36. Third, in 1933-34 federal aid was given to some of the school districts. This situation threw the accounting systems of the school districts out of line for the salaries to teachers were paid directly to the teachers for several months from federal funds. The funds did not go through the hands of the treasurer or the clerk of the district so the expenditure for 1933-34 cannot be used as a reliable indication of effort. It is likely that the present equalization law will remain in effort with only minor changes for some time. Therefore, it appears that the 1935-36 expenditures, the 1935-36 assessed valuation, and the 1935-36 tax mill levy are satisfactory in arriving at a relatively reliable indication of the effort shown by the school districts.

Table 36

The Ratio of Expenditures Per Child Enrolled to the Assessed Valuation Per Child Enrolled in the School Districts of Ward County, 1935-36[a]

District Number	Expenditure Per Child Enrolled	Assessed Valuation Per Child Enrolled	Ratio of Expenditure to Assessed Valuation
Districts maintaining only one-room rural schools			
2	$2,330.61	$200,706	.0116
3	70.56	4,710	.0150
4	83.25	16,335	.0051
10	68.71	4,065	.0169
17	51.13	4,410	.0116
19	82.17	7,234	.0114
21	96.14	7,659	.0126
26	60.63	2,180	.0278
36	81.83	6,326	.0129
42	123.92	9,348	.0133
53	54.06	2,616	.0207
58	51.15	2,292	.0223
62	62.88	6,234	.0101
64	60.60	3,713	.0163
67	78.13	3,874	.0202
70	58.72	4,990	.0118
73	95.32	6,282	.0152
79	50.49	4,059	.0124
85	41.45	2,324	.0178
92	119.53	8,122	.0147
94	28.13	2,797	.0101
102	72.05	4,532	.0159
105	76.90	5,550	.0139
106	67.02	4,089	.0164
109	86.45	12,699	.0068
111	97.17	8,417	.0115
120	147.52	10,350	.0143
122	75.05	3,741	.0201
123	82.87	3,155	.0263
127	61.59	4,423	.0139
129	84.81	5,325	.0159
130	81.03	5,644	.0144
131	79.44	4,685	.0170
144	64.95	3,880	.0167
149	50.65	2,509	.0202
150	54.98	3,453	.0159
151	63.64	3,465	.0184
152	43.51	2,369	.0184
157	71.06	2,726	.0261
Average	73.14	4,661	.0164

Table 36 (cont.)

The Ratio of Expenditures Per Child Enrolled to the Assessed Valuation Per Child Enrolled in the School Districts of Ward County, 1935-36[a]

District Number	Expenditure Per Child Enrolled	Assessed Valuation Per Child Enrolled	Ratio of Expenditure to Assessed Valuation
	Districts maintaining open country graded schools		
128	$68.10	$3,742	.0182
	Districts maintaining town graded schools		
7	55.01	2,487	.0221
16	58.66	1,833	.0320
38	101.99	3,973	.0255
41	71.05	3,970	.0179
54	60.16	2,412	.0249
63	82.91	3,223	.0257
80	81.11	2,397	.0339
95	63.11	1,067	.0591
138	48.32	1,061	.0455
153	61.60	1,608	.0383
154	69.24	3,360	.0206
155	55.51	2,012	.0276
156	68.83	1,417	.0486
Average	64.42	2,202	.0293
	Minot special school district		
1	50.96	2,296	.0222

[a]Annual Report of the County Superintendent, Ward County, North Dakota, 1935-36.

The town graded school districts again showed the maximum effort in maintaining their schools with a ratio of .0293 (Table 36). Douglas special district 95 showed over three times as much effort than Surrey school district 41. In the rural school districts 4 and 109 showed little effort in comparison with districts 26, 123, and 157. The Minot special district with an effort ratio of .0222 is considerably above the average for the rural schools, .0164.

