

**Nevis Public School**  
**By Carl S. Ingebrigtsen**  
**1940**

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**Preface**

This paper has been prepared partially to satisfy the requirements of Ed A 228 at the University of Minnesota. The writer is especially indebted to Dr. Mervin G. Neale, Professor of Education, who has assisted me as my advisor with suggestion and help of various natures.

Secondly, this paper has been prepared for use in the administration of the Nevis Public Schools where the writer is the superintendent. It is intended that it shall be of value as an aid in future budgeting for this school. The writer is indebted to the members of the Board of Education of the Nevis Schools, who have helped by giving their opinions at various times and by establishing certain policies for the administration of the school during the writer's term of office as superintendent.

To these persons the writer wishes to express his sincere thanks.

C.S.I.

**Introduction**

One of the important duties of the school administrator is to plan effectively the program of that school, both from the viewpoint of what is to be the educational policy of that school and how the maintenance of that policy is to be financed. These duties of the administrator are called budgeting.

Today we are living in a period which Rugg calls the end of an epoch. History reveals that we have experience alternating periods of inflation and depression. Today, though, we have reached a period which is much more than just a depression as depressions have been known up to this time. Our authority points out that this period of deflation is much longer than any experience here-to-fore, it is world wide and much more violent, that tariffs have been raised between trade starved people, that large surpluses of commodities are on hand even though people are starving, and finally the unprecedented advance of machine technology. He uses these factors to show that we have reached a day of reckoning and not just another installment day. The world has experience many great changes in recent years which have helped to develop the economic conditions which are now confronting us. It will be the duty of our generation, and the generation to follow us, the school youth of today, to bring the country out of this condition. This is an example of the reason why we need much careful planning in our schools today. We have before us problems which have never before been experienced by our ancestors and we will have to draw more on our own abilities and not too much on the experience of others.

Because of the speed with which changes take place in modern times it is impossible to know whether or not we can predict with any great degree of accuracy what will take place in the future, but it is the duty of the administrator to do the best he can with the facts with which he has to work. Even with his handicap, there are many

advantages to be gained from a program of long term planning. Berg found as a result of long term planning in the Rockford, Illinois schools that the following advantages were gained:

1. The study made for determining the future building and plant needs developed a valuable knowledge and appreciation of community needs.
2. It insured a greater continuity of policy.
3. It insured greater economy and efficiency in the administration of current problems.
4. That adequate finances were more likely to be made available.
5. That it promoted public confidence and support in the administration and the school because people had a knowledge of what the school was attempting to accomplish.

If long term planning can develop in the mind of the administrator and teachers and patrons of the school a greater appreciation of what the school needs to do and what it is trying to do for the youth, then such a plan serves a definite purpose. If it can improve the program of spending to achieve the educational ends, then it has justified itself.

### **Statement of the Problem**

It is with these things in mind that I have determined to attempt a survey of the Nevis Public Schools. It is for the purpose of trying to determine what adjustments and specific changes should be made in the policies of the school in order to improve the school system. Then, too it is for the purpose of proposing how these improvements should be made, and if these improvements can be made within the ability of the district to pay, and if any economies can be affected that will help to pay for other improvements.

The method of investigation will be modeled somewhat after the approach used by the Regents of New York University in their survey of the public schools of New York State. Their introduction states, "An inquiry into the character and costs of public education in the state of New York was undertaken in order to find out what the educational system is accomplishing; how well its total program fits present day needs; and what the costs, and cost elements of that program, are and should be." Their survey was of course over the entire state, this will be only within one school system and therefore different in detail and scope, but it is intended that it should serve much the same purpose within my own school system.

### **Budgetary Practices**

A survey of the literature dealing with school budgets shows us that the common practice in building budgets has been to study the school system carefully from all angles through the use of surveys of enrollments, surveys of the taxable evaluation of the school district, studies of the financial condition of the district, studies of the curriculum in use and future curriculum needs in the community, studies of the building needs in the community, and investigations of all apparent problems in the school system.

O'Rourke made a study of the factors in long term planning by sending out a questionnaire to the number of administrators attending the summer session of the University of Minnesota. He found that the probable school enrollment, the future

educational program, long term maintenance of the school plant, and a forecast of the salaries of school employees were the four major factors entering into the preparation of long term budgets.

James classified the major factors in long term budgeting as being educational, financing, and spending.

Those educators that have experience with a long term budgeting program have found definite values resulting from such a program. In general, these values arise perhaps because it acquaints the administrator and other school officials with the problems that confront them, making them better prepared to cope with them. Some specific values are such as were listed on page 2 of this report and taken from Berg. James points out that the budget will tend to stabilize the tax program and will make for better satisfied tax payers.

Some red lights in budget making and use were pointed out by Mullford. There is a danger in making the budget inflexible. If it is not subject to change and padded to take care of contingencies which will unexpectedly arise, these contingencies will force overthrow of the budget at times and so discourage the use of a budget.

Another dangerous tendency of the budget user is to accept without question any expenditure that is included in the budget. Just because an item is included in the budget does not justify the expenditure of that item. Every expenditure should be justified thoroughly in terms of its educational value.

### **As Required by Law**

In the State of Minnesota the school board of the common school district is required by law to present to the voters at their annual meeting a statement of their proposed expenditures for the coming year at which time the voters will accept or reject such statement by voting the amount of money to be spent for school purposes for the coming school year.

Minnesota law further states that any municipality having issued bonds of indebtedness shall prepare a budget of their yearly expenditures at the beginning of the fiscal year and set aside a definite appropriation to take care of the interest and yearly bond retirement program.

Minnesota law has also set up a commission of Administration and Finance for the State Department of Education and lists among its duties the preparation of semi-annual and biennial budgets for presentation to the state budget commission who presents it to the governor who in turn presents it to the state legislature when in session.

There appears to be no law aside from the one dealing with districts that have issued bonds of indebtedness that requires the preparation and presentation of a budget in Independent School Districts. However it has been the policy of the Directors of the State Department of Education for several years to require the preparation of a budget by the administrators of the various schools and in later years they have also requested a report of such budget to them on forms furnished by them. These forms have called for only a bare report on the expenditures plan and receipts plan for the coming year as compared to the actual expenditures and receipts for the year just past.

### **Recommended Budgetary Practice**

Authorities in school finance though, DeYoung in particular, have specified that a school budget shall consist of three parts. The educational plan as a basic factor on which the expenditures plan and the financing plan is to be built. So the principal addition to the budget over and above the required practice in Minnesota is the most important part of the budget, the educational plan.

### **The Scope of the Problem**

The educational plan of the budget according to DeYoung is the background upon which the expenditures plan and the financing plan is to be built. If that is true, to make it practical for our purpose it must consist of more than just a statement of the bare educational program in terms of the kind of curricula which we find is required in the school. It must consist in detail of all the factors which go to support the educational intentions of the administrators. The type of question which must be settled with be: To what extent shall extra-curricular program be developed to support the curricular program of the school? Or, what shall be the policies of the school as regarding the transportation of the children to school? Or, what shall be the program of the administrators regarding the school plant from the angle of upkeep and remodeling? And, is there a need of planning a program of teacher's salaries and teacher professional requirements?

Questions of this type must be answered in terms of the need for them in terms of future enrollments and future curricular changes, if any. The answers to these questions will also have to be qualified by the ability of the school district to pay the bill.

Having determined the educational basis for the school budget, the next step will be to make estimates of the costs of such a program. This will include a study of the expenditure program with a view to locating any portions wherein savings can be affected. Long term planning of expenditures according to James should result in a program of expenditures wherein the annual costs will be equalized and thus eliminate unusual increase or decrease of the annual expenditures which will cause unnecessary tax burdens one year and not the next, an unsatisfactory state of affairs.

The final step in the budget to be worked out will be the financing program, which should consist of an estimate of the receipts over the same number of years. This will necessitate a study of district evaluation trends, and state aid trends.

And, finally, since budgets must be balanced, we will have to conclude with a curtailment of the educational program in order that the expenditures program will not exceed the financing ability of the district.

There happens to be one particular problem facing administrators in Minnesota schools at the present time which merits some consideration. That is, so to arrange the program of spending throughout the year that the bills will appear when there is money in the bank. It happens that it is impossible for the State Department of Education to execute their work in time to get payment of state aids over until well into the school year. This is because the payment of state aids in Minnesota depend upon statistics which must gathered from reports of the work from the preceding school year, some of which cannot be finished before the end of the fiscal year. The result is that thousands of dollars have been spent by Minnesota school districts in interest on warrants which were issued to carry them over until these moneys are received from the stat. It is also an unsatisfactory arrangement for school districts to build up large surpluses which would be needed for this purpose. If a program of spending can be arranged so that this will be

unnecessary a great economy will be affected. We will study this question with a view to its solution.

**Part I**  
**A SURVEY OF THE NEVIS PUBLIC SCHOOLS**  
**Chapter 1**  
**The Educational Picture**

**In General**

The Nevis Public School system serves an independent consolidated school district in Hubbard County, the north central part of the state of Minnesota. The school district lies almost in the center of the county geographically and the school is 12 miles from the county seat. The district includes approximately 56 sections or 35880 acres in area. It is approximately seven miles wide and nine miles long with the village of Nevis lying very nearly at the center. The school is located in this village. Within the district there are many lakes.

When the state was divided into High School Areas the Nevis School was allotted five rural schools as its area. Two of these common school districts lie north of the Nevis District and three of them lie south of the Nevis District. The school house in Common District #51 lies 10 miles from the village of Nevis, in District #64 lies 11 miles from Nevis, in District #13 lies 8 miles from Nevis, in District 382 lies 11 miles from Nevis and in District #5 lies 15 miles from Nevis. With the exception of District #13 these school districts are sparsely settled and will not affect the high school enrollment of the Nevis School to any great degree. District #13 is the closest of the rural districts and is a fairly good farming community. Its school enrollment probably averages about thirty pupils yearly.

A better picture of the Nevis School district and its high school area can be gotten from the maps on the following two pages. The first map is of the Nevis School district. This map shows that the general shape of the Nevis district is almost that of a square with the school nearly in the center of it. The second map shows the school district together with its high school area. The shape now becomes that of a rectangle. The maps show that this entire area is cut up with numerous lakes. A great deal of the country around the lakes is swampy and unfit for cultivation. The north part of the high school area, making up the rural districts of #51 and #64, is rough cut over timber country and also unfit for cultivation except in small patches here and there.

The people living in this area are mainly farmers, making their living by means of livestock. The average home does not have any of the modern conveniences. Newspapers and magazines are not common in these homes. The radio is perhaps the most common source of outside communication. Perhaps fifty percent of the homes have telephone service. The school census of the Nevis School district was used as a sample it was found that 46% of the people in the community are of Scandinavian decent. The number of children in each family ranges from one child to ten children in a home. Table I shows that over half of the families in the district have one or two children. This table was made up from the 1939-school census which includes all of the population between the ages of one to twenty inclusive. This picture is in accord with the present day tendency to small families. The picture is not quite true in that it does not include those

children twenty one years or over, but for the purpose of the school, the picture is complete enough.

Table I  
Number of Children per Family in Nevis School District

Number of Children per Family	Number of Families	Children under School Age	Children in School	Children out of School
1	41	9	23	9
2	38	29	35	12
3	21	12	33	18
4	16	15	39	10
5	9	17	24	4
6	5	11	19	0
7	1	1	6	0
8	5	11	26	3
9	1	2	5	1
10	1	2	6	2
Totals	133	109	216	59

Since there are numerous lakes in this school district, this community is a thriving resort area during the summer season. There are many fine summer homes on the beaches which greatly increase the assessed valuation of the district. There are also many resorts within the district which attract their share of the summer tourist trade. This factor is an important one when considering the financial standing of the community. The increase in the summer population helps materially in the support of the community. It helps the farmers as well as the business men in the village.

The organization of the school is the 6-6 set up. This organization became effective during the school year of 1935-1936. Prior to this the school had operated under the 8-4 basis since the school year of 1930-1932, before which time it had been classified as a High School Department by the State Department of Education.

This short history of the school organization gives us a picture of steady growth in the school system during the past decade. These reorganizations represent the attainment of higher levels of standards for each change. Satisfaction of the requirements as set up in these standards has had its effect on the teaching staff and has affected the curriculum requirements. The educational equipment of the school has increased with the new demands and the school plant has been reorganized somewhat to fit the needs of the newer organization.

A second point of interest is the picture of growth in enrollment which we find by studying the records. A summary of these statistics dealing with the enrollments over the past ten years is presented in Table 2. Here we find that the average total school enrollment over the past ten years has been 227 pupils, with the lowest enrollment coming in the year 1932-1933 at 207 pupils and the highest total enrollment coming in the year 1938-1939 with 262 pupils. This table also gives us the elementary and high school enrollments over the same period. It is interesting to note that the elementary enrollment has held its own over these years with the exception of the year when the

school was reorganized from the 8-4 to the 6-6 set up. The high school enrollment has increased considerable over the period of ten years, but examination of the statistics in the table shows that most of the growth in the high school came directly as a result of the reorganization in 1935-1936. The conclusion therefore must be that we can expect the growth which has developed in the elementary grades during the past four years to begin to have its effect on the high school within the next few years.

**Table 2**  
**Past Enrollment Trends in Nevis Public Schools**

Year	Elementary Grades	High School Grades	Totals
1931	137	73	210
1932	143	79	223
1933	140	67	207
1934	145	65	210
1935	148	59	207
1936	112	105	217
1937	127	99	226
1938	145	102	247
1939	149	114	262
1940	147	112	259
Average	139.3	87.5	226.8

Facts were taken from the Annual Report of Public Schools to the Department of Education, State of Minnesota, 1930-1940 inclusive. Office of Superintendent of Schools, Nevis, Minnesota.

Table 3 has been prepared using facts drawn from Table 2 plus the 1939 school census. This is an estimate of probable school enrollments for the next few years for as far as our materials would allow us to go. In this table of estimates we find that the enrollment in the elementary school has passed its peak and begins a steady decline. For the high school we find exactly what was concluded earlier; that the high school enrollment has still to reach its peak.

**Table 3**  
**Estimated Future Enrollment Trends for Nevis Public Schools**

1941	137	122	259
1942	133	123	256
1943	132	137	269
1944	117	155	272
1945	126	157	283
1946	112	147	259
1947		137	
1948		133	
1949		132	
1950		117	
1951		126	
1952		112	

This growth in school enrollment is somewhat unusual in that the trend in the State of Minnesota has been the opposite. The population growth in the state has decreased sharply during these years due in part to the decline in the birthrate and in part to retarded immigration because of economic conditions in general. The growth in school enrollment though not in agreement with state trends, can however be shown to be in agreement with the local population trends. The unofficial report of the Federal Census for the 1940 is available and is compared with the Federal census for 1930 for the townships and village in the Nevis school district in Table 4. Herein we find a substantial growth within the village of Nevis and the Township of Nevis. While the loss in the Township of Mantrap cuts the total difference down considerably, it does not have the same affect on the school district, in that part of the township of Mantrap is outside the school district.

Table 4  
Unofficial Report of Federal Census for Year 1940

	1930	1940
Village of Nevis	275	358
Township of Mantrap	197	130
Township of Nevis	299	351
Totals	771	839

These facts were taken from the Park Rapids Enterprise for June 27, 1940, a weekly published as Park Rapids, Minnesota.

Another factor that had its affect on the high school enrollment during the past decade is the non-resident high school attendance. The facts concerning this attendance may be found in Table 5. Here we do not find the same trends as we did in the regular enrollments. There was a sharp decrease in attendance from rural districts, probably due to economic conditions, and in recent years the non-resident attendance has increased just as sharply. This increase is probably due to legislative action in the state which helps non-resident high school students attend school by paying part of the cost of transportation or board. However, it is hard to gather any facts which ill give us an estimate of future non-residence attendance, and for that reason we shall not include any such estimates in this report. We will merely assume that those enrolled at the present will continue until they have finished school. In the event that other non-resident pupils enroll, the effect will be to increase the estimated enrollments presented in Table 3.

Table 5  
Past Trends of Non-Resident High School Enrollments

Grade	9	10	11	12	Total
1940	4	4	2	1	11
1939	4	2	0	2	8
1938	3	2	3	1	9
1937	3	2	1	0	6
1936	0	0	0	1	1
1935	0	0	1	0	1



1934	0	1	0	0	1
1933	1	0	0	0	1
1932	0	0	3	3	6
1931	6	3	3	0	12

Facts taken from Annual Application for High School Non-Resident Tuition to State of Minnesota, years 1931-1940 inclusive. Filed in Office of Superintendent of Schools, Nevis, Minnesota.

These factors just discussed will have a definite effect on the school planning for the next five or more years. They will have their effect on the teaching staff. The decrease in elementary enrollment may necessitate cutting the teaching force just as the increase in 1936 through 1938 required the addition of a teacher in those grades. This addition is still in effect. Similarly the sharp upward trend in high school enrollment may require additions in the faculty. It is important to make plans for such necessary changes in advance.

These trends will have their effect on the costs of maintaining the school since it is fact that it costs more to furnish an education for a high school pupil than for an elementary pupil.

We must consider the curriculum of the school. If increasing the high school faculty becomes necessary and possible, then it will be possible to enrich the curriculum considerably.

The school plant must be examined in terms of the needs which will arise from these trends. Likewise the educational equipment of the system must be examined. In short, the entire school system must be studied in terms of these trends.

### **The Curriculum**

Reference has already been made to the fact that the reorganizations which have taken place in the school system in the past decade had their effect on the curriculum of the school as well as the other factors of the school system. It will be pointed out later that the greatest improvements in the school system that have resulted so far from these reorganizations have affected particularly the administrative features of the school, such as the school plant, the administration of class work, pupil accounting, etc. While this has been going on, very little progress if any has been affected in the curriculum.

The fact that the curriculum has remained static during the past decade to some may not seem a serious matter. For that reason we will take time to call attention to some of the factors which should have affected the curriculum in the past. Caswell and Campbell have listed a number of factors which make the consideration of the curriculum today of supreme importance. These factors are:

1. The great change in the percent of young people who are at present employed in gainful occupations. This percent has decreased steadily during the last twenty or thirty years, especially among youth in their early teens. At the same time the percent of adults gainfully occupied has been increasing over the same period of years. This means that the youth are being pushed out of jobs in favor of older people, and some other disposition of their time must be made.
2. Recent changes in home life have tended to limit the educational opportunities provided by the home. Some of these changes are the increasing use of

manufactured goods in the home. The tendency of married women to enter gainful employment, and the increase in the proportion of broken homes. These factors tend to reduce the home as an educational factor.

3. The need for consumer education arising from the fact that buying and selling is becoming more and more complex because of the development of advertising and the credit system.
4. The increasing rise in the amount of crime has produced an increasing problem for society.
5. The increasing social confusion and need for some institution to take the lead in answering controversial questions is a problem that the school has as yet done nothing about.

Spears in a more recent discussion of the curriculum lists the following factors as logical reasons for reorganization:

1. The changing conception of the individual in relationship to his society has brought to the front the need for curriculum revision.
2. The youth problem of unemployment and maladjustment has implicated the high school program and has caused the institution to reconsider its obligation to extend its influence far beyond graduation.
3. Experimental psychology has discredited the traditional faith in some subjects which were known as mind trainers.
4. The new philosophy of education as experience demands curriculum revision.
5. The growing enrollment in the high school demands democratization by way of offering something else besides the traditional academic course.

These are just some of the factors which should help to impress the hesitant with the importance of the need for consideration of the curriculum.