Tables 37 shows the relative position of the various school districts according to type. Twelve of the thirteen town graded districts were above the median in effort. Seven of the town

Table 37

Comparison of the Ratio of Expenditures Per Child Enrolled to the Assessed Valuation Per Child Enrolled in the School Districts of Ward County, 1935-36

Ratio in Ten Thousandths	Rural One-room Schools	Open Country Schools	Town Graded Schools	Minot Special School
500-600			#95	
450-500			#138,156	
400-450				
350-400			#153	
300-350			#16,80	
290-300				
280-290				
270-280	#26		#155	
260-270	#123,157			
250-260			#38,63	
240-250			#54	
230-240				
220-230	#58		#7	#1
210-220				
200-210	#53,67,122, 149		#154	
190-200				
180-190	#151,152	#128		
170-180	#85,131		#41	
160-170	#10,64,106, 144			
150-160	#3,73,102, 129,150			
140-150	#92,120,130			
130-140	#42,105,127			
120-130	#21,36,79			
110-120	#2,17,19,70, 111			
100-110	#62,94			
90-100				
80-90				
70-80				
60-70	#109			
50-60	#4			

districts showed a greater effort ratio than any of the rural school districts. The Minot districts ranked among the upper half of the school districts in the effort ratio. The one open country graded school district, 128, ranked near the median.

Maximum Effort as Shown by the Relative Position of the School Districts in an Effort Ratio and General Fund Mill Levy Table.

Knapp in his survey of Williams County[1] worked out a two-way table showing the position of the districts in relation to the effort ratio factor and the tax mill levy for general school purposes. This type of table gives an accurate comparison among the school districts of the maximum effort expended in maintaining the schools. The effort ratio is indicated in ten thousandths at the left margin and the general fund mill levy is shown across the table (Table 38). The closer to the top and to the right of the table a district is, the greater is the effort to maintain schools. The lower in the table and the further to the left a district is indicates less effort.

The town graded school districts put forth the greatest effort to maintain their schools in 1935-36. Districts 95, 16, 156, 138, 153, and 80 are grouped in the upper right hand corner of the table. Four of the six districts levying 18 to 19.9 mills are town graded schools. District 41 with a large public utility assessed valuation was the lowest town graded school in the list. Again districts 4, and 109 of the rural districts maintaining only one-room schools showed the least effort of all the districts.

[1] Ivar Knapp. A Financial and Population Survey of the School Districts of Williams County, North Dakota, Unpublished Master's Thesis, University of North Dakota Library, 1936.

Their mill levies were less than 8 mills and their effort ratios less than 70 ten thousandths. District 26 of the rural group had put forth the greatest effort and district 53 ranked relatively high among the rural school districts. The Minot special school district ranked well above the median for the county but in relation to the town graded schools Minot was exerting the least effort of the town school districts excepting Burlington district 7 and Surrey district 41. All districts above the 210 ratio received state aid on the basis of need except district 26, a rural district which ranked high in the effort shown. (Table 27). Rural district 62 ranking third lowest in the two-way comparison of effort (Table 38) received aid from the state equalization fund on the basis of need. Districts 111, 102, and 120, showing relatively little effort in comparison to the other school districts also received state aid. Generally, though, the administration of the state equalization fund has followed the effort ratio and general mill levy distribution in dispensing the funds for aid on the basis of need. There are but few glaring exceptions as indicated in comparing Tables 38 and 27.

Summary of Chapter 5

A school district is showing maximum effort when instead of curtailing expenses by cutting out departments or further lowering salaries it issues certificates of indebtedness and registered warrants to take care of current expenses if the general fund is depleted.

The town graded schools have not been improving their position in respect to current indebtedness outstanding, indicating that

Table 38

Distribution Table Showing the Effort Put Forth by the School Districts of Ward County on the Basis of Effort Ratio and the General Fund Mill Levy for 1935-36.

Ratio in Ten-Thousands	General Fund Mill Levy 4-5.9	6-7.9	8-9.9	10-11.9	12-13.9	14-15.9	16-17.9	18-19.9	20-21.9	22-23.9	Over 24
500-600											#95
475-500											#138
450-475											#156
400-450											
350-400											
300-350											#153
290-300											#16,80
280-290											
270-280							#26	#155			
260-270						#157,123	#63	#38			
250-260								#54			
240-250											
230-240						#58	#7, 1				
220-230											
210-220											
200-210					#149,67,122			#154,53			
190-200											
180-190											
170-180					#128	#151,152	#				
160-170						#85,131	#41				
150-160			#144			#10,64,106					
140-150			#73	#102		#3,129					
130-140				#120	#150	#92					
120-130					#130	#105,127					
110-120			#79		#43	#21,86					
100-110	#62	#19	#111	#17		#2,70					
90-100			#94								
80- 90											
70- 80											
60- 70											
50- 60		#109									
		#4									

they were showing the maximum effort to keep their schools in operation. The Minot special school district had the least current indebtedness per child of any type of school in the country. The rural school districts had materially reduced their indebtedness in the past three years.

School districts which assume bonded indebtednesses for the purpose of building or adding equipment and for refunding outstanding indebtedness are showing more effort than districts which make no improvements except out of the current general fund. The town graded districts again showed the greatest effort and presented a very grave financial situation which needs the careful attention of persons interested in the equalizing of educational opportunities without undue burdens on groups of taxpayers unfortunate because of geographical location or other local factors.

The tax rate of 1935-36 is the only reliable indication of the effort exerted by the school districts since changes in the state law in regard to high school tuition and other aid from the state equalization fund have changed the tax rate materially. In accounting expenditures for the two years prior to 1935-36 no cognizance was given to the amount spent by the federal government in salaries paid directly to teachers, thus lowering the expenses for those years.

In the effort ratio, arrived at by comparing the expenditures per child enrolled and the assessed valuation per child enrolled, the town graded schools again showed the greatest effort. There was a wide variation in the effort shown by the different school districts.

In a two-way distribution table showing the effort ratio and the general fund mill levy the town graded school districts showed the greatest effort while most of the rural districts ranked near the middle or below. This comparison of the effort

ratio and the mill levy gives the best indication of the actual effort shown by the school districts in maintaining adequate instruction.

CHAPTER 6

THE TRANSPORTATION SITUATION IN WARD COUNTY

In studying the transportation system in a county the phases to be considered are, (1) the state law pertaining to transportation facilities, (2) the effect of roads upon transportation organization, (3) the relation of concentration of school enumeration to transportation, (4) the location of schools as affecting transportation facilities, and (5) the costs of the two systems of transportation used in the country.

Laws Pertaining to Transportation

After a school district has consolidated its schools, the board of education shall arrange for the transportation to and from school.[1] It is charged with the duty of establishing the routes for the school busses and adopting rules and regulations in regard to their operation. However, if a board finds that it is unable to make satisfactory arrangements for the transportation of pupils, it may direct that transportation be furnished according to the law pertaining to common school districts which are not consolidated. Thus it devolves upon the board to decide whether or not it is able to make satisfactory arrangements. In all the consolidated school districts of Ward County bus transportation is provided but in portions of some of the districts the family method is used since the board has in individual cases decided that it was unsatisfactory to both the families involved and the district.

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[1] Compiled Laws of the State of North Dakota, 1913, Vol. I, Sec. 1190.

In common school districts not consolidated the district is obligated to pay transportation to the family when the children reside at least two and one-quarter miles from the school.[2] The distances from then on are placed in zones with a scale of allowances to the family residing greater distance. Some districts do not have any transportation costs since no family having children of school age reside more than two and one-fourth miles from the school.