Our understanding or definition of the curriculum has undergone some change in recent years, and perhaps before we go further it is best that we accept a common definition to prevent any misunderstanding. The common conception of the curriculum of the school in the past has been that it consists of those subjects which are offered the pupils in the traditional school. All the other activities of the pupils and teachers in the school have been considered something foreign and have been known as extra-curricular activities. Spears writes of this as follows: "Extra-curricular activities were originally bootlegged through the back door of the school by the pupils themselves, as an important part of their everyday life which they refused to leave outside, and the school administration found it easier to supervise the program than to suppress it." Today we have an entirely different view of the curriculum. We think of it as Hall describes it, "Everything the pupil does, all the activities in which he engages, his informal contacts with his fellow students, his out of class activities both at school and away from school; in short all of his experiences which are in any way influenced by the school make up the curriculum." The reader will perceive that if we accept this definition, then the extra-curricular activities were originally "bootlegged in the back door of the school" have today become a regular part of the school curriculum. With this in mind we shall proceed to an examination of the present curriculum at the Nevis School.

### **The Elementary School**

The elementary curriculum of the Nevis School for the past ten years has been based entirely on the plan set up by the State Department of Education of Minnesota in its Curriculum for Elementary Schools. This edition is a revised edition, so basically the plan is older than the date of this edition, 1928. The curriculum therein calls for the mastery of a certain amount of subject matter. The revision was made by subject matter specialists, and therefore the subject matter approach is naturally the solution offered in this curriculum plan. This curriculum plan calls for the mastery of a given amount of subject matter and according to this plan, the test by which they determine whether or not a pupil has completed the elementary curriculum is an examination in this same subject matter.

The elementary grades of the Nevis Schools have followed this curriculum plan religiously since the time edited. No attempt has been made to review it. The only attempt to improve on it has been by individual teachers who have received special training in their formal education and have made attempts to improve their work by trying new innovations in methods such as activity program, hoping thereby that the pupils would gain more than just the bare subject matter knowledge.

### **Secondary School**

In his discussion of the secondary school curriculum Everett writes, "As compared with elementary schools and even with some colleges and universities, the secondary school remains relatively static." This has been very much true of the high school in the Nevis School. We have a curriculum which if it is not governed by a subject matter course of study offered by subject matter specialists through the State Department of Education, it is governed by subject matter specialists through what is the opinion of the administrator or the teachers the best textbook for the particular field available on the market.

In nearly all cases the syllabi available for use through the State Department of Education are nine or ten years old, and are merely outlines of the subject matter which some subject matter specialists believed to be suited for the particular grade level.

The reader must not understand this to be a criticism of the State Department of Education. That would be fostering a wrong impression, for the State Department has evidenced in many ways their interest in improving the curriculum of our schools. It has done so by allowing schools to set up new courses of study which were intended as curriculum improvements, by carrying out studies and experiments of their own and together with schools in the state, by removing the influence of the State Board of Examinations for high school students and other similar practices.

Neither can criticism of the text situation solve the problem. Textbook writers and publishers have felt the demand for a change in the curriculum of our schools on the part of the school people and have adopted many new innovations in their textbooks hoping to solve the problem for the schools.

The trouble is that this is a problem that cannot be solved either by the State Department of Education or by the textbook writer and publisher. It is a problem of the school itself and the solution must come from within the school.

The only attempt that has been made to improve the curriculum of the high school came as part of the reorganization to the 6-6 setup in 1935-1936 school year. This step

made possible the administration of the school in such a way that club work, home room activity, assembly programs, and even some elective subjects could be offered in the upper grades. The objective of these new activities was to provide some of the things which were considered formerly lacking in the high school curriculum. Principally it was to provide an activity program to allow for the individual needs and interests of the pupils. The trouble with this attempt has been that the teachers, pupils and parents were not prepared for such an innovation. The traditional school curriculum had so thoroughly educated its patrons to the subject matter with a final examination idea that the pupils, the teachers, and the parents could not understand the reason for these new activities. The result has been that progress has been very slow and it is doubtful that much good has yet come of the reorganization from the viewpoint of the pupils and the community. It has helped by improving the administrative activity of the school.

Another reason for setting up these activities in the school was to provide a program of guidance through the home room teacher. This has not been satisfactory. The guidance work can only be effective as it comes through the teachers in the various classes. But if teachers have to concentrate on subject matter, such things as guidance are quickly pushed into the background and soon forgotten entirely. For this reason many schools employ what they call guidance officers. The Nevis School could not afford such an extravagance for its small enrollment.

Table 6 is a copy of the High School Program for the coming School year as it will be used under the present curriculum plan.

Table 6  
1940-1941 Program for Nevis High School

Teacher	1 <sup>c</sup>	2 <sup>d</sup>	3	4	5
Period 1 <sup>b</sup>	Chemistry 11&12	*Business Relations 9	*English 7	Biology 10&11	*Mathematics 8
Period 2		*Modern History 10	*English 11	*Geography 7	*General Science 9
Period 3	Latin 10&11	*Social Science 12	*English 9	*Social Science 7 <sup>e</sup> *Orientation 8	*General Science 8 <sup>e</sup> *General Science 7
Period 4		Assembly	Library	*General Music 7&8	*Physical Education 10,11,12
			Noon		
Period 5		*American History 11	*English 12	*Social Science 8	*Mathematics 9
Period 6		Business Education 11&12	*English 10	*Rudiments of Music 9	*Mathematics 7
Period 7			*English 8	Applied Music <sup>f</sup> 9,10,11,12	
Period 8			*Physical		*Physical

			Education 7-12		Education 7-9
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Taken from Superintendents Report to State Department of Education for the school year 1940-1941

b-Periods are of 45 minutes length with exception of Period 1 which is 60 minutes

c-Superintendent of schools

d-Principal of high school

e-These subjects alternate every other day

f-This course is offered for credit to all those having completed satisfactorily the Rudiments course.

\*All starred courses are constants and required of the students in those grades.

This program is typical of the programs found in the schools operating under the 6-6 plan of organization in the state. The same constants are required by all to satisfy the requirements of the State Department of Education for graduation. From the electives given in this program and a few others which alternate yearly with these the students must select six additional subjects to add to their constants for graduation. In addition to the work shown in Table 6 the other activities such as home room, club and auditorium must be worked into the schedule.

But the result has been that it still is a subject matter program. Careful planning has arranged for all subject matter work of the school. The other work which is just an important under our new definition of the curriculum has come second and has been worked in wherever convenient.

The electives in a program of this type could be chosen from several departments such as Agriculture, Commercial courses, Home Economics, and Industrial Arts, but the Nevis School has elected to use academic work plus a department of music. The principal reason for this has been that this department does not cost the school district a great deal extra, and at the same time we believe that the course in music has a great deal of cultural value for the pupil.

### **Preschool and Adult Education Program**

The curriculum of the Nevis School as it has been described provides grades one through twelve. At the present time no attempt has been made to go below grade one or above grade twelve in this school.

Caswell and Campbell give as one their reasons for the need of a program of revision of the curriculum the reduced educational opportunities in the home today. The casual observer might comment to the effect that the reasons for the reduced educational opportunities in the home are not so prevalent in the homes of a rural community as in a city. There are no available statistics to disprove this, yet a careful glance at the school census would show that factors such as broken homes, divorce, a dead parent, a working mother, etc. enter into the picture of this community as well. If that is true, the problem of schooling below the first grade should receive consideration as well when building the program.

Cyr, Burke, and Mort write, "Each generation must remain longer in school to absorb the increase in our culture which intelligent citizenship requires. An Indian could hand over his children the entire culture of his tribe in a few lessons. A lifetime is not

enough for ours. And in reality, in the twelve years covering elementary and high school course, we can scarcely teach a reasonable minimum.” This factor operates at both ends of our present program. It means that we not only have to extend the school program beyond the twelfth grade for all people, not only that that continue by attending colleges or other higher schools. Many schools in America have made attempts at this by carrying out what is known as an adult education program, at least partially at the cost of the taxpayer. The Nevis school does not have nay form of an adult education program.

One attempt is being made to extend the education program. Through the cooperation of the Works Progress Administration who furnishes a leader, a program of community recreation has been carried out cooperatively by the school and the village. These two agencies have pooled their resources to provide equipment and housing for this program. The intention of this program is to provide recreation for everyone in the community. This program is intended to include all forms of recreation, not only physical education. Once again we have found that the community was not prepared for such an innovation. It has taken several years to attract the interest of the people in the community and to gain their participation in the program to a point where it can be considered successful. If this move had been a venture of the school and village alone it no doubt would have been dropped soon after its initiation, but the Works Progress Administration has kept it alive and now the program is beginning to function somewhat satisfactorily.

This has been an attempt to set forth a picture of the curriculum of the school in the Nevis district. We understand the curriculum to mean all the activities the pupil participate in while attending school whether the activity takes place in the school or outside of the school. The present program has many shortcomings, a few attempts have been made to overcome these shortcomings, but the big job is still before us. We must look forward to a school which has an activity program intended to supply the needs and interests of the pupils and allows subject matter to move into the background.

## **Chapter II**

### **The Faculty**

The faculty of the Nevis School consists of nine members including the superintendent. Four of these are teachers in the elementary grades. In the high school we have two men teachers and two women teachers besides the superintendent. Besides their regular class load one of the men carries the duties of the physical education instructor and athletic coach. The other man is the music director of the school. One of the women is the High school Principal in addition to carrying almost a full teaching load. Another woman teacher carries the duties of the school librarian and girls physical education instructor along with her teaching load.

#### **Teaching Load**

Table 7 will give an idea of the present teaching load in the elementary grades as compared with the past ten years.

**Table 7**  
**Teacher Pupil Load in Elementary Grades**

Year	Teacher	1	2	3	4	Average
1940	Grades Enrollment	1 22	2&3 38	3&4 43	5&6 44	37
1939	Grades Enrollment	1&2 34	2&3 45	4&5 31	5&6 39	37
1938	Grades Enrollment	1&2 57	3&4 40	5&6 48		48
1937	Grades Enrollment	1&2 44	3&4 41	5&6 42		42
1936	Grades Enrollment	1&2 40	3&4 31	5&6 41		37
1935	Grades Enrollment	1&2 36	3&4 34	5&6 35		35
1934	Grades Enrollment	1&2 33	3&4 40	5&6 40		38
1933	Grades Enrollment	1&2 37	3&4 27	5&6 44		36
1932	Grades Enrollment	1&2 40	3&4 40	5&6 31		37
1931	Grades Enrollment	1&2 31	3&4 44	5&6 32		36

Facts taken from Annual Report of Superintendent of Schools on file in office of Superintendent, Nevis, Minnesota Years 1931-1940 inclusive.

This table shows that the pupil load increased quite materially in the years 1936-1938 and resulted in the addition of one more teacher in the elementary grades. And that now two years later, the load is approximately the same per teacher as it was before the sudden increase in enrollment.

Table 8 presents some idea of what the pupil load per teacher will be for the next six years based on the school census taken in 1939, and if the practice of hiring four teachers for the elementary grades continues through those years.

Table 8  
Estimated Future Teacher Pupil Load for Four Teachers in Elementary Grades

Year	Teacher	1	2	3	4	Average
1941	Grades Enrollment	1&2 27	2&3 32	4&5 45	5&6 33	34
1942	Grades Enrollment	1&2 22	2&3 30	4&5 39	5&6 42	33
1943	Grades Enrollment	1&2 24	2&3 30	4&5 34	5&6 44	33
1944	Grades Enrollment	1&2 32	2&3 26	4&5 27	5&6 32	33
1945	Grades Enrollment	1&2 34	2&3 34	4&5 22	5&6 30	31
1946	Grades	1&2	2&3	4&5	5&6	28

	Enrollment	36	32	31	23	
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Estimates based on facts taken from 1939 School Census for Nevis School District on file in office of Superintendent of Schools, Nevis, Minnesota

This develops some interesting facts for our consideration. A comparison of the averages for each year in this table with those of Table I shows that the pupil load per teacher in the elementary grades is going to decrease quite sharply in the next six years and will raise the question as to whether or not we shouldn't decrease the number of teachers again. To answer this question, Table 9 presents a picture of what the pupil load per teacher would be if the number of teachers were reduced to three. Table 9 answers in that the pupil load per teacher would average higher than at any time during the past ten years with the exception of the two year span 1936-1938.

Table 9  
Estimated Future Teacher Pupil Load for Three Teachers in Elementary Grades

Teacher Grade	#1 1&2	#2 3&4	#3 5&6	Average
1941	38	56	43	46
1942	30	43	60	43
1943	38	38	56	44
1944	44	30	43	39
1945	44	38	38	42
1946	38	44	30	37

Facts taken from same source as for Table 8

There is no experimental evidence available by which we can determine the pupil load per teacher which a school should attempt to maintain. There are many factors which enter into the question. Administrators in looking for ways and means of reducing the costs of education have hit on increasing the number of pupils per teacher as one means of doing so. They justify their action on the grounds that there is no evidence to the effect that a high pupil teacher ratio decreases the efficiency of the school. The State Department of Education in setting up their standards for elementary schools has limited the load to an average of not more than forty pupils per teacher in the elementary grades. We find that this standard was exceeded in the years 1936-1938 and that it would be exceeded in four out of the next six years if we reduced the number of teachers to three in the elementary grades.

The State Department of Education also has set sixteen square feet of floor space per pupil as a requirement. The classrooms available for the elementary grades are all 22'x20' and thus have a floor area of 660-square feet. This would limit the enrollment in any classroom to 41 pupils at any one time. Table 9 shows us that in all of the next six years we would have this limit exceeded in at least one of the classrooms if the number of teachers is cut to three. It is also true as shown by Table 8 that with four teachers in these grades we will have instances when the enrollment in one of the classrooms will exceed this limit.

It is more difficult to attempt a comparison of teaching load in the high school since it is departmentalized. Factors such as the comparative difficulty of the different



subject fields, the pupil teacher loads, the number of preparation per teacher for each day, the number of different subject fields each teacher works in and the size of the classes all enter into a consideration of the teaching loads. Also, must be considered the fact that the teachers in the high school carry extra duties of administration, supervision, school librarian, athletic coach, etc.

Attempts have been made to set up formulas by which the teaching load in the high school can be measured by no standards have been set up. Chamberlain has reported one such formula but it can hardly be applied because we lack the necessary ratios needed to use the formula, and today these ratios would be subjective so we will have to be content to make subjective comparison of the teaching loads from certain facts available. These facts are reported in table form. Table 10 shows the comparative pupil load per teacher during the past ten years and estimates the load for the year 1940-1941. Table 11 gives the number of preparations each teacher has to make daily and Table 12 gives the number of subject fields each teacher is working in for the same years as Table 10 reports. Attention must be called to the fact that the number of teachers in the high school changed from three to five when the change was made from a four year high school to a six year high school. Table 10 indicates that the teacher pupil load has been fairly constant over the past ten years. There has been some variation in the load of individual teachers within the High School, but that has been due to an attempt to adjust the curriculum. It is partly due also to the fact that the enrollments in the grades have varied and the teachers working with the larger grades naturally would have had the larger pupil load. Most noticeable change has been in the reduction of the load of the superintendent which was made to allow for his administrative and supervisory duties.

Table 10  
Past Trends of Teacher-Pupil Load in the High School

Teacher	1 <sup>b</sup>	2 <sup>c</sup>	3 <sup>d</sup>	4 <sup>e</sup>	5 <sup>f</sup>	Average
1941	185	385	865	837	838	622
1940	260	470	854	585	680	570
1939	185	423	685	655	555	501
1938	279	541	601	740	485	529
1937	353	508	563	734	472	526
1936	260	720	612	640	474	581
1935 <sup>h</sup>	275	450	447			391
1934	435	456	741			544
1933	390	527	727			548
1932	500	537	821			619
1931	400	477	761			546

These facts were taken from Report of High School Program and the teachers' class records for the past ten years. The figures for 1941 are estimates.

b-Superintendent of Schools

c-Principal of the High School

d-School Librarian

e-Music Instructor. The music is included in the pupil load

f-Athletic Coach

h-This was the last year of the 8-4 organization when the high school faculty consisted of three teachers including the superintendent, principal and the athletic coach.

Table 11  
History of the High School Teacher Preparation Load

Teacher <sup>b</sup>	1	2	3	4	5
1941	2	5	7	6	6
1940	2	5	7	6	7
1939	2	5	7	6	7
1938	2	6	6	6	6
1937	3	6	6	6	6
1936	2	6	6	5	6
1935 <sup>d</sup>	3	5	6		
1934	4	5	6		
1933	4	5	6		
1932	4	5	6		
1931	4	5	6		

Facts taken from the Report of High School Program for these years on file in Office of Superintendent, Nevis, Minnesota

b-Teachers are same as those in Table 10

d-Last year of the 8-4 organization of the school

Table 11 reports the number of preparations each teacher made for each day. This picture included those preparations required from the offerings in music and physical education, but does not include any preparations required for activities such as library work or club activities.

Table 12  
History of the Number of Teaching Fields per High school Teacher

Teacher <sup>b</sup>	1	2	3	4	5	Average
1941	2	1	2	2	3	2
1940	2	2	4	2	3	2.6
1939	2	2	4	2	3	2.6
1938	2	2	1	2	4	2.2
1937	2	2	1	3	4	2.4
1936	2	3	1	3	2	2.2
1935 <sup>d</sup>	2	3	4			3
1934	3	3	4			3.3
1933	3	3	4			3.3
1932	3	3	4			3.3
1931	3	3	4			3.3

Facts taken from same source as that of Table 11

b-Number denotes same teachers as in Tables 10 and 11

d-Last year of the 8-4 organization of the school

Table 12 reports the number of subject fields in which each teacher worked during the respective years. The range in the number of subject fields has been from one to four. Chamberlain reports estimated increases in the percent of the difficult of the teaching with increases in the number of teaching fields. They are as follows:

Number of Separate Teaching Fields	Percent of Increase of Difficulty
1	0
2	12
3	34
4	75
5	155

If there is any value in these estimates, then the tendency pictured by the average number of teaching fields in this table shows an improvement in the teaching load situation in the High School during the past ten years.

Table 13  
History of the Size of Class Groups in Nevis High School

Year	1940	1939	1938	1937	1936	1935	1934	1933	1932	1931	Total
10 or less	1	1	2	6	2						13
11-20	18	13	15	14	12	10	9	10	9	7	117
21-30	1	12	7	7	6	2	2	2	4	7	50
31-40	7	3	4	1	0	1	2	2	1	0	21
40 or more	2	1	1								4
Total	29	30	29	28	20	13	13	14	15	14	20

Facts taken from Annual Report to State Department of Education by Superintendent of Schools on file in office of Superintendent, Nevis, Minnesota.

Table 13 is a picture of the number of classes within a given size range in the Nevis High school for the past ten years. The totals at the right indicate that the greatest number of class groups have been enrollments ranging between 11 and 20 pupils.

### **Teacher Preparations**

A second major consideration in a study of the faculty of a school is the amount of training the members of the faculty have. For that reason an attempt is made to present a picture of the amount of preparation which the teachers working in the Nevis Schools have had for the past ten years. Table 14 gives this picture. This table merely lists the number of teachers having a certain amount of preparation for the given year. No attempt has been made to designate how much more than the basic amount they have. The table merely points out that those teachers have gone beyond the basic requirement as established by the laws of the state for a teacher's certificate for the given purpose.