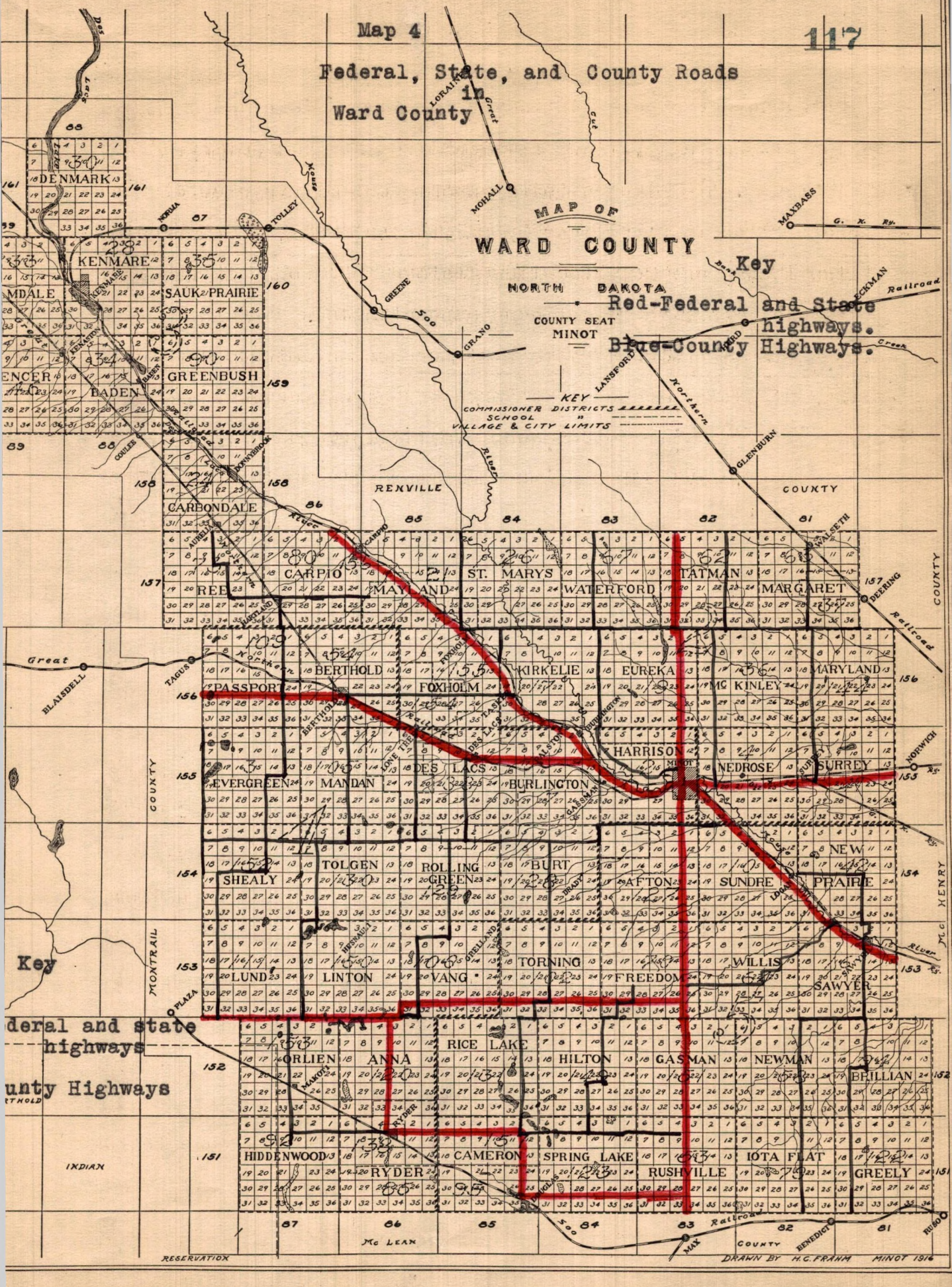
Roads

The system of roads in the county determines to a large extent the popularity of bus transportation to the schools. If the roads are adequately built to provide comfortable transportation the year around, much of the opposition to the transporting of school children from long distances disappears. As organized at present there are four distinct types of roads in Ward County. The federal government in cooperation with the state government maintains three federal highways in the county. (Map 4). The state has two other highways for which it assumes full responsibility. The county has a system of roads which generally are not built or maintained up to highway standards. The entrance of the federal government in its Works Progress Administration program of building farm to market roads will, no doubt, affect the road situation in Ward County. It has affected the county road building program by placing it at a standstill. These farm to market roads, sometimes called, "feeders" are being built with a high grade to minimize the effect of snow-blockades in the winter and are generally near

[2]Supplement to 1913 Compiled Laws of North Dakota, Annotated 1913-1925, Sec. 1342.

Map 4

Federal, State, and County Roads in Ward County



the specifications of highways according to the definition of the federal government. Since these roads are in the process of being located and being built, it is impossible to show them on the map. However, it can be assumed that it is the aim of the federal government to provide adequate transportation facilities to the nearest railroad market for every farm in the county.

Such a program leads one to conclude that the problem of keeping roads to the schools open for modern, efficient, and rapid transportation of children is not one involving a discussion of its feasibility or possibility. A transportation system in pace with the improved carriers is to be taken for granted.