Table 14  
History of the Number of Years of Training Held by Teachers in Nevis Schools

	Elementary					High School			
Year	2 years	2 years	4 years	Total No		4 years	4 years	Total No	

Year	2 years	2 years	4 years	Total No		4 years	4 years	Total No
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		plus		Teachers			plus	Teachers <sup>b</sup>
1940	1	3	0	4		2	3	5
1939	3	1	0	4		2	3	5
1938	3	0	0	3		3	2	5
1937	2	0	1	3		3	2	5
1936	2	0	1	3		4	1	5
1935	3	0	1	4		0	3	3
1934	3	0	1	4		0	3	3
1933	3	0	1	4		0	3	3
1932	4	0	0	4		2	1	3
1931	4	0	0	4		3	0	3

Facts taken from Annual report to State Department of Education by Superintendent, on file in Superintendent's office, Nevis, Minnesota.

b-The total number of high school teachers include the superintendent of schools

The certification laws of the State of Minnesota have required during this period of years at least two years of training in a Normal School for teachers of elementary grades in order to secure a teacher's certificate for the High school grades during this period the applicant must have had at least four years of training. For that reason, every teacher in the schools of Minnesota have had at least the average amount of training in practice in the American public schools as reported by Chamberlain. Table 14 shows that particularly in the latter years there has been a tendency for the teachers of the Nevis Schools to extend their training beyond the minimum requirements. This is especially been true in the case of the High school teachers. Further investigation will show however that most of this additional training in the High school has been for the purpose of satisfying new requirements being set up by the State Department of Education for special activities such as physical education, library, and principal's and superintendents certificates. (need to see when teaching requirements changed – 4 years for all and subject specific)

This table does no more than give a picture of the number of years of training held by members of the teaching staff. It gives no clue to the type of training held by the teacher. In the main however, the elementary teachers all received their training in the Normal Schools of the State of Minnesota and High School teachers received their training in the colleges common to the State of Minnesota. The course of study followed by the elementary teachers in that case was prepared for the purpose of training them to be teachers in our public schools. This not true in the case of the High school teachers. In most cases their education consisted of academic work plus enough of the so-called education courses to satisfy certification requirements. In other words, their preparation was not necessarily selected for the purpose of preparing them for teaching.

### **Teacher Turnover**

Table 15 presents a picture of the percent of teacher turnover for the past ten years and the coming year as we have the data to date. From this picture we find that it ranges from 0% in 1939-1940 to 42.8% in 1935-1936 (note: this amounts to 3 staff members). From the same date we found that 51.8% of the replacements were made with inexperienced teachers just out of the training school or college. Of the remaining 48.2%

we found that they had had from one to eleven years of experience before coming to this school, though the greater percent of the teachers had had only one or two years of experience. This previous experience consisted largely of rural school teaching experience.

This picture may be compared with the picture for American schools presented by Chamberlain for the year 1929-1930. Here we find that the median percentage of gross turnover of teachers is approximately 12%. For Minnesota it was 15%. This comparison places the percent of teacher turnover in the Nevis Schools considerably higher than is found on the average throughout the state and the nation. The Committee of Education of the Minnesota State Planning Board reported the teacher turn over in Minnesota schools for the school year of 1933-1934 as being 20.7% for all teachers. They break down their data to show that the teacher turn over for secondary schools of that year was 8.3% and for graded elementary schools was 6.9%. This places the teacher turnover in the Nevis Schools at a still greater disadvantage, provided we accept the idea that we want as little turn over as possible in the school system.

Table 15  
Percent of Teacher Turnover in Nevis School

1941	22.2
1940	0
1939	37.5
1938	12.5
1937	12.5
1936	42.8
1935	14.2
1934	28.5
1933	14.2
1932	28.5
1931	28.5
Average	21.9%

Taken from Annual Qualifications of Teachers Report by Superintendent of Schools on file in the Office of Superintendent of Schools, Nevis, Minnesota.

### **Teacher Salaries**

Another factor of prime importance in the administration of a school system is the matter of teacher's salaries. They are naturally of importance to the teachers themselves and therefore become an immediate problem. The picture in Table 16 represents the salaries paid in the Nevis Schools for the past ten years.

Table 16  
Teachers' Salaries in Nevis Schools for Ten Years

Position	Superintendent	Principal	High School Teachers	Elementary Teachers
1941	\$1920	\$1035	\$1005	\$798.75
1940	\$1920	\$1125	\$1020	\$798.75
1939	\$1920	\$1125	\$975	\$753.75

1938	\$1860	\$1125	\$990	\$750
1937	\$1800	\$1125	\$945	\$720
1936	\$1900	\$1125	\$915	\$720
1935	\$1900	\$1125	\$1125	\$708.75
1934	\$1900	\$1125	\$1125	\$675
1933	\$2100	\$1215	\$1215	\$877.50
1932	\$2200	\$1260	\$1260	\$945
1931	\$2200	\$1305	\$1305	\$1012.50
Average	\$1965.45	\$1145.45	\$1080	\$4796.36

Taken from Annual Report of Qualifications of Teachers on file in Office of Superintendent of Schools, Nevis, Minnesota

An examination of these data presents the fact that only in the case of the elementary teachers are any of the faculty being paid a higher salary than the average for the eleven year period. Also that in the case of the high school principal we find the greatest divergence away from the average.

For comparison's sake we are presenting some facts found in studies made by the Statistical Bureau of the State Department of Education on teachers' salaries. Only those facts pertinent to this situation are reported here. These facts may be found in Table 17.

Table 17  
Facts Taken from Teachers Salaries Studies in Minnesota

Position		1937-1938	1934-1935	1931-1932	1928-1929
<b>Superintendent</b>					
Villages 1-500 population	Lower Quarter	\$1515	\$1419	\$1863	\$2080
	Median	1708	1586	2042	2258
	Upper Quartile	1882	1812	2263	2540
All Schools	Lower Quarter	1733	1550	2005	2053
	Median	2051	1838	2370	2421
	Upper Quartile	2498	2293	2828	2837
<b>High School Principal</b>					
Villages 1-500 population	Lower Quarter	960	903	1218	1335
	Median	1044	954	1307	1385
	Upper Quartile	1133	1081	1398	1443
All Schools	Lower Quarter	1077	947	1289	1341
	Median	1251	1126	1433	1462
	Upper Quartile	1588	1435	1765	1726
<b>High School Teachers</b>					
Villages 1-500 population	Lower Quarter	902	836	1154	1247
	Median	955	924	1242	1313
	Upper Quartile	1024	1026	1339	1388
All Schools	Lower Quarter	1026	997	1271	1306

	Median	1292	1162	1400	1420
	Upper Quartile	1467	1429	1731	1720
Elementary Teachers					
Villages 1-500 population	Lower Quarter	710	661	916	941
	Median	766	722	949	997
	Upper Quartile	843	795	1019	1070
All Schools	Lower Quarter	843	763	970	993
	Median	973	914	1093	1106
	Upper Quartile	1155	1080	1296	1282

These facts were taken from report made to schools by Statistical Bureau of State Department of Education, State of Minnesota Code XVIII B-28 and B-28c.

### **Leave of Absence**

The Board of Education at their regular meeting for the month of December 1938 established a practice of allowing the teachers three days each year for sick leave without any loss of salary. During the school year of 1938-1939 44.4% of the total possible leave without loss of salary was utilized by the teachers and in the school year of 1939-1940 only 18.5% of this leave was taken. In only three instances were teachers forced to take more than the three days' leave for illness in the two years and in those cases the greatest loss to the teacher was the loss of salary for four days.

No practice regarding the health of the teacher or physical examinations for teachers have been established by the Board of Education until the past school year when it was made mandatory for teachers to present satisfactory results from a tuberculosis test. This test in no way affected the teachers on the staff.

### **The Selection of Teachers**

The policy of the Board of Education has been to allow the superintendent of schools to present to them not more than three candidates for a position with his recommendation for a choice between these candidates. In almost every case they have accepted his recommendation. This is as it should be according to Chamberlain. The procedure followed by the superintendent of schools has been to contact the heads of the professional placement bureaus in various teachers training institutions for their recommendations. The second step has been to study the qualifications and recommendations of these candidates after they have made written applications for the position. The third step has been to seek personal interviews with selected candidates. After this procedure the superintendent has made his recommendations to the Board of Education on the basis of his findings. The superintendent has attempted to avoid the use of commercial teacher agencies because they are a business operating for a profit and teacher's salaries are so low they can hardly afford to pay the costs of this service.

The factors affecting the selection of the teacher have been principally his preparation, professional reputation, personal characteristics, residence, marital status, sex, and age. Another factor which should affect the selection is his experience. This factor has not been very well controlled because of the low salaries which this school has been able to pay. Usually the experienced teacher which has been available for this school system has been one that has proved unsatisfactory in other school systems. For

this reason the administrator has favored beginning teachers that are otherwise satisfactory and hoped that they can be kept in the school system for a number of years if they prove satisfactory. The candidate's preparation has affected the selection depending upon the position that is to be filled.

The Board of Education has established a policy of opposing the selection of teachers of home teachers and married women teachers on the grounds that may be the source of disturbance in the school system and community. Chamberlain reports that the resident teacher has an advantage over the non-resident teacher in securing a position in the school system. This is the opposite of the past practice in this school. Our authority also states that there has been a steady and rather rapid increased in the proportion of school systems operating with rules against the married woman teacher. The practice at Nevis School system has been in accord with this tendency. Chamberlain reports however that there is no justification for these attitudes from an educational point of view. The teacher should be selected on the basis of his or her qualifications to do the teaching job.

### **Supervision of Teaching Staff**

The Nevis School does not employ supervisors for their teaching staff other than that of the administrator-supervisor known as the superintendent of schools. This is the practice in most of the schools of this size throughout the United States according to Chamberlain. The extent of the supervisory program under these conditions is limited. The superintendent is required to share in the teaching duties in addition to his administrative and supervisory duties. Dr. Von Borgersrode stated that the superintendent's time in a small school system should be divided as follows: 25% to teaching duties, 25% to administrative duties, and 50% to supervisory duties. The superintendent of this school teachers two of the eight periods in the school day. He allows two periods of the day for office duties and sets aside four periods of the day for supervision of the school work. His supervisory activities consist of visiting classrooms, preparing materials for individual and group conferences, and holding individual and group conferences. Too often much of the time allotted for conferences have been spent for administrative purposes. These conferences have had a necessity to be held outside the school day. The supervisory program needs a great deal of attention and long term planning in order that it will accomplish its objectives.

## **Chapter III**

### **The School Plant**

The problems that have to do with the school plant are of major importance in the budget program. It is impossible for a school to carry out its educational program if it is lacking the plant facilities. For this reason we will examine the present school plant. This examination will consist of an estimate of its capacity to satisfy school needs, its physical condition, and a history of the maintenance and upkeep program.

The school plant consists of two parts, the original building which is approximately twenty-eight years old and a latter addition which is approximately eighteen years old. The arrangement of the plant is as follows:

1. The basement floor consists of the boiler room, the water room, boys and girls showers and dressing rooms, dining room with a kitchen adjacent, two shops for



- the janitor, two storage rooms, and one room originally intended for a manual training room which is at present not being used by the school.
2. The ground floor of the old building consists of four classrooms with cloakrooms adjacent to them. At present these classrooms are being used by the elementary grades. The ground floor also has a boys and girls toilet.
  3. The ground floor of the addition to the building is an auditorium gymnasium.
  4. The second floor consists of eight rooms varying in size which are being used by the high school. This floor covers both the original building and the addition. These eight rooms serve the following purposes: One, four of these rooms are being used as home rooms. The three upper grades are placed together in one large home room. Two, one of the rooms is used for library purposes. Three, one of the rooms is being used for laboratory purposes. Four, the other two rooms are at present being used for vocal groups and band groups. In addition to these rooms the top floor also contains the superintendent's office, the principal's office adjacent to the 10-12<sup>th</sup> grade home room, two small storerooms and two toilets.

### **School Plant Capacity**

For the purpose of examining the school plant in terms of the school needs, the rooms in the school plant will be grouped according to the use. These groups will be the academic classrooms, the special classrooms, the general service rooms, and the administrative rooms. In addition to these groups we shall also review the service systems of the building.

The State Department of Education has recommended that at least 16 square feet of floor space per pupil be made the minimum when estimating the capacity of a school room. Holy and Arnold recommends that not less than 15 square feet of floor space per pupil be the minimum allowed in estimating the capacity of a school room. Table 18 uses the minimum set by the State Department of Education in estimating the capacity of the school plant in terms of the top enrollment which it should house.

Table 18  
Pupil Capacity of the Academic Rooms of the Nevis School Plant

Room #	Room Usage	Dimensions in feet	Square feet Floor space	Pupil Capacity
1	Grades 1 and 2	22x30	660	41
2	Grades 2 and 3	22x30	660	41
3	Grades 4 and 5	22x30	660	41
4	Grades 5 and 6	22x30	660	41
5	Homeroom, Grade 10,11,12	30x45	1350	84
6	Homeroom, Grade 9	22x22	484	30
7	Homeroom, Grade 8	22x28	616	38
8	Homeroom, Grade 7	22x30	660	41

If the present use of the academic rooms in the building is continued the plant has a capacity of approximately 160 pupils in the elementary grades and approximately 190 pupils in the secondary grades. This is considerably more than the present enrollment or the estimated future enrollments as they were presented in Table 3. For the present and the immediate future the building can be considered large enough to care for the need for academic classrooms.

The need for special classrooms arise from the peculiar needs of the special departments in the high school curriculum. They are rooms such as the science laboratories or the home economics rooms. The need for special class rooms is determined therefore by the curriculum. At the present time the curriculum demands only that we provide for science laboratories and music rooms.

The school plant has one room which is used as the science laboratory. The room has approximately one thousand square feet of floor space and therefore large enough to care for general science classes of biology classes with enrollments of 33 pupils and large enough to care for chemistry or physics classes with enrollments of 28 pupils. The room is equipped with seating for recitation purposes. It has laboratory tables with desks enough to care for a class of 32 pupils equipped with running water, sinks, and bottle gas. The laboratory has storage space for the equipment and materials in built in cabinets. The laboratory does not have a separate apparatus room, a dark room, a demonstration desk, or a conservatory as recommended by Holy and Arnold for the science rooms. It is of course recommended that there be a separate laboratory for all the sciences offered. In this school we have all these classes using the same laboratory at difference periods.

The music rooms have approximately 650 square feet of floor space. Holy and Arnold recommends that they be at least one-half again as large. These rooms are not completely acoustically treated. The interior has been covered with celotex over the ceiling and on the walls down to the blackboard line. They do not have special doors. The windows do not face any other schoolrooms in the building and the room is in a far corner of the building so as to prevent as much disturbance to the rest of the school as possible. The greatest criticism as far as the music rooms are concerned is that they are too small for this purpose.

The general service rooms include the auditorium-gymnasium, the physical education rooms, the library and the cafeteria or lunch room.

Holy and Arnold allow 6.5 square feet per person when estimating the seating capacity of an auditorium exclusive of the stage. The auditorium has 2700 square feet of floor space and therefore would have an estimated seating capacity of 415 persons which is large enough to more than seat the entire student body. The auditorium does not have a balcony. When it is used as a gymnasium, bleachers along one side and on the stage give it a seating capacity of approximately two hundred fifty people. For ordinary purposes this capacity is large enough. The stage is 18'x30' and has two dressing rooms adjacent to it. There is no property room. Though the auditorium-gymnasium is too small according to the stands, it is large enough to serve most purposes. The smallness of the stage and the lack of a property room adjacent to it is the greatest drawback to be found in these rooms. The auditorium-gymnasium is located so that it is easily accessible to the street and to all parts of the building. One drawback is that it cannot be closed off from the rest of the building because it lacks toilet service.

The physical education rooms in the plant consist of a boys dressing room and showers, a girls dressing room and showers, and a store room which is also used as an office by the physical education teachers. The greatest drawback connected with these rooms is that they are too small and the girls dressing room and showers are not adjoining the auditorium-gymnasium.

The library consists of one room 20'x28' which is used as a combined reading room, shelf room, and workroom for the librarian. Holy and Arnold state that a reading room should allow a minimum of 18 square feet of floor space per person and it should accommodate at least eight percent of the school enrollment. If it is used as a reading room this room will accommodate at least thirty pupils which is approximately twelve percent of the total school enrollment.

The cafeteria of the school plant consists of the lunch room, the kitchen and a storage room. The lunch room is situated in the basement of the plant and has the disadvantage of allowing odors to pass up through the rest of the building. It is 22'x30' and therefore according to our authority has a seating capacity of 66 persons at one time. Approximately fifty percent of the enrollment do not use the cafeteria and that leaves approximately 125 pupils to be served. They are served at two different periods in that way the room can be made to serve the needs demanded of it. The kitchen is adjacent to the lunch room and is large enough to supply the needs of this school according to the standards. The store room is adjacent to the kitchen but is accessible only through the kitchen. It is large enough to serve the needs of this school.

Holy and Arnold states that other rooms such as study halls and kindergarten rooms are needed in the school. The home rooms are being used as study halls and at the present the curriculum of the school does not require a kindergarten.

The administrative rooms should consist of a general office with private offices for the superintendent and principal, supply rooms, bookrooms, a vault, a teacher's workroom and restrooms, community rooms, student activity rooms, clinics, pupils restroom and janitor's rooms. Of this group the plant has a superintendent's office, a principal's office with a textbook room adjacent to it, one supply room for educational materials on second floor, one supply room for janitor's supplies in the basement, a pupil's rest room, two shops for the janitor and the janitor's office.

The location of the superintendent's office and the principal's office is not very satisfactory. The superintendent's office is located on a rise above the second floor over the stairways and is in no way connected with any of the other administration rooms. The principal's office is adjacent to the 10, 11, and 12<sup>th</sup> grade homeroom and is accessible only through this homeroom. It has adjacent to it the textbook room which is also used as a work room by the teachers and has built in storage space for a minimum of educational materials. These offices do not have private toilet facilities. The supply room for educational materials is not satisfactorily located being at the other end of the building. Otherwise it is satisfactory. The janitor's supply room is satisfactorily located and serves the need. The pupil's rest room serves the need for a clinic when the needs call for such services. It is located on the first floor and has no connection with any of the other administration rooms.

This description of the administration rooms shows that they are not very satisfactory as the ones which we do have do not meet the standards. The plant lacks a

vault, it lacks teacher's restrooms, it lacks student activity rooms, and it lacks community rooms under the present arrangement.

The service systems of the school plant should consist of the heating and ventilating system, the artificial lighting, the water supply, the toilets, the fire protection system, the electric systems, the locker service and cleaning system.

The school building is heated by means of a low pressure boiler producing steam heat. The boiler is comparatively new having been installed as a replacement in 1937. The boiler burns coal fed by a stoker and operates on a thermostat placed in what is considered the coldest room of the building in the northwest corner of the building. The radiation system was untouched when the boiler was replaced and consequently is not in as good condition. The steam lines do not distribute the steam evenly to all parts of the building. Some of the return lines do not have the correct grading. But with these faults the building has been successfully heated through the coldest weather known to this section of the country.

The heating and ventilating system in use in the school plant consists of two variations of the plenum exhaust system. The original building is partially heated and ventilated by a central fan system forcing heated air into the rooms and the vitiated air is carried off by vents in the walls leading to the room. The addition is heated by means of the unit modification. Each room has its univents taking cold air or air from the room and passing it over radiators and into the room by means of fans. In this building also the vitiated air is carried off by means of ducts to the room.