Concentration of Rural Population

Where the rural families having children of school age are residing close together, the problem of transportation is simplified. In sparsely settled sections of the county problems not common to the more thickly populated areas arise.

Harrison district 2 located just west of Minot has the greatest concentration of school population of the rural districts (Map 4). All but two of the pupils enrolled in school in this district lived closer than two miles to Minot so no transportation was provided. The only expense to this district in the education of its children was the payment of tuition. The two pupils who were the exception received their education in their own home with the approval of the county superintendent. Districts 53, 85, and 94 ranked next in density of school

population. District 53 provided family transportation for three children. The other two districts had no transportation facilities. A large lignite strip-mine is located in district 95, accounting for its greater density. Districts 3 and 130 in the western part of the county were the most sparsely settled townships. The average for all the districts on the western edge of Ward County was considerably less than the average for the rural school districts of any other section of the county.

Transportation is not a problem in the town-graded school districts in respect to the pupils residing in the towns. However, all the town graded districts maintain transportation facilities for its country pupils. Since it was difficult to separate the town enumeration from the rural enumeration in these districts, all the consolidated districts having towns for their school centers were excluded from this map. The average density per square mile in the town graded districts would tell little in respect to the number of pupils for whom transportation facilities were necessary.

The Location of Schools and Transportation

A study of Map 2 in Chapter 2 shows that in some school districts the rural schools were so close together that the state law relating to the payment of transportation by the school disdid not apply. For instance, in district 85 no part of the school district was more than two miles from a school. This held true for district 53 also. In other districts the families were located no more than two miles from the schools. Town

graded districts 7 and 63 each maintained one rural one-room school in a part of the district which the patrons evidently considered inaccessible to the town school by the present transportation facilities.

The distance of the town graded schools from the nearest town graded school have a relationship to suggestions for changes in the transportation system which may become evident. It is possible for town-graded schools to be located so close together that inefficiency and waste result which could be corrected by the elimination of some schools. Lonetree district and Des Lacs district are only five and one half miles from the nearest town graded school (Table 39). Douglas is eleven and one half miles from the nearest town school, over twice as far as Lonetree and Des Lacs.

Table 39

Distance Between the Town Graded Schools and the Nearest Town Graded School

District	Miles to Nearest Town Graded School
Berthold #54	6
Burlington #7	8.5
Carpio #156	7.5
Des Lacs #38	5.5
Douglas #95	11.5
Foxholm #155	8.5
Hartland #80	8
Lone Tree #154	5.5
Makoti #153	9
Minot #1	6.5
Ryder #138	9
Sawyer #16	6
Surrey #41	8
Walseth #63	6
Median Distance	7.75

Transportation Costs

In 1936 18 school districts used the bus system of transportation (Table 40). Of these districts 13 were town graded districts while five were rural. Four of the town graded school districts provided family transportation for part of the rural enrollment. The rural school districts using family transportation numbered 28. The average number of districts using the bus system over a period of ten years was 18.4 districts and the average number using family transportation over the same period was 42.1. The number of districts using the two types of transportation in 1935-36 is below the average with 18 and 40, respectively.

The average cost per pupil transported by the bus system was more than twice as great as the average cost by the family system. The per pupil average for bus transportation was $37.81 while the average for family transportation was $17.86. In 1936 the cost per pupil by the bus system was only $33.56, almost four dollars less than the average. The cost by the family system was $16.17, slightly lower than the average for the ten year period. The year 1930 was the high for the per pupil cost of bus transportation. In that year the cost was $49.47. The year 1927 showed a high of $27.25 for the family system.

Numbers transported seemed to have little effect on the comparative cost of the two systems. The bus system transported an average of 817.4 pupils in the ten year period while the family system took care of 320 pupils. The greatest number transported by the bus system was in 1927 when 964 pupils were given this means of reaching school. The highest number of pupils

transported by the family system was in 1931 when 372 pupils were carried. The number transported by bus has shown a gradual decline from year to year. Most of these pupils attended town graded schools where the enrollment was increasing from year to year. It is to be inferred that the town school population has been increasing while the rural population in the same school districts has been dropping off.

Table 40

Comparisons of the Bus and Family Systems of School Transportation in Ward County, 1927 to 1936 Inclusive[a]

Year	Number of Districts Using Bus System	Number Transported by Bus System	Average Cost Per Year Per Pupil by Bus	Number of Districs Using Family System	Number Transported by family Systems	Average Cost Per Year Per Pupil by Family System
1927	15	964	$36.96	46	343	$27.25
1928	19	885	46.75	38	290	13.39
1929	20	872	48.46	44	349	14.63
1930	19	791	49.47	44	308	17.77
1931	19	762	40.22	46	372	21.18
1932	19	839	32.42	47	353	16.81
1933	18	888	27.00	43	347	13.45
1934	18	783	30.12	35	276	17.31
1935	19	710	33.17	38	270	20.66
1936	18	690	33.56	40	292	16.17
Average	18.4	817.4	$37.81	42.1	320	$17.86

[a]Annual Reports of the County Superintendent, Ward County, 1927 to 1936 inclusive.

Summary of Chapter 6

The State of North Dakota provides for two types of transportation, the family system and the bus system. The consolidated school district is required to provide for free transportation except in cases where it is not reasonably possible and in such cases the law provides that the school district must reimburse the family of the pupils involved by the rates established for the common school districts which are not consolidated.

The federal government in its Works Progress Administration project in Ward County is providing a system of roads from the farm to the market which closely resembles highway specifications. Roads are being built to provide transportation from the farm to the market at all times of the year and particular emphasis is being given to the construction of the roads in such a way as to minimize the effect of snowfall. The road system of the county is continually being improved and it is to be assumed that roads will keep pace with the better means of transportation.

The western edge of Ward County was the least populated area of the county. Harrison district 2 just west of Minot was the most densely populated rural area in the county because of its suburb district west of the Minot city limits. The problem of transportation becomes more and more difficult as the population becomes more and more scarce.

Some districts had the rural schools so close together that not one family in these districts was eligible for transportation allowance under the state law. Two town graded schools operated one rural one-roon school each for pupils that could be transported to the town school. Town schools show the same variation

in distances apart as the rural schools. Two schools in the towns are only 5.5 miles apart. The median distance apart of the town schools in Ward County is 7.75 miles.

The bus system of transportation cost more than twice as much per pupil transported than the family system even though the bus system carried more than twice as many pupils. The number of pupils transported to the town graded schools from the rural areas of these districts was gradually decreasing which indicated that the town school population was increasing since the school enrollment for the entire town graded district area was remaining almost constant.

Chapter 7

CONCLUSIONS AND RECOMMENDATIONS

As pointed out in Chapter 1 it is a foregone conclusion that our schools in North Dakota are not providing equal educational opportunities for all children. Unfortunately, this has come to the attention of the lay man, not because of a well directed plan of informing the public on the crisis in our schools, but by a period of severe economic reverses that make it apparent to the public that many school districts are curtailing their school programs.

It has been the purpose of this survey to study the present school situation in Ward County and, if possible, to draw conclusions and make recommendations to remedy some of the evils. The inequalities were assumed. The reasons for these inequalities may be drawn from the study of the situation in Ward County. Why do we have these inequalities?

First, there is a great unevenness in the distribution of wealth in the districts of the county. Some districts are peculiarly located in respect to public utilities. Other districts having natural resources such as coal deposits and streams adapted to irrigation. Not always does the population concentrate in these areas to the extent that the wealth concentrates. There is need for a broadening of the tax base and providing other sources of revenue than the property tax which at present is furnishing 60 per cent of the local revenue. According to the present laws, the revenue from other than property tax is at the miximum and if the school districts desire to improve their schools, they must levy additional taxes on the real and personal

property of the districts. Much land has been taken out of the tax lists when they became the property of the State of North Dakota through the Bank of North Dakota and the State Land Department.

Second, the school districts in Ward County are attempting to maintain a large number of small one-room schools with enrollments that are much below the standard for efficiency. The rural schools are forced to secure inexperienced teachers with inadequate preparation because they are unable to pay the salaries commensurate with experience and better training. By operating many small schools the equipment and plant are grossly inadequate because it is too expensive to equip many one-room schools. The investment per child in equipment for better teaching is beyond what the districts can afford. Rural children are being deprived of a high school education through the neglect of the state and county to assume more of the responsibility in seeing that all children regardless of geographical location receive the benefits of a secondary school education. Small town graded schools are being operated with the same handicaps. Too few teachers, too few pupils for effective teaching, too limited programs of studies, and inadequate equipment are only some of the realities of inequality of education that are being faced by the town graded schools of Ward County.