The fan equipment is old and noisy. This is true of both the central fan system and the univents in the individual rooms. There is no automatic equipment by which the use of the heating and ventilating system can be regulated. The unit system has an advantage in that the teachers can regulate the temperature and movement of the air in their own rooms. The central fan system must be operated by the janitor and needs constant checking on his part in order that the temperature of the rooms be kept normal.

The artificial lighting system of the building has been completely rehabilitated the past year. The entire building has been recently completely rewired according to the latest electrical codes. The light fixtures are still lacking. It is the intention that semi indirect lighting fixtures are to be provided over a number of years. At present frosted bulbs are in use to prevent as much glare as possible.

The water system does not meet the standards of the Minnesota State Department of Health. The water is provided by a local well which is located below the level of the surface of the ground which is against the regulations of the health department. The plumbing is in fair condition producing satisfactory service. The number of drinking fountains does not quite meet the standards set by Holy and Arnold which require at least one fountain for every 74 pupils. This would require four such fixtures and at present there are only three fixtures. The fixtures are of approved type.

The number of lavatories meet these same standards. The number of toilet stools fall short by one in both the elementary and high school girls toilet. The boys toilets lack urinals in both cases. The toilet rooms meet the necessary requirements otherwise. Toilet facilities for special rooms such as the offices and the auditoriums are lacking.

The school plant does not meet any of the standards set for fire protection. The building is constructed of brick walls with the interior construction of wood except for the plastering of the walls. The necessary fire fighting equipment has been provided and

the building has the necessary exits required by the standards. As has already been stated the electric wiring now meets the regulations of the National Board of Fire Underwriters.

The school plant does not have any of the electric service systems recommended for school purposes. These systems are the telephone system connecting all the rooms in the building, the radio equipment, the electric clock system, and motion picture equipment.

The school plant does not have a locker system.

The cleaning system consists of the necessary floor brushes, mops, dusters, and other materials and equipment needed to keep the building clean and sanitary. The most serious lack of cleaning equipment is a floor machine that will do satisfactory work.

### **Physical Condition of School Plant**

The second item for consideration in review of the school plant is the condition of the building at the present time. Considerable space has been allotted to pointing out its deficiencies with respect to the standards which have been set up by authorities in this field of school management in terms of the needs in this school. Little mention has been made of the equipment in these rooms. In general it can be said that only the bare necessities have been provided. In many cases equipment is lacking which are considered absolute necessities. To attempt a complete statement of this would make this report unwieldy.

The past year a rehabilitation program was carried out with the assistance of the Works Progress Administration. This program consisted mainly of refinishing the ceilings, walls, wood work, and floors of the classrooms, special rooms, some of the administration rooms, and the hallways. The program also included the necessary remodeling to provide an office for the principal, a girls shower and dressing room, and building an addition in the form of a coal room adjacent to the boiler room.

The result of this program was to place the building in very good condition. The ceilings and walls down the blackboard line were covered with celotex. Below this line the walls were all replastered. The woodwork was completely rehabilitated by scraping off the old finishing and staining and varnishing it. The floors were re-laid where necessary and all of them were sanded and treated with a penetrating seal. Considerable closet and cupboard space was built into the classrooms.

Strayer and Englehardt have prepared score cards by which school buildings can be rated. An attempt to rate this building could be made on this basis but it would hardly produce satisfactory results for our purpose. A hasty consideration of the score card would show that the building could hardly rate satisfactorily on this score card since a great deal of the necessary equipment according to standards which have been set up by Holy and Arnold is lacking and many of the rooms which are recommended for a school building are lacking. Yet it is possible to maintain an educational program under adverse conditions when necessary and the cost of a new building which would be necessary to provide some of these things would be prohibitive. Therefore the score card method would hardly serve our purpose. Womrath has set up a group of four criteria by which he answers the question of whether or not a new building is the need of a school district. His criteria are: 1. A building should be abandoned when it is no longer safe. 2. A building should be abandoned when the cost of maintenance plus the cost of operation are great enough to equal the maintenance cost plus the interest charges of a new building 3.

A building should be abandoned when it becomes inaccessible. 4. A building should be abandoned when it has become out of date and has depreciated too far to warrant alterations.

The safety of the children should be given first consideration. It has been pointed out that the building rates very low with respect to fire proofness because of its construction. It has however the necessary exits and experience has shown through fire drills that it is possible to empty the building of its occupants quickly and readily. If care is exercised and the children are carefully trained there is no great danger of them being trapped in the building in the case of a fire. There is no reason why the building can be considered unsafe from the standpoint of health and morals, with the possible exception of the water supply. This is a condition that can be remedied.

Table 19 reports the history of the operation and maintenance costs in the Nevis School over a period of ten years. An examination of this table shows that the operation costs have been fairly stable but that the maintenance expenditures have varied greatly. DeYoung presents proposed standards and recent practice for the distribution of school expenditures. The following information has been taken from Table XXXVIII of his text:

	Percent for Operation	Percent of Maintenance	Total Percent
Practice in 48 states	9.5	3.9	13.4
Practice in 75 cities, over 100,000 population	9.2	3.0	12.2
Practice in 80 cities, 30,000 to 100,000	10.8	3.1	13.9
Practice in 80 cities, 10,000 to 30,000	12.6	3.1	15.7
Moehlman's Standards	12	5	17
Toothaker's Standards	11	4	15

This information presents the fact that the smaller the school system the greater the percent of the school budget used for operations and maintenance costs. It also shows that the recommended standards call for a greater percent of expenditures for these purposes than has been the practice in general.

Table 19  
History of the Operation and Maintenance Costs in the Nevis School for Ten Years

Year Ending	Total Expenditures	Operation Costs	Maintenance Costs	Total Operation and Maintenance	Percent of Budget
1931 <sup>b</sup>	\$21014.62	\$2000.00	\$250.00	\$2250.00	10.8
1933 <sup>c</sup>	16459.12	2354.80	401.35	2756.15	16.7
1934	13679.04	1768.51	54.66	1823.17	13.3
1935	14030.96	1800.96	306.95	2107.91	15.0
1936	15382.00	1975.97	276.30	2252.27	14.6
1937	16429.83	21176.70	327.98	2445.68	14.8
1938	22473.93	2409.32	4731.01	7140.33	31.7

1939	20003.31	2481.73	1209.30	3691.03	18.4
1940	22376.70	2611.58	3366.45	5978.03	26.2
1941 <sup>d</sup>	19280.00	2310.00	500.00	2810.00	14.5
Average	18112.95	2183.06	1142.40	3325.46	17.6

Facts taken from Clerks record of expenditures in Nevis School, Nevis, Minnesota

b-Budget for year 1930-1931

c-Record for year ending 1932 not available

d-Budget for year 1941

This history of expenditures for operation and maintenance in the Nevis School compares favorably with the practice in other schools with the exception of the last three years. This can be explained by the replacement of the heating boiler in 1938 and the rehabilitation program which was carried out the past year.

From this situation a good estimate expenditure for maintenance and operation in the Nevis School can be accepted as approximately \$3000 per year. If a new building were to replace the present plant it is doubtful that the cost of operation and maintenance could be reduced to any great extent over this figure. To this we would have to add the interest costs of a new building. It is doubtful that a new building could be justified from this viewpoint.

The third criteria set up by Womrath states that a building should be abandoned when it becomes inaccessible. We have already pointed out that the school is located at the most central point available in the school district.

Finally, the building should be abandoned when it becomes out of date and beyond repair. The building has just been remodeled and repaired by a rehabilitation program. It is in very good condition and though it does not have all the facilities recommended for school purposes in recent years it does serve quite well the school needs of the community.

### **Maintenance and Upkeep Program**

The maintenance and upkeep program of any school depends largely upon the janitorial service. If the janitor in the building is careless and not interested in maintaining the building in good condition, the building will reflect in this attitude. If the administration does not provide the necessary equipment and materials to maintain the building in good condition, the building will also reflect this situation. If the building is originally in poor condition, no janitor can put the building in good condition and hope to keep it that way. These are all matters for consideration when reviewing the upkeep and maintenance program.

We have already heard that a thorough rehabilitation program was carried out the past year. Before this program was begun the condition of the building was exceedingly poor. An example of the condition in which the building was before the rehabilitation program was the condition of the floors. The floors for many years had been served by scrubbing them periodically and then spraying them with a coat of oil. The daily program was one of sweeping with a floor brush and the use of sweeping compound. The result of such treatment was that the floors became very dark and could not be kept clean for any length of time. The rehabilitation of the floors consisted of relaying those that were loose or uneven. They were sanded and treated with a penetrating floor seal.

Now the maintenance program consists of waxing and sweeping with mops. Now the floors give a pleasing impression to the person in the room, they are clean, and can be kept clean with a minimum of work. A similar situation was true with almost everything connected with the building. Today we have a building that is clean and gives a pleasing appearance to anyone coming into the building.

Because the building was in poor condition it had been the policy of the administration to expend as little as was absolutely necessary on the maintenance and upkeep of the building. Today it is the policy of the administration to expend what is necessary for materials and equipment in order to keep the school plant in its present condition.

A picture of the janitorial service in the Nevis School plant can be gotten from the reports of the visits as made by the High school Directors from the State Department of Education to the Nevis School. Utne wrote in October of 1938 as follows: "It appeared to me that the housekeeping throughout the school might be improved to advantage. The janitor service seemed to be of very inferior quality. The building should be kept in a clean and orderly manner." Berning wrote in June of 1937, "The suggestions were to provide the janitor with equipment so that he can do a better job of cleaning back of radiators. The janitor should be encouraged to sweep all the rooms regularly." Again in October 1930, Utne wrote, "The janitor should be made to realize that it is his duty to keep the school plant in a clean, sanitary, and orderly condition at all times." This picture is far from good. Over this period of time the administration has made three changes in the janitor personnel. A change has been made for the coming year.

The new janitor was selected on the basis of his personal standing in the community. He is of good health, 31 years of age, has a family of four children, three of whom are in school, is of good character and morals, uses neither tobacco or alcohol, has a reputation for his willingness to work, and was recommended highly by the majority of the businessmen in the community. He has indicated his willingness to cooperate and accept advice. It will be the duty of the administration to assist him in organizing his time and to provide for him the necessary equipment and materials in order that he can keep the school plant in a clean and orderly condition at all times.

Another factor in keeping the school plant in a satisfactory condition at all times is the behavior of the pupils and teachers in their use of the school plant. Since the rehabilitation of the school plant their attitude has improved immensely. They have shown a wish to cooperate in keeping the school plant in good condition by cooperating with the janitor so as to make his work as easy as possible.

## **Chapter IV**

### **The Transportation Program**

The Nevis School district is a consolidated school district. A picture of the size of the district and the high school district which the school serves was given at the beginning of this paper. The State Department of Education requires that all pupils living two miles or more from the school building shall be transported. Practices in the past have been to transport all pupils living outside the village limits and those children living at a distance greater than one mile within the limits of the village provided they live on a bus route. In order to carry out this program the district has been supporting eight bus routes



within the district. During the past year one of the bus routes has been extended into Common School District #13 to provide transportation for the high school pupils within this district. The unorganized school district of Hubbard County has also placed the high school pupils that live within the Nevis High School Area on one of the routes for transportation to the school.

One state highway crosses the district east and west passing through the village. The other roads in use by the school buses are county and township roads. A map of the school district showing the bus routes and the kind of roads they cover may be found on page 63. The natural barriers affecting the laying out of roads and bus routes are the many lakes which are to be found in this district.

### **The Present Bus Routes**

For the past ten years there have been eight bus routes serving this district. Until the past year they all operated within the consolidated school district. The past year one was extended to include the children in Common School District #13. For the coming year, the number of routes have been decreased to six through a program of consolidation. Reeder states that there are two types of bus routes. They are the "shoe-string" and the "circular". The circular type begins near the school and ends at the school. The shoe-string type begins as an outer boundary of a district and ends at the school. All the eight bus routes prior to the consolidation effective this coming year have been of the shoe-string type. The consolidation program has converted four of these shoe-string type routes into circular type routes. That leaves four of the shoe-string type routes yet in the district.

### **The Total Number of Pupils Transported**

Table 20 presents the number of children that have been transported for the past ten years. The table also compares the number of children transported with the total enrollment for those years.

Table 20  
History of Number of Children Transported as Compared with the Enrollment

Year Ending	Resident	Non-resident	Total	Enrollment	Percent of Enrollment
1940	112	8	120	259	46.3
1939	130	6	136	262	51.9
1938	118	2 <sup>c</sup>	120	247	48.6
1937	132		132	228	58.0
1936	118		118	217	54.3
1935	125	2	127	209	60.7
1934	107	2	109	210	51.9
1933 <sup>b</sup>					
1932	137		17	223	61.4
1931	116	6	122	210	58.1
Average	121.6	2.9	124.5	229.4	54.6

Facts taken from Annual report to State Department of Education made by Superintendent of Schools. On file in Office of Superintendent of Schools, Nevis, Minnesota

b-No record available

c-Non-resident children carried in 1938 and prior to this are children living on edge of district and whom presented themselves on the regular bus route for transportation.

The table shows that approximately half of the children enrolled in the school during these years were transported to school.

### **The Types of Buses Now Used**

Ten years ago the buses in operation were home built bodies on second hand chassis. They did not satisfy any of the regulations now in effect as regarding school bus equipment. For the school year 1937-1938 the Board of Education made an attempt to improve this equipment. They set up standards which they felt they could be demanded under the wages which they could pay. This was done at some increase in cost. Considerable improvement was obtained. One of the buses under this program was a second hand custom built school bus. Six of the buses were panel bodies remodeled for school bus purposes. One remained a home built body but with steel supports. None of this equipment was new. The chassis were models of standard makes ranging from the Model T Ford up to Models of the year 1935. None of this equipment had safety glass as is required by law and failed in many details of complying with the requirements for school buses.

Effective for the coming school year considerable improvement has been made. Through consolidation the number of routes have been reduced. The new program will require three buses capable of hauling approximately 36 to 42 pupils. For these routes the Board of Education will require custom built buses not older than 1935 in make and they must satisfy all the requirements of the State Department of Education. The remaining three routes must be served by rebuilt panel jobs not older than 1935 in make. These panel bodies must be remodeled according to the specifications established by the State Department of Education for this purpose. This will be a considerable improvement over the equipment which has been in use the past three years. They will all be adequately heated and ventilated, furnished with shatter proof glass, constructed of steel, and well insulated.

### **Qualifications of Bus Drivers Now Under Contract**

The distribution of the ages of the bus drives has been as follows: the oldest bus driver in the past ten years was 66 years of age and the youngest driver during this period was 19 years of age. The average age of the bus drivers over this period of time was 38.7 years of age. The range for the coming school year will be from 22 to 49 among the regular drivers. One driver will be 23, one will be 32, two will be 33, one will be 42 and one will be 49. This gives us an average age of 35.3 years of age which is approximately 3 years younger than has been the average for the past ten years. This is as is recommended by Reeder who points out that an attempt should be made to avoid the extremes, but that it is also good to have a spread in their ages in order that the younger drivers may have the experience of the older drivers to follow. The drivers that have

contracts for the coming year have had from two to eight years of experience. The average number of years of experience which these drivers have had is 5.5 years. This is also a good qualification among drivers. Five of the drivers are farmers and one of the drivers is a laborer. This means that none of them depend on the school bus route for their livelihood. This is a beneficial situation as a bus route should not provide a driver with an entire livelihood. All mean are good substantial citizens of the community and have excellent characters and morals. The degree of their mechanical ability apparently varies from good to poor.

### **The Policy of Transportation**

The policy of the Board of Education in the Nevis District has been to hire drivers who furnish their own equipment. To begin with it was the policy of the Board to let the contract to the lowest bidder. This policy was discontinued at the end of the school year 1936-1937. Since then it has been the policy of the board to let the contract by direct bargaining, and to give the incumbent first consideration provided he has given satisfactory and competent service. The result of this policy has been that since 1937 only one of the drivers have been replaced. For the future the Board of Education has now established the policy of giving the driver a three year contract. This will also help to establish tenure among the drivers.

### **Financing the Transportation Program**

The transportation costs within the district have been paid entirely by the district. An attempt has been made to keep these costs within the limit to which the state will reimburse the district. This amount is equal to thirty-six dollars per pupil. The additional costs for the transportation of non-resident high school pupils have been paid in two ways. One way has been for the common school districts to pay the costs, and the second way has been for the parents of the pupils to pay the costs of transportation. This has been a minor item since there has been so few non-resident high school pupils to transport. The costs per pupil have varied for this purpose and there is no record of the costs as the common districts and the parents have bargained directly with the drivers in most cases. More recently it has been handled by the superintendent of schools. Since there are so few non-resident pupils to be transported the costs have usually been quite high. When the parents have paid the costs for this transportation, the students have in most cases been placed on the student aid work program to help defray these expenses. The salaries of the drivers within the district for the coming year will vary from \$60 per month to \$95 per month. Last year this range was from \$50 per month to \$85 per month. This will increase the costs of transportation to the district by the sum of \$250 for the coming year. The major increases in monthly salaries were accomplished by consolidation of routes and thus lengthening the routes.

### **The Bus Routes**

There are two kinds or types of routes. They are the circle and shoe-string type. Classification of the routes show that there will be two circle type routes and four shoe-string type routes. The length of the routes may be found in Table 21.

Table 21

Length of the Nevis School Bus Routes<sup>a</sup>

Route Number	Total Miles One Trip
1	9
2	11
3	9.5 <sup>b</sup>
4	11.5
5	14
6	6.5
Total One Trip	61.5

a-These mileages are estimated from the map as the routes are laid out for the coming year.

b-This mileage includes 4 miles for non-resident transportation.

From the data in the table we find that the total mileage per day by all the routes is 123 miles. The mean time consumed in travel by the buses from the time they pick up the first pupil until they arrive at the school is 39 minutes. The range is from 23 minutes to 50 minutes. This does not mean however that the average pupil rides that long. The drivers on the circular routes reverse the procedure so that the first child to be picked up in the morning is the first one to come home at night. Routes 2 and 5 are the circular routes. Reeder states that the maximum length of time for a child to ride should not be over 60 minutes. This therefore agrees very well with his maximum time since none of the students ride more than 50 minutes.

The routes may be traced on the Map on page 63. The roads can be classified as ranging from good to poor. Route #1 transverses both county and township roads. Out of the 9 miles, 7 ½ miles are count roads and the remaining 1 ½ miles are township roads. Route #2 covers 3 miles of tarred state highway, five miles of county highway and three miles of township roads. This route crosses the railroad tracks four times. The first crossing is exceedingly dangerous since the approach to Highway #34 is a steep hill immediately after crossing the railroad tracks and the tracks curve at this point so there is not good visibility in either direction. All other crossings can be safely made since there is good visibility in both directions. Route #3 covers seven miles of count roads and two and one-half miles of township roads. The township roads pass through densely wooded areas and require careful driving. There is also one bad hill in this road. This route crosses the railroad tracks in the village, but there is good visibility in the both directions. Route #4 consists entirely of county roads. There are two bad turns at the bottom of hills. The route crosses the railroad tracks also in the village. Route #5 has seven miles of tarred state highway, three and one-half miles of county road and three and one-half miles of township road. This route crosses the railroad tracks three times, all in places where there is good visibility. It has one bad hill which has a curve in it. Route #6 has four and one-half miles of county roads and two miles of township roads. The roads covered by these routes are good, fair, and poor, depending upon whether or not they are state highways, county highways, or township roads.

#### **Upkeep of Roads and Snow Removal**

The state highway is kept in very good condition and the highway is always kept clear of snow during the year except under very severe conditions. The county roads are

maintained regularly the entire year. The township roads receive little if any care of upkeep. Only when they become absolutely unusable do the townships attempt a program of repair. The county has established a policy of removing the snow from all county roads first, then school bus routes, and finally rural mail routes. If they can accomplish any more snow removal it must be done after these roads have been cleared.

### **Accident and Insurance**

There is no record of any accident during the transportation of school children for the past ten years with two exceptions. One exception was a case where the school bus lost a rear wheel while in motion. There was no injury resulting from this mishap. The other case was an accident resulting from a child attempting to board the bus before it had come to a stop while backing up to the curb. This accident resulted in a broken leg. The bus drivers are not required to carry liability insurance and there is no record to show that this has ever been done in the past ten years.

### **Rules and Regulations for Transportation**

The rules and regulations that have been in effect were those as recommended by the State Department of Education. For a number of years the bus drivers have been required to meet once a month with the superintendent of schools for a review and discussion of these rules and regulations. At these times the various problems of the transportation program have been discussed also. Particular attention has been paid to the safety program. These rules and regulations cover the behavior of the driver and the behavior of the pupils from the time they enter the bus on their way to school and until they leave the bus after school.

### **Inspection of Transportation Equipment**

The bus drivers have been required for the past year to present to the superintendent of schools once a month a check list checked by a competent mechanic. The superintendent of schools at the time of the monthly meetings has inspected the school buses from the viewpoint of the cleanliness and comfort to the children. For the coming year the Board of Education has established the policy through which the transportation equipment will be inspected at the beginning of the school year, at the beginning of the winter season and once during the winter season by a mechanic hired by the board. In addition to these inspections the superintendent has been instructed to make periodic trips with the school buses for the purpose of inspecting the transportation service and studying the road conditions. The principal purpose of this program is to accomplish everything possible for the safety of the pupils. The upkeep of the equipment otherwise is the responsibility of the drivers themselves since they own the equipment.

### **Auxiliary Use of School Buses**

The principal use of the school buses for school purposes outside of the regular transportation program has been for transportation of athletic and other teams representing the school in contests, for the transportation of classes and other groups to various places for special study, and to transport pupils to school for functions held in the evenings. Since the driver owns the buses and their contracts do not call for these service, special arrangements by direct bargaining has been necessary to obtain these

services. If the costs can be applied directly to educational purposes the board of education has accepted the policy of paying for these costs. Otherwise the costs have had to be charged directly to the group accepting the service.

### **Transportation Accounting**

The accounting procedure for transportation in use in this school system has been that required by the State Department of Education. The record forms that have been kept are the drivers' contract and bond, the qualifications report to the State Department of Education, the drivers' weekly reports, a transportation map of the district, a schedule for each route, and the annual application for transportation aid to the State Department of Education. In addition to these records, for a number of years a list of the pupils riding each bus has been kept. This information has been gathered for the purpose of preparing the application for transportation aid. The State Department of Education also requires a report of all accidents presented to them immediately after the accident.

## **Chapter V**

### **The Pupil-Personnel**

Heck states that pupil-personnel may be defined as "those services whereby all children of school age are "kept track of", caused to attend school, and so studied that they are aided in making the maximum good use of the abilities which they have." He further state that this work has two aspects, the quantitative and the qualitative. The quantitative aspect attempts to answer the question how many with reference to the children in the district and qualitative aspect attempts to answer the question what kind. Schools are operated for the purpose of preparing children to become useful and happy part of society, and therefore, the pupil-personnel work becomes one of the most important jobs in the school system. It is the duty of the school to know how many pupils there are in the district and to see that they are being trained according to their abilities and interests. This duty will require a system of records and reports and follow-up work on the part of the school. It requires a system of examining and reporting the work of the pupils for the benefit of the pupils, the parents and the school. This discussion will attempt a review of the pupil-personnel of the Nevis School.

### **Compulsory Attendance and its Enforcement**

Chamberlain reports that all the states in the union have enacted compulsory attendance laws. Minnesota enacted a compulsory attendance law in 1885. These attendance laws differ in their contents, but do agree in the general intent of the law. The law in Minnesota requires the attendance in school while the school is in session of all children between the ages of eight to sixteen unless the child has been excused for one of certain reasons that may be accepted according to the law. This law does not require that the child attend a public school, but the private school must offer certain courses in the curriculum in order to comply with the compulsory attendance law. The excuses from compulsory attendance that may be accepted according to the law are physical or mental inability, completion of the eighth grade, religious instruction not to exceed three hours per week, unreasonable walking distance from home, or excuse in the spring and fall for the pupil to help at home if he is fourteen years of age. These excuses must be written

and filed with the clerk of the school district. The child labor laws of the state also make it illegal for a child under fourteen years of age to be employed while school is in session. Children between fourteen and sixteen years of age can only be employed provided they have received permission from the school authorities. The problems that confront the school therefore are those of getting the school enrolled and maintaining regular attendance during the school year.

In order that all children of school age will be enrolled in the public schools or private schools, the laws of the state require that a school census be taken at the beginning of the school year. This census has been taken regularly each year at the beginning of the school year in the Nevis District. This census list is checked against the current school enrollment periodically throughout the school year in the office of the superintendent of schools.

Table 22  
Compulsory School Attendance in Nevis District

Year Ending	Date Census was Completed	Was Law Enforced	Number Legally Excused	Number Illegally in Non-attendance
1940	September 15, 1939	Yes	None	None
1939	September 29, 1938	Yes	3	None
1938	September 29, 1937	Yes	None	None
1937	September 30, 1936	Yes	None	None
1936	September 20, 1935	Yes	None	None
1935	September 24, 1934	Yes	None	None
1934	September 8, 1933	Yes	None	None
1933	September 30, 1932	Yes	None	None
1932	September 30, 1931	Yes	None	None
1931	August 12, 1930	Yes	1	None

Table 22 gives a picture of this phase of the compulsory attendance in the Nevis School for the past ten years. It shows that the census has been taken according to law and that the compulsory school law has been enforced. There has been a minimum of excuses accepted for non-attendance. This report of the excuses does not show the number of excuses accepted for attendance at religious instruction. For this purpose a number of children have been excused once a week each year and usually for only one period of the school day.

The second phase of the enforcement of the compulsory attendance law is the maintenance of the regular attendance by the pupils enrolled in the school. This duty in the Nevis School has fallen to the lot of the superintendent of schools with the assistance of the homeroom teachers who check the attendance daily. There has never been a regularly appointed truant officer in the Nevis School District to care for these duties. Only in cases where a pupil has been habitually absent without a good reason has a truant officer been appointed. When the special case has been taken care of this officer's duties usually have been terminated. Good reasons granting excuse for absence from school have usually been determined by the judgment of the teacher or superintendent. All children that are absent from school are required to present to their teacher an excuse signed by themselves and their parent or guardian stating the reason for absence from

school. If the teacher is not satisfied that the excuse was valid, the teacher passes it on to the superintendent who must care for the case thereafter.

Table 23 on the next page presents a picture of attendance in the Nevis School for the past ten years. Some facts are not available from the time when the school operated under the 8-4 system of organization and therefore the complete picture cannot be presented. Chamberlain presents some similar facts for the United States for the year 1930. According to this report the percent of attendance for the United States in 1930 was 82.9 percent and for Minnesota was 82.8 percent. The average for the Nevis School over the ten years after 1930 was 92 percent. The average number of days attended by each pupil in the United State was 143 and for Minnesota were 149.1. For the Nevis School this figure was 148.8 days. This comparison places the attendance in Nevis School somewhat higher than the average, but these statistics are for all schools, including the upgraded rural as well as all graded schools. When compared with a summary of statistics for similar schools in Minnesota we find the opposite is true. The Statistical reports of the State Department of Education show that the average number of days each pupil attended for the years 1931 through 1938 was 156 days a year as compared with 148.8 days for the Nevis School. The percent of attendance for similar schools in the years 1935 through 1938 was 93 percent compared with 92 percent for the Nevis School. The percent the average daily attendance is of the enrollment is 87 percent as compared with 84.9 percent for the Nevis School. These comparisons show that the attendance statistics for the Nevis School are quite low as compared with the average in Minnesota. This means that the problem, of the maintenance of regular attendance in the Nevis School needs special attention so that it may be at least brought up to the average in the state.

The problem of the child labor does not affect this school to any extent because this is not an industrial community. There is no record of excuses for this purpose in the past ten years.



Table 23  
History of the Enrollment and Attendance in Nevis Public School for Ten Years

Year Ending	Enrollment			No of days School in Session	Average No Days Each Pupil Enrolled	Average Daily Attendance			Average Att by Each Pupil			Percent of Attendance
	Grade School	High School	Total			Grade School	High School	Total	Grade School	High School	Total	
1940	147	112	259	170	153.3	122	99	221	142	149	145	94.2
1939	149	114	263	167	149	120	96	216	134	141	137	92.1
1938	145	102	247	169	153.5	121	85	206	141	141	141	91.7
1937	127	101	228	172	155.3	102	90	192	138	153	145	93
1936	112	105	217	174	160	94	88	182	146	146	146	91.2
1935	150	59	209	174	175.1	130	52	182	156	159	157	89.8
1934	145	65	210	c	c	122	60	182	152	165	156	c
1933	140	67	207	c	c	117	60	177	151	162	154	c
1932	143	79	222	c	c	123	68	191	153	155	154	c
1931	137	73	210	c	c	114	67	181	147	158	153	c
Average	139.5	87.7	227.2	171.3	157.7	116.5	76.5	193	146	152.9	148.8	92

### **Pupil Progress and Promotion**

The Nevis School is a graded elementary and secondary school with annual promotions in the elementary and junior high school grades. Graduation from high school is based on the completion of a given number of courses of senior high school quality. Chamberlain says that "...a child's educational progress should represent a constant and uninterrupted development, and at all times this steady growth should be at or near the maximum rate permitted by his capacities." This type of education is not suited for the masses because it would result in much higher costs per child than we are now expending. The graded school system is an administrative device affected in order to provide education for the masses at a reasonable cost. The graded system classifies all students according to some standard, and the pupils move from one classification to the next upon the completion of a certain amount of work supposedly to be expected from the mythical, average child. This system does not provide for the extremes in child capacities to do work. The result is that a number of children fall by the wayside and number move ahead of their grade and thus fall out of their classification. There are many ways in which the children could be classified, but the common one in use is the age classification. Children are expected to enter first grade within a certain age limit and progress from one grade to the next annually. If the graded system operated ideally, and each child progressed through the twelve grades without any interruption such as failure, or double-promotion, there should be at any time approximately  $8\frac{1}{3}$  percent of the total enrollment in each of the twelve grades. This can not be used as a measure for comparison in a small school through, for the number entering the first grade is not stable. A better and more common method for examining the school system as to its failures and promotions is the Age Grade Table. Figure 1 on the following page is such a table compiled for the Nevis School based on next years expected enrollment. This figure shows that 66 percent of the pupils in the lower eight grades are proceeding at the normal rate through the school system. It also shows that 16 percent of the pupils are under age and 18% of the children are over age in the school system. Standards for comparison are hard to obtain except from a few reports of schools in large cities. Heck states that for purposes of comparison 38 percent retardation, 10 percent acceleration and 52 percent normal is perhaps an average situation. The figures for the Nevis School appear very favorable along side of these since they show a much higher rate of acceleration, much lower rate of retardation and a larger percent of pupils falling in the normal group. Von Borgersrode cited a study of 16,000 Minnesota pupils wherein they found that the percent of retardation in the grades should be approximately 25 and the percent of acceleration should be approximately 10 to 15. This would mean that the percent of normal pupils should be approximately 60 to 65 percent. Even when compared with these standards the figures for the Nevis School appear to advantage.

A more careful study of the figure shows that the amount of underageness is low, in most cases it is only one year and the most in any case is two years. The data also shows that there are several severe cases of overageness. The range being from one year to five years overage. There are included here two cases four years overage, eight cases three years overage, and six cases two years overage besides the one case five years overage and the sixteen cases only one year overage.

Promotion or failure in school work in the graded system must be measured by some unit. It is supposed to be based on the completion of the amount of work which the

mythical average student is capable of doing. If a student does not measure up to this standard he fails, otherwise he is promoted. In some exceptional case if the student appears able to master much more than the standard, he is double-promoted. Both practices are bad. In the first the student must go back and repeat all the work which has been covered in the past year. In the second case the student often skips considerable work that is covered only in the grade which he misses.

Failure or completion of the standard amount of work is measured by a grading or marking system. The marking system in use in the Nevis School consists of four levels of letter marks besides failure. This system has the bad feature of promoting competition between students for the better mark. This system is not fair because students are not equal in ability and the poorer student cannot complete on the same basis as the good student. The graded school system using the marking system mentioned above promotes this type of competition.

Heck says that school failure involves four types of losses to the community and individuals. They are: financial loss to the taxpayer, educational loss to the individual who never reaches the point where he comes in contact with material of great value to him, spiritual loss to the individual who loses faith in himself, and social loss to the majority of the pupils who must give up teacher time to the student who is failing.

These conditions are prevalent in the Nevis School and therefore it is important that a great deal of time and attention be given to the subject by the administrator-supervisor and the teachers. They are conditions that cannot be corrected overnight. A continuous program for the improvement of pupil progress must be begun and carried out in the future.

### **The Record System**

The pupil-personnel work in the school system also includes the making and keeping of a record system so that the school, the parents, and the pupils will have some source to which they can go for information about the particular pupil. Von Borgerode listed nine characteristics which the record system should have in order that it be satisfactory.

The record system should be legal, uniform, complete, accessible, simple, permanent, accurate, continuous and coordinating. The record system in the Nevis School does not have a very good history. There are very few records of any kind prior to 1928. Most students attending school prior to this date cannot get any information from the school because no permanent records had been kept. In 1928 the school administrator began preparing and keeping a permanent record card for every pupil attending school. The record system since then has included most of the records necessary to keep the important information concerning the pupil. It still does not satisfy all the characteristics demanded of the record system.

The record system is legal in that it satisfies all the demands made by the laws of the state for such records. The record system is fairly uniform because all the records now kept are part of the Flynn-Utne system. The records kept are fairly complete. They are not as accessible as they should be. The accuracy of the records depends on the teachers who must record the data. An attempt has been made to keep the data as accurate as possible. The system in use seems to satisfy the other characteristics.

The record forms must be supplemented by report forms. These report forms depend upon the methods of gathering information and what information is to be passed on to parents and certain agencies such as the State Department of Education.

## **Chapter VI**

### **Educational Materials and Equipment**

It is a common saying among educators that it is a costly procedure for a school to fail to provide the necessary materials and equipment for the educational program after spending thousands of dollars for teaching services. Educational; materials and equipment include everything used in the school system. If we accept the definition given for the curriculum earlier in this report, these materials will include everything used by the pupils and teachers in their school life. The principal items to be included in a list of educational materials would be the textbooks and library books, library supplies, laboratory equipment and supplies, physical education equipment and supplies, and general school supplies. Since it is necessary that supplies of this type be supplies for the use of the school the administration of them becomes a major duty of the administrators of the school. It is their duty to decide what is needed, select what is to be bought, buy them to the best of advantage, and see to it that they are used to the best of advantage in the school system.

#### **The Policy of the School**

The Board of Education of the Nevis School has established the policy that it shall be the duty of the superintendent of schools to administer the selection, purchase, and disposition of school supplies and equipment. The superintendent has made it a practice to consult the teachers in the school system when supplies are to be bought that directly concerns them. Purpose of all school materials and equipment has been made through the superintendent's office usually by direct bargaining. In a few cases it has been done by the bid method. The disposition of the supplies has also been through the superintendent's office.

Table 24  
History of the Expenditures for Educational Materials and Equipment

Year Ending	1941 <sup>b</sup>	1940	1939	1938	1937	1936	1935	1934	1933
Elementary Textbooks	\$200	\$58.77	\$157.01	\$202.45	\$237.74	\$222.00	\$183.34	\$209.37	\$258.46
High School Textbooks	200	87.09	191.39	146.88	240.39	316.14	120.22	124.33	149.88
Library Books	100	190.04	244.08	213.06	230.02	36.61	89.46	105.01	40.67
General Sch. Supplies	350	337.91	373.00	335.39	285.04	202.18	182.25	104.94	147.28
Library Supplies	50	48.70	102.32	83.46	64.33	62.77	10.80	47.96	2.73
Phy. Ed. Supplies	125	99.00	69.12	48.99	90.70	35.93	53.49	22.93	0
Laboratory Supplies	125	103.24	125.65	84.45	102.59	103.12	110.50	25.06	230.96
Replacement	350	212.18	473.14	200.65	134.00	93.60	175.80	32.76	372.55

Equipment									
New Equipment	175	73.38	473.28	115.52	259.10	150.90	19.66	25.30	25.46
Total	\$1675	\$1210.31	\$2208.99	\$1430.85	\$1643.91	\$1223.25	\$945.52	\$686.56	\$1227.99

Figures taken from Clerk's Record of Expenditures, Nevis, Minnesota  
b-Budget for coming school year.

It has always been the policy of the school to supply free textbooks to both the elementary and secondary school pupils. In later years it has become the policy of the school to supply all school supplies to the pupils with the exception of paper, pencils, notebooks, pen and ink. This policy rose out of the inability of many of the pupils to supply themselves with much of the materials required for their classwork during the years of the depression. Rather than have the children be without these supplies the Board of Education elected to buy them for all the pupils. Supplies of this kind are workbooks and materials for the art classes. Table 24 presents a picture of the amounts of money spent for school supplies and equipment. The policy of the board is born out in general in this picture. The expenditures for textbooks has been fairly constant throughout the exception of the past year when the school retrenched as much as possible because of the rehabilitation program. The costs for general school supplies have increased steadily throughout this period. This includes the extra expenditures already mentioned. Expenditures for library supplies and physical education supplies have been brought up from no expenditures to the recommended levels. The general picture is then that the Board of Education has attempted to provide the necessary equipment to make possible the carrying out of the education program.

### **Textbooks and Library Books**

The condition of the textbooks and library books in the school has increased throughout the past ten years.

Table 25

History of Textbook and Library Book Costs per Child in Average Daily Attendance

Year Ending	Elementary	High School	Library Books
1941 <sup>a</sup>	\$1.74	\$1.87	\$.45
1940	.48	.89	.86
1939	1.32	1.99	1.14
1938	1.67	1.73	1.04
1937	2.35	2.67	1.20
1936	2.36	3.60	.20
1935	1.41	2.31	.49
1934	1.71	2.07	.57
1933	2.20	2.50	.23
Average	\$1.69	\$2.18	\$.69

a-Estimated from budget for coming year and estimated average daily attendance from past average daily attendance.

Table 25 represents the annual costs for textbooks and library books per child in average daily attendance. A textbook survey made in 1935 by the State Department of Education

presents the fact that \$1.23 and \$1.80 per child in average daily attendance were the median amounts spent for textbooks in elementary and secondary school respectively in the year 1932-1933. For the year 1933-1934 these amounts were \$1.43 and \$1.52 respectively. The average for the Nevis School for the past eight years was higher than either of these amounts. Even with the greater expenditures we find from Table 26 that there are a number of sets of textbooks that are more than five years old which was given as the average life of a textbook. The greater cost of textbooks in the high school has been due to some changing of the curriculum and to the generally higher cost of books for these grades.