Third, there are inequalities in effort as well as ability among the school districts. Because a school district has the wealth is no indication that it is using that wealth to provide the best school facilities. A few of the school districts which

show great wealth per pupil are receiving more than their share of aid from the state equalization fund on the basis of need. The use of the state equalization fund is not affecting the number of one-room rural schools in operation.

Fourth, the equalization of opportunity in Ward County requires an adequate transportation system. The roads are at present inadequate and the schools are not located at strategic points for economic transportation. The family transportation system is used in more school districts but the bus system transports many more pupils. The cost of transportation by bus and by family constitutes an argument along economic lines for the family system. An education of the public is necessary to convince the patrons of the school districts that bus transportation aids in equalizing opportunities.

Recommendations

In this survey 131 different schools were included. Of these 115 were one-room rural schools, 13, town graded, and 8, schools in the city of Minot. The one-teacher school is still the prevailing unit in Ward County. This ismuch too small a unit for efficient schools and administration. The one-room school is the result of pioneer conditions. It grew out of the isolated conditions of the early settlers. It is not in keeping with modern means of transportation and communication. The people today, come from all parts of the county to central points for political rallies, club meetings, marketing, recreation, and church meetings, but they have a school system which is built on the idea that the schools must be in walking distance from the

home of the pupil.

The boundaries of the school districts are arbitrarily set up by the township lines and often do not follow the natural geographical areas. It is argued that the county unit plan would do away with these artificial barriers and substitute natural units, but the county has boundaries hindered in the same way as districts. In Ward County there are three town schools in the southwest part of the county that should draw a number of pupils from McLean County. In like manner Walseth, Sawyer, and Surrey in the easter part of the county should be the natural center for schools drawing students from Renville and McHenry counties. The county unit plan could only be accomplished by an arbitrary state law which would probably force some parts of the county against their own wishes to enter a county school organization. The county unit plan is not feasible. Therefore, another plan of consolidation is proposed.

The average number of pupils in each of the one-room schools in Ward County was 11 in 1935-36. Some schools have as few as four and five pupils. The per pupil cost is unreasonably high in these cases. These very small schools should join schools in the same district or in the neighboring district. In a study of rural schools in the state of Kansas[1] it was found that if the enrollment in the average one-room rural school were placed at 28 to 30 pupils, the number of schools would be reduced by one half. In North Dakota family transportation is not paid for by the district unless the pupils lives two and one quarter miles from the school. In Chapter 2 a study of Map 2 reveals that

[1]Practical Economies in School Adminstration, Educational Monograph of the University of Nebraska, No. 3 (March 1932) pp.152-153.

many schools are only from two to four miles apart. If all the rural schools were placed in such a way that no pupil would be more than two miles from a school and no schools closer than four miles, the number of one-room rural schools in the county would be reduced by one half. Even if there were no change in the district organization, such a reduction in the number of schools would provide a marked economy and would secure better teachers at better salaries for the remaining schools. It would be necessary, though, for neighboring districts to cooperate in sending pupils to the nearest school whether it is in the district or not. This could be worked out immediately and would provide partial remedies for some present glaring faults.

For a long time plan, however, the following recommendations are presented:

There are at present 14 town graded schools in the county including Minot. All of these are natural centers for elementary schools. Of these all but Sawyer, Foxholm, Lone Tree, Hartland, Burlington, Surrey, and Walseth, are natural centers for high schools. The seven schools mentioned are operating high schools but their proximity to larger high schools should encourage arrangements for transportating the high school pupils each day to the larger natural center. For instance, Sawyer is only six miles from a first class agricultural high school located at Velva. Surrey is on a paved road only eight miles from the Minot school. Walseth is only six miles from Deering in McHenry county. While roads are not adequate in all these cases, recommendations are made with the assumption that when the

feasibility of the plan becomes evident to the voters of the districts, the demand for better roads will have been answered or better roads will be insisted upon. The towns which would abolish their high schools do not have adequate buildings to take care of the high schools even at this time. The entire building in each district could thus be made adequate for the elementary grades. These schools would absorb nearby one-room rural schools.