Table 26  
Age of Textbooks in Nevis School

	Elementary	Secondary
Number of Sets 1 year old	4	4
Number of Sets 2-3 years old	20	18
Number of Sets 4-7 years old	30	10
Total Number of sets in Use	53	32
Number of Sets to be Replaced in 19401-941	14	7

The average amount of money spent for library books does not equal that recommended by the State Department of Education. It is recommended that one dollar per year be spent for every child in average daily attendance. There are now approximately eight books in the library for every child in average daily attendance. The national standard is six books per pupil. With careful selection and budgeting the library should be easily kept up to standard with a budget of approximately \$200 per year.

Chamberlain reports that in Minnesota the local school board has the authority to adopt textbooks. It has already been reported that this duty has been delegated to the superintendent of schools. The superintendent has adopted the policy of using a textbook committee. The textbook committee in the elementary consists of the teachers using the book and the superintendent. It has been a practice to adopt a series of books for several grades and therefore in some cases all the teachers use the series, and in every case more than one of the teachers use the series. In the high school the committee consists of the teacher using the text, the high school principal, and the superintendent.

Adoption of textbooks is an important phase of school administration because the curriculum at the present is based on the textbook. Textbooks therefore have a great influence on what materials are to be covered in the curriculum. Therefore the selection of a textbook should perhaps receive more careful attention than it now receives.

The authority of selecting library books has been delegated to the school librarian. The librarian has been instructed to consult all the teachers on the faculty, but she has the final disposition of the funds. The librarian is the high school English teacher, has had special training, and therefore should be better able to make the final selection than anyone in the school system.

The duty of accounting for textbooks has been delegated to the high school principal. An excellent textbook room has been provided adjacent to his office and he checks them out to the teacher, who in turn checks them out to the pupils. The books are

all numbered and assigned by number to the pupils. The condition of the book is agreed upon by the teacher and pupil and recorded. When the book is returned if it has received more than the ordinary wear and tear, the pupil is held accountable for the loss. Library books are accounted for by the school librarian. High school pupils go directly to the library for their books and check them out there. The elementary school teachers once a week check out a given number of books and in turn loan them to their pupils. The teachers keep lists of the books available and the grade pupils have an opportunity of requesting certain books through their teacher. Adults in the community also have the use of the books in the library. The library is open to them for thirty minutes after school each day. A deposit of one dollar per family is requested for those that avail themselves of this opportunity. This deposit is returned at any time they wish to discontinue the use of the library unless in the meantime they have been charged with the loss or destruction of a library book. This service has been continued thru the vacation months through the use of community recreation readers.

### **General School Supplies**

Supplies classified under this heading are supplies that are used up in the course of one year. The budget for this classification is based on a requisition prepared by each teacher before April first of the proceeding year. When these requisitions have been all collected a meeting of the faculty is held for the purpose of equalizing the requisitions, discussing the quality of materials needed, the purpose for which they are to be used, and the comparative need for them. When this has been done the requisitions are combined into one list and if it is considered out of line with the spending program it is cut a given percent, this percent being prorated over the whole list unless there is included some given item that it is felt can be eliminated entirely. Table 24 shows that the expenditures for this item has been increasing steadily.

### **Library Supplies**

Library supplies include the cost of materials for repair of books, for accounting for the books, and for newspapers and magazines for the library. The cost of repair was a major item for a few years, but now has become a stable item. The policy has been established of repairing a given number of books each year. The cost of accounting for the books is a minor item. The cost of newspapers and magazines is a new expenditure in latter years. This was an addition to the library since 1935. The selection of these materials is left to the librarian, but she consults the members of the faculty.

### **Physical Educational Supplies**

The policy of furnishing materials and equipment for physical education is a new one since 1933. Prior to then whatever supplies were available were provided from extra-curricular source, principally the athletic funds. The physical education program has advanced materially of late years with better training of the teacher and better supervision and greater demands by the State Department of Education. The selection of materials and equipment has been delegated to the physical education teachers. Better organization for the care and use of these supplies has been stressed and it has helped in building up the equipment. The condition of the equipment now in the school is much

better. Careful budgeting of the moneys available for this will make it possible to build up a good supply of physical education equipment for the school.

### **Laboratory Supplies**

This item included materials and equipment for the science in the high school. The supplies on hand do not meet the requirements as established by the State Department of Education, but it has been sufficient for a fair laboratory course in all sciences. The use and care of these supplies is a large task and of course must be delegated to the teachers of those courses. Poor administration of these supplies by the teacher can delete them in the course of one school year because of their nature. Therefore the greatest task in the administration of them lies with the teacher. The history of expenditures and an examination of the supplies on hand will show that the administration of them has been quite satisfactory. It will be necessary to continue and improve the program if possible.

### **Equipment**

This item is a very general item. It includes all those items used in the school system which are more permanent in nature. This item would include all the equipment which was mentioned as needed in the review of the school plant. To begin to make a survey of all these items would be a lengthy procedure in this report. An examination of the expenditures for replacement of equipment and new equipment in Table 24 shows that in general an attempt has been made to first of all replace old equipment which has been worn out. Expenditure for new equipment has been a comparatively minor item.

The use of this equipment by the pupils and teachers has greatly determined the life of the equipment. Methods of caring for it when not in use has affected the life of the equipment. The kind of equipment that has been bought also affects the life of the equipment. It has been the policy of the superintendent to buy as good equipment as possible rather than a great deal of poor equipment. This will eventually prove the best policy, though it means that the school must do without some things in the meantime.

Examples of this policy can be shown by the program for the purchase of window shades. The window shades were a cheap paper shade and quickly reaching the end of their life. A program of furnishing two rooms each year was begun three years ago and will require three more years. The shades selected were the best on the market and will last indefinitely. In the meantime the shades in some of the rooms are very poor but the school will eventually be well equipped with shades. Another example is the seating in the auditorium. The auditorium is also used for a gymnasium so the seating cannot be permanent. Originally the auditorium was equipped with enough wooden folding chairs. During recent years they have been quickly reduced in numbers and therefore a program of buying a given number of steel folding chairs to replace them was begun two years ago. The program will require four more years but it will mean that eventually the auditorium will be well equipped with good substantial seating. An example of buying new equipment for the building, now in progress, is the purchase of light fixtures. The building was never equipped with them before, but since the building was required the past year the Board of Education is beginning a program of buying these fixtures in a given amount each year.



Chapter VII  
The Financial Status of the School District

**Receipts Program**

Public schools are supported from different sources. They usually receive their principal support from local sources, secondly from state aids and thirdly from federal aid to schools. Table 27 on this page reports the amounts received from the various sources by the Nevis School and the percent of the total for each source for the past eight years.

Table 27  
History of Annual Receipts Divided into Sources from which they were Derived

Year	Total Receipts	Received from State	Percent	Received from Local Taxation	Percent	Other Sources	Percent
1940	\$20590.93	\$12445.02	60.4	\$6196.63	30.1	\$1949.28	9.5
1939	17450.75	11382.84	64.6	5337.18	30.5	730.73	4.9
1938	17646.26	11634.34	66.0	5583.12	31.6	428.80	2.4
1937	19555.37	10849.39	55.4	8544.65	43.8	161.33	.8
1936	12559.96	7170.69	57.0	5164.35	41.1	224.92	1.9
1935	15271.20	7776.55	50.9	7276.25	47.6	118.40	1.5
1934	17116.20	8021.45	46.8	8926.73	52.1	168.02	1.1
1933	16632.55	9400.90	56.5	7077.35	42.5	154.30	1.5
Average			56.2		39.9		2.9

Facts taken from Treasure's record for Nevis School District, Nevis, Minnesota

This shows that for these years the school district has received on the average of 56.2 percent of its support from state sources, 39.9 percent of its support from local taxation and 2.9 percent from other sources. This may be compared with the Statistical Report of the Department of Education where the following facts were reported:

Year	Percent from State Sources*	Percent from Local Taxation	Percent from Other Sources
1938	34.8	48.9	16.3
1937	28.6	54.8	16.6
1936	29.2	53.4	17.4
1935	26.2	61.5	12.3
1934	25.3	63.3	11.4
Average	28.8	56.4	14.8

\*Includes Federal Aid

A comparison of these facts with those of Table 27 shows that the state is carrying the load in Nevis Schools which is being carried by local sources in the average school in Minnesota. This table also shows that the amount of money received from local taxation has remained fairly stable over three years but that the sum received from the state has increased considerably over the same number of years. To get a better picture of the support of the school we shall examine each source.

### **Local Tax Sources**

The local tax sources consist of the maintenance tax, the deficiency tax, and the one mill tax on the assessed valuation of the school district. The amount of money that can be raised by local taxation therefore depends on the assessed valuation of the district. During the past eight years we find that this item has decreased tremendously and therefore has reduced the ability of the local district to support its school system. Table 28 gives the assessed valuations of the district for the past eleven years and the amount of assessed valuation per child in average daily attendance for those years. The picture presented is that the ability of the school district to support its school is reducing steadily. This ability has been converted to the amount of money the school district should produce with a thirty mill levy. We find that the thirty mill levy in 1939 could only produce thirteen dollars per child in average daily attendance if all the taxes were paid in full. Actually this levy only produced about sixty percent of this amount because of the delinquency in tax payments. During the years preceding 1939 the amounts that the thirty mill levy would produce per child was greater but the delinquency was also greater during those years. Table 29 shows that the greatest delinquency came during the year preceding 1936. This table also shows that the levies in every year have greatly exceeded the base set by the State Legislature when it passed the supplemental aid law for the purpose of equalizing the burden of school support within the state. This base was set at thirty mills and according to this law should produce at least \$100 for every high school student and \$60 for every elementary school student in average daily attendance. The levies over and above thirty mills have been for the purpose of financing the loss due to prorating of the supplemental aid and for financing the different in school costs and the supplemental aid base.

Table 28

History of Assessed Valuation of Nevis District per Child in Average Daily Attendance and Amount That Can Be Raised by a 30 Mill Levy

Year	Assessed Valuation	Assessed Valuation Per Child in ADA	Amount 30 Mill Levy Should Produce	Amount 30 Mill Levy Should Produce per Child in ADA
1929	\$263303	\$1454	\$7899	\$43
1930	254007	1329	7620	40
1931	248719	1405	7461	42
1932	183371	1007	5501	30
1933	179905	983	5397	20
1934	147995	813	4440	24
1935	146582	767	4397	23
1936	131414	638	3942	19
1937	126378	625	3791	18
1938	96165	447	2885	14
1939	95200	433	2856	13

Valuations obtained from office of the County Auditor of Hubbard County, Park Rapids, Minnesota

Table 29  
History of Amount Levied Compared with Amount Received From Local Taxation for  
Nevis School

Year	Amount Received from Local Taxes <sup>a</sup>	Amount Levied <sup>b</sup>	Number of Mills Agricultural	Number of Mills Non-Agricultural
1940	\$6196.63	\$8093	80.59	95.59
1939	5337.18	7095	69.31	84.72
1938	5583.12	8879	61.37	88.72
1937	8544.65	9697	66.59	94.35
1936 <sup>c</sup>	5164.35	7448	48.07	58.21
1935	7276.25	14549	98.31	98.31
1934	8926.73	14374	79.90	79.90
1933	7077.25	15119	82.45	82.45

a-Amounts received from local taxes for each year always includes a certain amount of receipts from back taxes and does not entirely come from the levy for that year.

b-These amounts were levied the year before and collected the year given here.

c-This year a law became effective limiting the number of mills on agricultural property to not to exceed the county average for common school districts plus ten mills. This maintenance levy was supplemented with a deficiency levy over all property assessments to care for the loss due to the prorating of state aids.

This picture shows that the local district has about reached the limit of its ability to support the school. This is true if the drop in assessed valuations is due to a true loss of property value in the district. It is not true if the drop is due to an attempt to reduce taxes by this means. A study of the assessed valuations would be necessary to determine this.

### **State Sources**

State aids to schools come from three sources, legislative appropriations made every two years for the biennium, permanent school fund, and the state income tax. These aids are paid to schools in various ways.

The classification aid is paid to all schools and the amounts are determined by the type of organization under which the school is operating. The Nevis School is a six year elementary and six year high school and therefore its classification aid amounts to \$900 gross each year.

Aid for transportation is paid to consolidated school districts by the state not to exceed \$36 per pupil per year and is based on the number of pupil-miles traveled by the pupils in the school year. 112 pupils were transported the past year and therefore the gross limit for this aid for the coming year is \$4032 for the Nevis School.

Supplemental aid is offered to all school districts wherein a maintenance levy of thirty mills will not raise \$60 per elementary pupil and \$100 per high school pupil. The supplemental aid amounts to the difference between what the thirty mill levy raises each year and what the base for that school year amounts to in terms of the average daily attendance. This aid is limited by the current expenditures for the year. If the school

does not expend \$60 per elementary pupil and \$100 per high school pupil during the year the supplemental aid only amounts to the difference between what is spent and the proceeds of the thirty mill levy and special state aids. The aid is also limited by the number of classroom units. If the school does not spend \$1600 per elementary classroom unit and \$2000 per high school classroom unit the supplemental aid is also limited by this amount.

The state also pays tuition for non-resident high school pupils. This amounts to seven dollars per month per pupil. The non-resident high school enrollment in this school is small and therefore does not amount to much in the way of receipts. This is the only aid received from the state that is paid in full at the present time.

There are other available aids from the state but they are dependent upon the type of services offered in the curriculum. If these services are not offered the school receives no aid for them. Some of these aids are for special departments, classes for defectives, purchase of new library books, transportation of crippled children, teacher training, and evening schools. The Nevis School receives none of these aids.

Schools also receive ten dollars per child in school from the state income tax fund. This money is assigned to the payment of school indebtedness as long as the school has such indebtedness. Thereafter it may be applied to current expenditures. At present it is used for retirement of bonded indebtedness in the Nevis School and is handled in a separate fund.

State aids have never been paid in full for the past eight years since the legislature has failed to appropriate the necessary funds to do so. Therefore they have been pro-rated to the schools on the basis of the gross amounts which they should receive according to law. This percentage has been steadily decreasing each year until at the last session of the legislature a law was passed setting 65% as the lowest percent at which the supplemental aid could be paid. This had the effect of decreasing the percent of the other aids paid, but in the Nevis School the supplemental aid is by far the larger and therefore it worked to the advantage of this school system.

### **Federal and Other Sources**

Federal aids are paid to schools through state agencies for certain types of school services. The Nevis School receives none of these aids since it has been unable to provide the additional funds needed to take advantage of these aids.

Other sources are receipts that may come from special taxes such as the rural credits tax and farm rentals or from sale of textbooks, etc. The major item in this group the past few years has been receipts from the state for the student aid program. The past year a substantial sum was received from the rural credits tax.

Receipts of this type are not static and cannot be depended upon for as a source of school support. It is best to not plan for this type of receipt for this reason.

### **Summary of Receipts**

Table 30 is a summary of the receipts for the Nevis School District for the past eight years showing where they come from and showing the balance at the end of the fiscal year. This table shows that a surplus was built up during the years when the expenditures were at their lowest and that balance has been eaten up during the latter years. It will be shown when the expenditures are discussed why the expenditures

increased so markedly during the year 1938 and 1940. These receipts do not show any of the receipts from taxation made for the debt retirement program or the income tax received from the state for this purpose. This program has been handled separately from the current expenditures and the funds have been kept separate from the other school funds. For that reason it is advantageous to keep those facts apart from the rest of the program.

### **Expenditure Program**

A summary of the expenditures in the past eight years is given in Table 31. An examination of the totals for these years shows that the expenditures decreased during the middle thirties and then increased during the last three or four years with a marked increase during the years for 1938 and 1940. If the character classification for those years are examined we find that the increase during those years come under the maintenance program of the school. For the year 1938 we find that the increase was due to the replacement of the heating boiler and some equipment adjacent to this. For the year 1940 we find that the rehabilitation program began in the year 1939 and therefore some of the cost of the program can be found during this year also.

In addition to the increase in the maintenance program over these years the cost of instruction shows a marked increase the last two years. This was due to the addition of an elementary teacher to the staff. The other item that has changed is the item for auxiliary agencies. This is principally the transportation program and we find some major increases during the last three years. This was due to the program of bettering the transportation facilities. Aside from these three instances we find the expenditures program has been relatively static.

The raw expenditures items in Table 31 have been reduced to percentages of the total current expenditures, excluding the expenditures for capital outlay, for purposes of comparison with the practice in Minnesota, in the 48 states and with the standards as set up by Moehlman. Comparison of this data shows very little agreement between the averages as found for the Nevis School and the comparative data. There are several reasons for this. The costs of the transportation program are so great that they throw the entire budget out of line for purposes of comparison. Another reason is that in a small school the costs of instruction cannot reach as high a percent as in the larger school because other costs are comparatively higher in the small school. This does not happen to be true of general control, but here is reason for this. The superintendent of schools salary has always been charged to instruction, and at least part of it should be charged to general control. It is true of all the other items. For the sake of comparison therefore practice in other states, and the standards, cannot be of much value. Better for our purposes would be our own average, keeping in mind that an attempt should be made to divert as much as possible of the expenditure toward instruction since that is the major purpose of the school. If savings are to be made, they should be made in the other places rather than under the item of instruction.

Table 30  
Summary of Receipts and Balances for the Past Eight Years in Nevis School

Year	1940	1939	1938	1937	1936	1935	1934	1933
Balance beginning of fiscal year	\$6021.59	\$8574.15	\$13401.82	\$10276.28	\$12098.56	\$10858.32	\$7421.16	\$7247.73
<b>State Sources</b>								
Classification Aid	526.50	546.30	582.30	576.90	946.26	947.52	960.12	1098.72
Transportation Aid	2307.83	2239.83	1974.00	1878.13	2029.95	2274.05	2657.96	3139.20
Supplemental Aid	7720.39	6344.99	6907.37	6616.40	3568.75	3141.85	2833.87	2970.90
Non-resident Tuition	504.00	483.00	371.00	63.00	63.00	63.00	189.00	350.00
Apportionment	1387.82	1765.05	1797.54	1714.96	1532.45	1426.13	1380.60	1822.48
Library Aid	3.48	3.67	2.13	0	30.04	24.00	0	19.60
<b>Local Sources</b>								
Maintenance Levy	3189.99	3142.46	3978.33	8544.65 <sup>a</sup>	5164.35 <sup>a</sup>	7172.44	8794.46	6966.05
Deficiency Levy	2919.76	2092.82	1509.46	0	0	0	0	0
One Mill Levy	82.88	101.92	95.33	0	0	103.81	132.27	111.30
School House	14.11	0	0	0	0	0	0	0
Private Loan	26.19	0	0	0	0	0	0	0
Rural Credit	1359.59	0	0	0	0	0	0	0
From Non-Revenue	548.39	730.73	428.80	161.33	224.92	118.40	168.02	154.30
<b>Total Receipts</b>	<b>\$26612.52</b>	<b>\$26024.90</b>	<b>\$31048.08</b>	<b>\$29831.65</b>	<b>\$25658.28</b>	<b>\$26129.52</b>	<b>\$24537.36</b>	<b>\$23880.28</b>
Total Expenditures	22376.70	20003.31	22473.93	16429.83	15382.00	14030.96	13679.04	16459.12
Balance End of Fiscal Year	\$4235.82	\$6021.59	\$8574.15	\$13401.82	\$10276.28	\$12098.56	\$10858.32	\$7421.16

a-This item includes the receipts from the one mill tax

Table 31

## Study of the Expenditures in Nevis School for Current Expenses by Character Classification Years 1933 to 1940 Inclusive

Year	General Control	Instruction	Operation	Maintenance	Auxiliaries	Fixed Charges	Total	Capital Outlay	Grand Total
1940	\$599.56	\$10866.96	\$2611.58	\$3366.45	\$4400.84	\$457.93	\$22303.32	\$73.38	\$22376.70
1939	518.80	10259.33	2481.73	1209.30	4376.31	472.18	19317.65	685.28	20003.31
1938	883.54	9653.00	2409.32	4731.01	4140.44	494.20	22311.51	162.42	22473.93
1937	625.30	9292.64	2117.70	327.98	3307.83	363.42	16034.87	394.96	16429.83
1936	617.29	8663.90	1975.97	276.30	3135.02	562.96	15231.10	150.90	15382.00
1935	563.62	7806.12	1800.96	305.95	3088.58	435.92	14001.15	29.81	14030.96
1934	465.75	7666.13	1768.51	54.66	3362.30	336.39	13653.74	25.30	13679.04
1933	418.44	8924.58	2354.80	401.35	3868.00	466.49	16433.66	25.46	16459.12

## Percent Each Item Is of Current Expense Compared with Practice and Standards

Year	General Control	Instruction	Operation	Maintenance	Auxiliaries	Fixed Charges	Total
1940	2.69	48.72	11.71	15.09	19.73	2.06	100
1939	2.68	53.12	12.84	6.26	22.66	2.44	100
1938	3.96	43.27	10.79	21.21	18.56	2.21	100
1937	3.90	57.96	13.21	2.04	20.63	2.26	100
1936	4.05	56.88	12.98	1.81	20.59	3.69	100
1935	4.03	55.75	12.86	2.18	22.07	3.11	100
1934	3.41	56.15	12.96	.40	24.62	2.46	100
1933	2.54	54.31	14.33	2.44	23.54	2.84	100
Average	3.25	53.80	12.47	5.35	22.53	2.60	100
Practice in 48 States	5.50	71.90	12.80	3.60	4.20	2.00	100
Moehlman's Standards	5.00	75.00	12.00	5.00	2.00	1.00	100
Practice in Minnesota 1936-1938	4.80	66.70	14.30	5.20	7.90	1.10	100

Table 32  
History of Maintenance Costs per Child in Average Daily Attendance at Nevis Schools

Year	Total	General Control	Instruction	Operation	Maintenance	Auxiliaries	Fixed Charges	Capital Outlay
1940	\$101.70	\$2.72	\$49.39	\$11.87	\$15.30	\$20.00	\$2.08	\$.34
1939	93.01	2.41	47.71	11.54	5.62	20.35	2.19	3.19
1938	109.08	4.29	46.86	11.69	22.96	20.09	2.40	.79
1937	85.89	3.27	48.65	11.08	1.71	17.32	1.80	2.06
1936	84.30	3.39	47.60	10.86	1.58	17.22	3.09	.82
1935	75.09	3.09	42.90	9.89	1.68	16.97	2.40	.16
1934	75.16	2.56	42.12	9.72	.30	18.47	1.85	.14
1933	93.00	2.36	50.42	13.31	2.27	21.85	2.64	.15
Average	\$89.94	\$3.01	\$46.95	\$11.25	\$6.42	\$19.04	\$2.31	\$.96



Another method of examining the expenditures program is in terms of the cost per child in average daily attendance. Table 32 presents these facts for the past eight years. It gives the total cost per child in average daily attendance for these years, and also breaks these costs down to the various character items used for classification of expenditures. We find that the costs per child in average daily attendance for the past eight years has varied from \$75.09 to \$109.08. This cost may be compared with the averages for Minnesota as reported by the State Department of Education. The averages that are available are as follows:

Year	Maintenance Cost per Pupil Based on Average Daily Attendance
1934	\$74.19
1935	\$79.92
1936	\$84.61
1937	\$89.00
1938	\$92.00

Comparison of this data with that in Table 32 shows that with the exception of those years when the maintenance program was increased for special purposes that the cost per child in average daily attendance compared very closely with the practice in the state.

### **Debt Retirement Program**

Table 33 presents a picture of the handling of the bonded indebtedness during the past nine years. The debt in 1932 amounted to \$31,000 and for a period of five years following this none of this debt was retired. As the bonds came due each year they were refunded. The only gain made during this period was the lowering of the interest rate on the bonds which were refunded and the only payments made were the interest bills. During the next three years, bonds in the amount of \$2400 each were retired as they came due. The interest due each year was paid. This past year the bond due was refunded to avoid a property tax levy by the state for debt retirement. There was a large enough balance carried over from the previous year to care for the interest, and by refunding the bond due this past year we have built up a reserve that will pay for the bond due next year plus the interest without a levy for debt retirement this coming year. This was done in order that the full ability of the district to raise funds for the school could be applied to the current maintenance program. This leaves the bonded debt of the school at \$23,800 and there is a balance in the debt retirement fund of \$2369.96 as of July 1<sup>st</sup>, 1940.

Table 33  
History of Debt Retirement Program of Nevis School

Year	Bonded Debt	Bonds Refunded	Bonds Paid	Interest Paid	Total Paid
1932	\$31000	\$3400		\$1550	\$1550
1933	31000	8400		1533	1533
1934	31000	2400		1470	1470

1935	31000	2400		1458	1458
1936	31000	2400		1410	1410
1937	28600		2400	1362	3762
1938	26200		2400	1242	3642
1939	23800		2400	1122	3522
1940	23800	2400		982	982

### **Protection of School Funds**

The protection of school funds is an important consideration in the handling of the school finances. A system of records must be kept which can account accurately for the school funds. An annual budget must be prepared and used in the expenditure program so that the administrators know where they are at all times. The funds should be deposited where they are protected against any loss and the treasurer who has custody of the funds must be bonded.

The system of records in use by the school administrators is the system prepared for Minnesota. A budget has been prepared annually by the superintendent of schools and approved by the Board of Education. This budget has been checked monthly against expenditures in a report to the Board of Education by the superintendent of schools.

The Board of Education annually designates certain banks as school depositories and instructs the treasurer to spread the school funds throughout these banks in such a way that the amount in any one bank shall not exceed the limit protected by law. This amount is \$5000. In addition the bank that is used for current business advances collateral in the amount of \$5000 each year in case the deposits should at any time exceed the protected limit.

The Board of Education bonds the treasurer of the school district to the extent of \$5000. This bond is a surety bond paid for from school district funds. The amount of this bond does not cover the entire amounts often in the hands of the treasurer, but the Board of Education feels that the cost of the bond is prohibitive in larger amounts.

## **Part II RECOMMENDATIONS FOR THE FUTURE**

Part one of this paper has consisted of a review of the Nevi School system. The purpose of this review was to give as complete a picture of the school as possible in order that there should be developed a background for long and continuous planning for the future school system. Part two will consist of a program of recommendations for the future in the school system and will include ways and means of financing the program. It is not intended that all these recommendations can be or should be made effective immediately. It is not intended that these recommendations are permanent. A long term program needs constant review and revisions in the light of changing needs and conditions. The program as it will be outlined here will be merely a working plan to be used as a basis for future budgetary procedure. It is expected that many changes in the program will result during the years to follow, but it is hoped that it will produce more systematic and better planning and administration of the school system.

A major consideration in the presentation of these recommendations will be the ability of the school district to finance the program. This ability may be one for the most

changeable factors in this plan. Table 28 showed that the assessed valuation of the School District has been steadily dropping. It seems as if it should have about reached the bottom by this time, and that recovery should be around the corner. This is a factor that is very much indeterminate.

The ability of the school district to finance the program will be a limiting factor in the establishing of the program, and it may require the extension of new innovations over a long period of time in order to make them at all possible.

The organization of the second part of this paper will consist of a statement presenting recommendations with some explanation. These recommendations will be followed by a discussion of the expenditures and financing programs. This will attempt to show how the financing program will have to affect the expenditures programs.

## **Chapter VIII**

### **A Program of Recommendations**

#### **The Curriculum**

The need for improvement or revision of the school curriculum has already been presented. The steps to be followed in bringing this about must receive first consideration. If the new idea of the curriculum is to be accepted and put into practice, changes in the administration of the curriculum and pupil personnel must be affected. The first step in improvement of the curriculum would be the removing of barriers present in the traditional school to the operation of the educational system.

The administrator recommends the present system of competitive marking and grading be removed in favor of a system of marking and grading that would allow the pupil to compete against himself. This would be a democratic move. It is not democratic to ask a child, not capable of doing the same work as a second child, to do the same work. The new system would be a method whereby an ability rating would be established for each child and then the child's work would be compared with this ability rating. This ability rating would be to some degree arbitrary, but educational testing has developed to a degree where the ability rating would not have to be entirely subjective. This would be a much more democratic system of grading than has been in use here-to-fore.

The second barrier to be removed is a more difficult problem. That is the barrier set up by the system of departmentalization in the high school to the development of an activity program. Departmentalization has the affect of causing specialization in fields such as English, social science, mathematics, and science. The result is that subject matter specialists take hold of the curriculum content and dictate what is to be studied by the children. Reorganization that will make possible greater use of the activity program will break down this barrier. This will allow greater freedom for the pupils and teacher so that they can follow their interests and needs rather than their textbook or written course of study.

The elementary grades are already organized in such a way that the activity program can operate successfully. Work of this kind has already begun in the elementary grades and it is recommended that this be developed. For the high school the writer recommends that the subjects and hours be reorganized so that a pupil may spend approximately half of his day under the supervision of the same teacher working in an activity program designed to give him the necessary fundamental tools of education. The

writer believes that this period can replace the English, social science, mathematics, and science courses now prevalent in the high schools at least through the junior high school grades. The remainder of the day would be spent by the child in an enrichment and specialization program. This would include the physical education and health program, the music and other arts program, and in the senior high school would include specialization courses for the individual pupil. This is what is commonly known as the core curriculum with some variations.

The writer has worked out a program of this type which he believes can be worked out in the high school provided there are six teachers in the high school. This program is presented in Table 34. This program allows the teacher beginning with the pupil in seventh grade to follow the pupil through the junior high school grades. Thereafter the pupil would have a different core teacher for each of the remaining grades. The program does not allow for any selection on the part of the junior high school pupil. The senior high school pupil would be required to take the core programs, the athletics or home management, the physical education and health, and select two electives in each year of school. The electives have been spread out over four teachers and thus can enter many different fields. These electives would be so chosen that a pupil can prepare for college entrance if he so wishes, or can prepare for entering other schools of preparation for life's work. A total of nine electives taught each year and with some alternations from year to year can present for the child a good selection. No attempt has been made to work out these electives.

A program of this type would allow for the freedom that seems to be necessary if we are going to work out the ideas which seem to be taking the lead in the curriculum making today. The writer would not recommend that such a program be begun in the seventh grade. The second year the new seventh grade could begin with its core teacher and so forth until all the grades are operating under this plan. This would take at least six years. This would allow for time for the teachers to work out the program in its entirety. It would allow time for making adjustments which undoubtedly would be needed. It would allow time in which to adjust the expenditures program to the hiring of an additional teacher.

The preschool child's education program will of course consist of the kindergarten. The writer believes that we must look forward to an extension of the educational program in this direction, but it is doubtful that the school district will be able to support such a program within the next five years at least. More important in the mind of the writer is the adult educational program.

The writer believes that the adult education program can be begun without great expense to the community or the school. The first step should be to widen the facilities of the school library and throw it open to the use of the adult public for study and recreation during the evenings of the school year. This type of activity should develop the demand for special work in certain fields where in the present facilities of the school could be used. The present teachers in the system could be utilized for this purpose as leaders in class and individual activities. The facilities of the university extension programs could be a medium for building the work. This would be of great importance to the community and the writer recommends that it be begun through the use of the school library at once.

### **The Faculty**

A picture of what the teaching load in the elementary grades would be for the next six years using four teachers was compared with what the load would be using three teachers in Tables 8 and 9 of this report. If the activity program is to become the backbone of the curriculum in the elementary grades it is recommended that the school continue to hire four teachers for these grades. Successful operation of an activity program is much more dependent on the number of pupils enrolled than in the traditional type of program. The traditional type of program grew out of a need to reduce the teaching force in our schools. Even with four teachers in these grades for the next six years we will have a pupil load per teacher that will make it difficult to use the activity program to any great extent. Therefore let us not reduce the teaching force unless it becomes necessary.

The high school teaching force is now carrying at least the average pupil-hour load and at the same time is loaded down with from two to seven different preparations for each day in from one to three different subject fields for each teacher. This picture is such that it seems mandatory that an additional teacher be added to the high school force within the next two or three years if the high school enrollment is to grow as pictured in Table 3. Also, if the curriculum of the high school is to be reorganized as pictured it will be necessary to add one more teacher to the high school teaching force.

The reorganization of the curriculum will demand that the teaching force be prepared for it. It will demand that all the teachers have an excellent background in the English and Social Studies fields plus some knowledge of mathematics and science fields. This training must be sufficient to prepare the teacher to select material and use the materials which will be needed to train the pupil in the core fields. In addition to this training the teachers must each be prepared in a special field. This means that most of the present high school teachers will need to prepare themselves for such a program. The elementary grades have teachers with only two years of training. These teachers must begin to advance their training.

If a curricular program of this kind is to develop successfully, an attempt must be made to keep the teacher turnover in the system as low as possible. Each time a teacher is replaced it will break up the program and set it back until that teacher becomes acquainted with it. One of the major means of lowering the teacher turnover in a school system is to provide them with as satisfactory salary as it is possible to pay them. It has been pointed out that salaries at present are generally as good as can be found in the average school system of this kind in the state. This does not hold the good teacher and the good teacher is the one which we want to keep. A teacher's salary schedule must be established that if it is at all possible will be a little better than the average in the state. Thus can we hope to keep our good teachers longer.

If the turnover of teachers can be kept very low the problem of selection of teachers should not become a great one. Never the less it remains a problem and therefore a continuous program of observation of teachers should be begun. The best accepted method for the selection of teachers is by observation of their classroom work. It has been pointed out that for this school system that best source of new teachers is the teacher training institution. If so, then the superintendent should make it a practice to visit the teachers in training during the school year with a view to the selection for the coming years in the event that a vacancy develops at the end of the year. The

superintendent is the supervisor as well, and it therefore is his duty to work with the teachers in the school year with a view toward their development and growth for the benefit of the school. If a program such as has been outlined is to be instituted, the supervisory program is going to be of major importance.

Health was introduced into the high school program as outlined. It is not being taught except in an indirect manner at the present time. It was reported that a physical examination of school employees has never been demanded. It is recommended that this practice be begun. This will be for the betterment of health conditions in the school and community from the standpoint of the teachers themselves and it will set an example for the community.

### **The School Plant**

It has been reported that a rehabilitation program has already been completed in the school plant. There are many things lacking that school authorities think should be found in the school plant, but what there is, is now in good condition and it will be the duty of the administrators to make as good use as possible of the present plant facilities, for a new school plant is beyond the ability and need of the school district.

It is recommended that the Board of Education continue the policy of keeping the plant in its present condition by making the necessary repairs for each year, and by supplying the janitor with the necessary supplies and equipment to keep it in its present condition. A rotating program should be begun and carried out. One year the exterior of the building and the school grounds should receive the attention of the upkeep programs. The following year the interior of the building should be care for. If the work is planned in such, a way the plant will be kept in good condition.

The equipment of the building must receive constant attention. A great deal of equipment is lacking, and this must be obtained as soon as possible. The program of replacing shades and auditorium seating has already been mentioned. The program of buying lighting fixtures was also mentioned. If equipment of this type is to be bought either as new equipment or as replacement, it should be planned in advance in such a way that too great a cost will not fall in any one year.

### **The Transportation System**

The transportation program is a major item in school planning for the Nevis School. Table 31 showed that an average of 22.5% of the school costs have been applied to the auxiliaries program. This is better than one fifth of the costs. We have shown that the program for the transportation of children has been improved greatly during the past few years but at an important increase in school costs. This past year improvements were made largely through consolidation of routes. The school district cannot afford to continue to improve the transportation program at an increase in cost. Other methods will have to be found. The present program has been set up for three years. These three years should be spent in planning for the years to follow. The recommendations to follow are partly for the improvement of the present program and for future planning of the transportation program.

The number of the bus routes have been reduced to six compared with eight up to the past year. The reduction of the amount of equipment has resulted in better equipment for the school district. There is yet some possibility for reduction of the amount of

equipment by consolidation of bus routes. These possibilities have been shown on the map on the following page. The red lines show the routes as they are laid out at the present time. The lines in green show the possibility for further consolidation. This would reduce the number of routes to five. Route number two is a short circular type route and it is recommended that this route be combined with route number five. This would reduce the number of units necessary for the transportation program to four. This reduction is possible under certain conditions. Table 35 shows the approximate number of children that will be transported on each route for the coming year, and the number that would be transported by each unit if the consolidations mentioned were effected. This data shows that in case would we have too large a load. Another condition that will determine the possibility of this consolidation program will be the condition of the roads at the end of the three year period. If the roads remain as they are now the possibility of the consolidation program will be small, but if the roads are improved during the next three years there is no reason why the consolidation cannot be effected. This program of road improvement will also improve transportation conditions for the present program.

This consolidation program will also make it possible to put up to date approved buses on Routes # and #6 which are now being served by reconstructed panel jobs. It will also effect a major saving on Routes #2 and #5 one unit will be serving both routes.

Table 35

Approximate Load on Each Bus Route for Year 1940-1941

Present Load		Load if routes were Consolidated	
Route #	Load	Route #	Load
1	17	1	26
2	21	2	21
3	9	3	9
4	29	4	29
5	27	5 <sup>a</sup>	27
6	9		

a-Routes #2 and #5 would be operated as multiple routes and therefore would be hauled as separate loads

It is recommended that the Board of Education make certain moves to improve the safety conditions in the transportation program. First of all the Board of Education should demand a physical examination of the part of the drivers. There is no reason to believe that any of the present drivers would be eliminated by such a move, yet there is always the possibility that someone is not physically fit to handle the responsibility and the only way to determine that is to demand an examination. An attempt should be made to get certain danger spots on the roads in use by the school buses removed. This can be done at no expense to the school. It may someday effect a great saving in the lives of its patrons. The program of inspection of transportation equipment and service should be continued. The program of rules and regulations should be continuously watched for improvements. The education of the pupils and drivers with regard to the rules and regulations is a very important item. For the coming year, time should be taken at the beginning of the school year to instruct all pupils through their homeroom teachers as to

these rules and regulations. One more step should be taken for the protection of the patrons of the school. That is, liability insurance should be carried for all transportation units. This will increase the cost of the transportation program but will be worth as much as any other insurance program to the community.

The final and second major recommendation with regards to the transportation program has to do with the policy of transportation. It raises the question as to whether the school district should furnish their own transportation equipment or whether the district should hire drivers who have their own equipment, or whether it should be a combination of the two methods. All available information on this points in favor of the district owned bus. Engum found that in Minnesota the average cost per child-mile-day unit for district owned buses was less than for either jointly owned buses or privately owned buses. Also, that the costs for privately owned buses were less than for the jointly owned buses. Williams in a study of transportation costs in Iowa found that same condition except that the jointly owned bus operated at less cost than did the privately owned bus. Reeder in a study of costs of transportation found that in almost every state that he reviewed the same condition existed. He explained that the reason for this was that school buses are not run for a profit and school buses operate tax free when owned by the school district. It may be pointed out that there are many arguments both for and against the district owned bus, but if the transportation program can be made cheaper in this way, then the district should study such a program and plan to introduce this policy at the end of the three year program that has just been put into effect.