Districts 53, 79, and 122 on the southern edge of the county have their natural centers outside of the county and would become parts of districts in McLean County. Six school districts between Minot and Max are too far from town graded schools so that it would be necessary to set up two or three, two-teacher schools in this area to take care of the elementary grades. In the sparsely settled western area, the one-room rural school is destined to fulfill its role but even here it is possible to reduce the number of schools. In this area high school pupils could not be transported each day from their homes because of natural barriers to good roads the year around. Provision for dormitories in the natural high school centers to which they would be assigned would be part of the plan. Carpio, Douglas, Ryder, Sawyer, and Surrey would draw students from other counties since their natural trade boundaries extend beyond the county. This further illustrates the inadequacy of the county unit plan to remedy present evils. Districts 131, 149, 151, 58, and possibly 76, all in the south and southeastern part of the county would have to have dormitories provided for their high school students in the towns, Natural geographical conditions here make transportation for such a long distance inadvisable.

Cooperative effort is the only feasible way to put this plan into effect. It is not the purpose of this survey to work out the plan in detail but to clarify the method one situation is worked out.

The Ryder special school district 138 has 21½ sections. It provides the bus system of transportation for both the high school and elementary pupils residing in these boundaries. To the south is district 85 with 17½ sections. There are two rural schools in this district. A well graded state highway runs through the center of this district into Ryder. It is necessary to convince the patrons of district 85 that while economies will result by closing the two schools and sending the children into Ryder, it is more important that their children are to receive equal opportunities with the Ryder school children. Part of districts 157 and 120 would be included in the same way. It will be impossible to convince the rural dwellers, however, that he should come into a district with a 27 mill levy when he is paying only 14 mills. These inequalities would have to be corrected by providing for more revenue from other sources and placing some of the property under a county-wide tax.

If the districts were enlarged to equalize the valuation of the districts, other types of inequalities would result. Some districts would become too large. Others might be even smaller than at present with the equalizing of the wealth. The only way that the wealth of the county can be spread to all the districts is to have a county-wide tax. County support should be increased by a county wide tax on public utilities and the receipts should

be prorataed back to the school districts on the basis of enrollment.

Since there are inequalities in wealth in the different counties state support should be further increased. At present 60 per cent of the revenue for the support of the schools in Ward County is raised locally by direct taxation. The state provided about 18 per cent of the revenue in 1935-36. This is encouraging in comparison with former years but to further minimize the inequalities of wealth it is necessary that this support be increased.

The state department of public instruction in cooperation with the county superintendent of Ward County has efficiently administered the state equalization funds for the county. The program was necessarily set up in haste to be affective for the school year, 1935-36. A few districts not receiving aid on the basis of need seemed more qualified for aid than some of the districts which received the aid. This disparity, while not justified from the compilations of this survey, may be explained under factors which did not come to the writers attention. A careful study of the measurements used to establish the need is urged. In 1935-36 one rural district received over 70 per cent of its funds for the operations of schools from the state equalization fund. Such a situation does not encourage the consolidation or elimination of schools. It makes the formation of more one-room rural schools for fewer pupils financially attractive to many of the rural districts.

The State of North Dakota in owning farm land in the county should assume the responsibilities of a land owner by contributing to the support of the schools. The land held by the Bank of North Dakota and the State Board of University and School Lands should be taxed as any other land in the county.

These recommendations may or may not be easily carried out but one thing is certain, what is lacking is not so much the absence of a plan as the understanding and sympathy of the public. Through the efforts of the North Dakota Education Association, the American Legion, and other organizations interested in our schools, a step has been made in presenting forward looking legislation relating to the equalization of opportunities of education. It is imperative that these and other organizations agressively put the facts before the public. It cannot be accomplished by the appointed leaders. The educator and interested layman in every district must acquaint the citizens with the facts. Then and only then can we be assured that a plan will be intelligently sponsored and passed which will give to every child in North Dakota his educational birthright.

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