The writer believes that these recommendations if carried out will result in better transportation for the pupils and at the same time will effect a considerable saving to the school district.

### **The Pupil Personnel**

Our survey of attendance in the Nevis School showed that the percent of attendance in the Nevis School is low compared with similar schools in the state. It is recommended that special attention be paid to this phase of the pupil personnel program. A low average daily attendance compared with the enrollment affects the school system in many ways. The two principal affects on the school consist of retarding the class work in those classes where the pupils are absent and decreasing the amount of aid which the school receives from the state. Both are serious matters for the school. There is no measure by which we can determine the loss in educational advancement made by a class because of absences in that class but the average teacher will estimate it as quite high.

The loss in state aids to a school can be determined accurately in terms of dollars and cents. Table 36 estimates that the school district lost \$2790 the past year due to absences on the part of the pupils during the preceding school year. This is a substantial financial loss to the school district and merits consideration.

Table 36

Estimated Loss in State aids During the Year 1939-1940 Due to Absences on Part of Pupils

Aid	Gross	Net	Gross if 100% ADA	Net if 100% ADA	Loss
Transportation	\$3945	\$2308	\$4336	\$2536	\$228



Supplemental Aid	11877	7720	15357	9982	2262
Apportionment	1388	1388	1688	1688	300
Total Loss					\$2790

For these reasons the low average daily attendance is a serious matter in this school and steps must be taken to increase the average daily attendance. It is not advisable to carry the program so far that pupils that are ill will be brought to school, but a program of publication of these facts should bring them to the attention of the parents and teachers and pupils. The fact that there is a financial loss to the district should be enough to increase the attendance materially.

The age-grade statistics did not put the conditions in the Nevis School in bad light, yet there were a number of cases that were exceedingly overage for their grade. It is recommended that steps be taken within the school to improve the condition of these cases. If the activity program and a different system of marking and grading becomes a major method in the school this should make it possible to promote children that are slow even through their work does not compare with other children within their class. Leaders in the school field are beginning to advocate promotion of children to the extent that they remain with their own age group even though they are slower and not as capable as their class mates. This would be affected provided the children are working up to their capacities. The consensus of opinion among teachers is that the slower pupils do work up to their capacities whereas it is the brighter pupil that is loafing. That is because our school system does not provide interesting and difficult enough material for them within their own grade. This drawback will be partly overcome through the activity program as well.

It is also recommended that the school does not lift the bars and admit children to the first grade below the age limit. If the community wishes to provide schooling for these children it must do so through a kindergarten.

### **Educational Materials and Equipment**

The Board of Education should continue the policy of making it the duty of the superintendent of schools to administer the selection, purchase and disposition of education materials and equipment. The superintendent is trained for this work and no one is in better position than him to determine what is needed, the quantities, and the quality of materials and equipment that are to be purchased. The policy of supplying textbooks for all students free of charge has been successful from the standpoint of the school and should be continued. There is a question whether or not the policy of supplying some of the other educational materials such as workbooks in the high school free of charge should be continued. If at any time the judgment of the administrators is that all the pupils in the high school can supply these materials themselves without too great a hardship, then perhaps this policy should be revoked.

The school must not allow the number of additions and replacements in the school library decrease. There may be years when exceptions to the policy of allowing one dollar per child in attendance per year for this purpose may have to be foregone, yet these occasions must not happen too often. The cost is a minor part of the school budget, and if the activity program is going to replace present methods to any great degree, library materials and books are going to serve a constantly greater purpose in the educational

plan. The library must be also extended to serve the adults in the community and this will require a greater selection of books and materials.

The physical education allotment must be kept up for a number of years in order that the equipment in this department may be built up. The laboratory equipment and supplies have been well taken care of for a number of years. If a moderate allotment is made for this item each year it will be well taken care of.

It has been pointed out that there is considerable equipment in the building that needs replacing and considerable that is lacking that needs to be bought. The budget for the replacement and repair of equipment should be kept up as high as possible until such a time that it is generally in good condition in the building. The equipment that is lacking will have to be charged to capital outlay. Table 32 showed that the expenditure for this item has been very small during most of the years checked. If this part of the budget is increased for a number of years it will be possible to supply this equipment without it affecting the total cost greatly in any one year.

## **Chapter IX**

### **The Financial Program for the School District**

The important question for consideration finally becomes that or whether or not the school district can support the educational program as it has been planned. The educational program could have been made much more extensive, but the ability of the school district to finance it has been in the back of the writer's mind throughout and an attempt has been made to keep it at the bare minimum because of this factor.

In this chapter an attempt will be made to answer this question by setting up an expenditure plan for the next six years and comparing it with the possible receipts.

Table 37 presents a detailed expenditure plan for the next six years. This plan cannot in any way be accepted as a final plan for each of the next six years. The items and amounts given for the coming school year are the exact facts taken from the school budget as presented to the Board of Education in the regular meeting for the month of August and approved by them at this meeting. It would be impossible to set up a final expenditure plan for each of six years because conditions will change in each of these years and will affect that final form of any budget prepared for each of those years. This plan can only be considered as a working basis for the future.

The starred items in Table 37 are items that have been determined by policies already accepted by the Board of Education. The starred items also include items that have been determined from past experience as being somewhat stable and have been entered accordingly. For the remainder of the items a short explanation will be given. This explanation will deal with the entire plan by parts.

Table 37  
Expenditures Plan for the Nevis School for Years 1940 to 1946 Inclusive

Code No	Description	1941	1942	1943	1944	1945	1946
I	General Control						
111	School Board Salary						
	*Clerk	180	150	150	150	150	150
	*Treasurer	50	50	50	50	50	50
112	School Board Expenses						
	*Treasurer's Bond	50	50	50	50	50	50
	*Dues	10	10	10	10	10	10
	*Supplies	20	20	20	20	20	20
	*Traveling Expenses	40	40	40	40	40	40
	Miscellaneous	5	10	10	10	10	10
122	Superintendent Office Expenses						
	*Stationery, postage	30	30	30	30	30	30
	*Telephone and Telegram	50	50	50	50	50	50
	*Office Supplies	50	50	50	50	50	50
	Mileage	70	80	90	100	100	100
131	*Election, Census	25	15	15	15	15	15
14	Other General Control						
	*Freight & Express	60	50	50	50	50	50
	Total	640	605	615	625	625	625

II	Instruction						
212	Elementary Teacher Salaries	3195	3240	3420	3420	3420	3420
213	High School Teacher Salaries	5970	6120	7155	7200	7245	7245
214	*Substitute Teacher Salaries	50	50	50	50	50	50
221	Text, Elementary	200	200	150	150	150	150
223	Text, High School	200	150	150	150	150	150
23	Library Books	100	200	250	250	250	250
241	General School Supplies						
	*Paper	100	100	100	100	100	100
	*Work Books	100	75	50	50	50	50
	*Ditto & Mimeo	50	50	50	50	50	50
	*General Supplies	100	100	100	100	100	100

22	Library Supplies						
	*Magazines	30	35	40	40	40	40
	*Misc. Supplies	20	20	20	20	20	20
	Rebinding books		25	25	25	25	25
243	Physical Education Supplies	125	125	100	100	100	100
244	Laboratory						
	*Chemistry	75		75		75	
	*Physics		50		50		50
	*Biology	25	25	25	25	25	25
	*General Science	25	20	20	20	20	20
245	Other Instruction						
	*Music	50	50	50	50	50	50
	*Diplomas	35	25	40	40	60	50
	*Commencement	40	30	30	30	30	30
	*Assembly Programs	150	100	100	100	100	100
	Total	10640	10785	11995	12015	12105	12120

corrected sums for the column

10790

12000

12020

12110

12075

III	Operation						
31	*Janitor's Salary	900	900	900	900	900	900
32	*Fuel	800	1000	1000	1000	1000	1000
33	*Light and Power	300	300	300	300	300	300
34	Janitor's Supplies						
	Floor Materials	100	100	100	100	100	100
	*Cleaning Material	90	100	100	100	100	100
	*Paper towels, etc.	50	50	50	50	50	50
35	*Other Operation	70	75	75	75	75	75
	Total	2310	2525	2525	2525	2525	2525

IV	Maintenance						
41	Repair of Building						
	*Retarring roof		50		50		50
	Painting	50	50	50	50	50	50
	Weather stripping			100	100	100	100
	Unassigned	100	100	100	100	150	100
42	Repair and Replacement of Equipment						
	*Encyclopedias	75			75		
	*Steel Chairs	60	60	60	60		

	*Window Shades	50	50	50	50		
	Maps	30	30	30	30		
	Slate Blackboard		50	50			
	Toilet Stools		40	40			
	Classroom Seats		20	20	60	60	60
	Unassigned	135	100	100	75	240	240
	<b>Total</b>	<b>500</b>	<b>550</b>	<b>600</b>	<b>600</b>	<b>600</b>	<b>600</b>

650-corrected sum  
amount

V	Auxiliaries						
511	Transportation						
	Route #1	630	630	630	900	900	900
	Route #2	855	855	855	1215	1215	1215
	Route #3	450	450	450	450	450	450
	Route #4	855	855	855	900	900	900
	Route #5	855	855	855			
	Route #6	540	540	540			
522	*Health Expenses	25	25	25	25	25	25
55	Other Auxiliaries						
	*Student Aid	300	300	300	300	300	300
	*Special Transportation	75	75	75	75	75	75
	*Hot Lunches	75	85	100	100	100	100
	<b>Total</b>	<b>4660</b>	<b>4670</b>	<b>4685</b>	<b>3965</b>	<b>3965</b>	<b>3965</b>

VI	Fixed Charges						
61	Insurance						
	*Fire, Building & Equipment	220	270	270	300	345	240
	*Tornado	130			130		
	*Compensation	50	50	50	50	50	50
	<b>Total</b>	<b>400</b>	<b>320</b>	<b>320</b>	<b>480</b>	<b>395</b>	<b>290</b>

VII	Capital Outlay						
72	*Improving Grounds	25	25	25	25	25	25
74	New Equipment						
	*Wire Basketlockers	60	60	60			
	Light Fixtures		32	32	32	32	
	*Toilet Stool	40					
	Floor Machine		150				
	Physical Education Equipment	20	20	20	20	20	20

	Adding Machine			40			
	Library Shelving			50			
	Filing Cabinet			20			
	Library Table				20		
	Library Chairs				50		
	Radio				70		
	Sound Projector					200	
	Lab. Demonstration Desk						150
	Fire Proof File or Safe						50
	Unassigned	30	42	78	108	48	80
	Total	175	325	325	325	325	325

329-corrected  
amount

Totals		19325	19780	21075	20535	20540	20350
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21065-corrected amount

20450-  
corrected  
amount

### **General Control**

Every item in this classification has been started with the exception of the mileage which is to be charged to the superintendent's office. It is only within the last few years that this item has become a part of the budget. It is becoming a policy of the Board of Education to allow mileage from the superintendent when he is traveling for purposes directly concerned with the school and to some of the more important educational meetings. The time has been growing for a few years and it is believed that when it reaches the sum set for the last three years it will fairly well serve the purpose for which it is intended.

### **Instruction**

The items of elementary and high school teachers salaries have been based on present salaries and a salary schedule which is very simple but which it is felt is all that can be expected as long as the ability of the district to finance schools remains what it is. The salary schedule is presented in Table 38 on the following page. It provides two increments for satisfactory experience, one of which may be received for satisfactory experience in other school systems. It provides for two increments twice as large for increased training during the summer session. This sets a maximum salary higher than is being paid at the present time and which will be a little higher than salaries in the average system according to reports available in Minnesota. The items presented in Table 37 are based on this schedule anticipating that the teachers will earn these increments in the earliest time possible. This is a mild attempt at setting up a salary schedule but it will make for better planning on the part of the teachers and administrators. It is recommended that the Board of Education accept it as part of their school planning policy.

Position	Superintendent	Principal	HS Teacher	Elementary Teacher <sup>a</sup>
Beginning salary with little or no experience	\$1800	\$1035	\$900	\$720
Two increments are provided for experience, one of which may be received for experience in other school systems	\$30	\$22.50	\$22.50	\$22.50
Two increments are provided for further training, each requiring one session of completed summer schoolwork	\$60	\$45	\$45	\$22.50
Maximum Salary	\$1980	\$1170	\$1035	\$810

a-This schedule presupposes that the Nevis School is not in position to hire elementary teachers with more than a two year degree at the present time. If at any time they can hire teachers with more training, allowances for this should be made in the schedule.

The textbook items have been based on the hypothesis that it is necessary to turn over the entire stock every six years. It allows an average cost of seventy-five cents per elementary textbook and one dollar per high school textbook. The reason that the budget was set higher for the first two years was that little money has been spent on textbooks the past two years while the rehabilitation program was being carried out.

The library book item allows one dollar per person in average daily attendance expected for these years. The first years it falls below this amount. Allowance has been made for rebinding books for each year after the first year. The library books were all repaired two years ago and was felt that it should not be needed this coming year. This allowance provided for the rebinding of fifty books each year.

The items for physical education supplies were set higher than has been the average amount for the past years because the amount of equipment at present is very limited and a program of building up this equipment should be in order.

### **Operation**

The only item new to this classification is the floor materials. This item was estimated on a basis calling for refinishing each floor every two years on the average and some of the most used floors every year plus the waxing of the floors regularly.

### **Maintenance**

Allowance has been made for beginning the painting program in the halls and classrooms immediately and carrying it through each year. Such a program will keep them in good condition. Allowance has been made for beginning a program of metal weather stripping all the windows in the building. The allowance was a guess, but should provide a substantial amount each year. The unassigned allowance was made to provide for the innumerable unexpected minor needs that come up during the school year.

The allowances made for the replacement of equipment are necessary and important. It was impossible to assign the allowance very far in advance, but it is recommended that the budget call for at least this much in each year to come.

### **Auxiliaries**

The allowances made for transportation for the first three years were determined by contracts already let to drivers who are providing their own equipment. The allowances made for the remaining three years were made on the supposition that the school will accept the recommendations offered regarding transportation to the extent that the consolidation program will be carried out. It does not estimate the purchase of school owned equipment.

### **Fixed Charges**

The insurance program has already been set up and allows for fire protection to the extent of \$75000 on the building and \$5000 on the equipment. The fire protection has been spread between three mutual companies. The present rate of 65¢ and 90¢ on the building and contents respectively is a reduction from the old rate of 77¢ and 102¢ achieved during the year just passed. The reduction came as a result of the rehabilitation



program and included all the possible improvements possible in the present building as far as insurance rates are concerned.

The tornado protection covers losses up to \$40000 on the building and contents. This is an established policy as far as the board is concerned. The compensation insurance is that which is required by law for the protection of the employees.

### **Capital Outlay**

It should not be necessary to discuss each item proposed in this classification. The proposed expenditures will provide the school system with much needed equipment and should be allowed. None of the equipment listed has ever been provided in the school before and yet would serve important functions in a well administered school system. When the list included here has been provided the expenditure for capital outlay should decrease unless the school can see fit to provide some other equipment which has not been included because of the great expense. Equipment included in that list would be lockers in the hallways and communication service between the rooms, offices, and auditorium.

### **Summary of Expenditures**

The final totals in this expenditure plan show that there would be some major increases, particularly in the third year, and thereafter they level off. This increase was due to the addition of the teacher in that year. For the sake of comparison these totals have been reduced to cost per child in average daily attendance. The average daily attendance was estimated from the predicted enrollment for these years at the same percent of average daily attendance that has been the average through the past ten years.

Table 39  
Estimated Cost per Child in Average Daily Attendance  
From Proposed Financial Plan in Table 37; 1940-1946

Classification	1941	1942	1943	1944	1945	1946	Average
General Control	\$2.88	\$2.75	\$2.66	\$2.67	\$2.56	\$2.80	\$2.72
Instruction	47.92	49.02	51.93	51.34	49.60	54.35	50.69
Operation	10.36	11.47	10.93	10.80	10.34	11.32	10.87
Maintenance	2.25	2.50	2.60	2.56	2.46	2.69	2.51
Auxiliaries	20.00	21.22	20.28	16.94	16.58	17.77	18.79
Fixed Charges	1.80	1.45	1.38	2.05	1.62	1.30	1.60
Capital Outlay	.80	1.46	1.40	1.38	1.33	1.45	1.30
Total	\$86.01	\$89.87	\$91.18	\$84.49	\$91.68	\$91.68	\$88.48

Table 39 presents this estimated data and if it is compared with the similar historical data from the past ten years in Table 32 we find that the average cost per child per year would be decreased from the \$89.94 from the past eight years to the estimated \$88.48 in this expenditure plan. In every classification with the exception of instruction and capital outlay we find that the average cost per child is less than the average for the past eight years. The instruction item shows an increase of approximately \$3.50 per child. The average expenditure estimated from this plan for each child and each item under the current maintenance expenditures has been reduced to percentages of the whole

for the sake of comparison with other data. These estimated percentages and the historical data are as follows:

	Estimated Future	Past Eight Years in Nevis	Practice in Minnesota
General Control	3.1%	3.25%	4.8%
Instruction	58.1%	53.8%	66.7%
Operation	12.5%	23.47%	24.3%
Maintenance	2.9%	5.35%	5.2%
Auxiliaries	21.6%	22.53%	7.9%
Fixed Charges	1.8%	2.6%	1.1%
	100%	100%	100%

The comparative data has been taken from Table 31. Comparison of the data shows that the proposed practice for the next six years more closely approaches the practice in Minnesota than did the practice in the Nevis School for the past eight years. Even under the proposed plan the item of transportation throws the entire program out of line with practice in other schools. The principal gain would be that the item of instruction shows an appreciable increase which would tend to indicate a gain in favor of the education program.

### **The Financing Program**

Can the financing program match the expenditure program that has been set up for the next six years? This is the question that an examination of the available receipts must answer. To do this each source has been estimated and a summary of the possible receipts from these sources is presented in Table 40. Since many of the sources available for school support are not paid in full, either because the state legislature does not appropriate enough moneys to pay them in full, or because property taxes are not paid in full the table estimates what the gross receipts should be and what the net receipts will be. These estimates of the gross receipts are based on present property assessed valuations and a continuation of the present percent of average daily attendance for the predicted enrollments. The estimates for the net receipts are based on the supposition that the legislation will continue its present practice of pegging the prorating of the supplemental aid at not less than sixty-five percent of the gross and making available enough money to pay the remainder of the pro-ratable aids at not less than fifty-five percent of the gross. This is lower than the percent of proration has ever been. It was fifty-eight and a fraction percent the past year. The delinquency in payment of property taxes has been estimated at the same as it has been for the last two years.

Table 40  
Estimated Receipts for Nevis School for Years 1940 to 1946 Inclusive

Source	1941 Gross	Net	1942 Gross	Net	1943 Gross	Net	1944 Gross	Net	1945 Gross	Net	1946 Gross	Net
Supplemental	\$12,531		\$12,975		\$12,907		\$13,971		\$14,783		\$15,412	
Prorated-65%		\$8,145		\$8,433		\$8,389		\$9,087		\$9,608		\$10,023
Classification	900		900		900		900		900		900	
Prorated-55%		495		495		495		495		495		495
Transportation	3900		3900		3900		3900		3900		3900	
Prorated-55%		2145		2145		2145		2145		2145		2145
Apportionment	1320		1332		1320		1386		1404		1464	
(\$6 per ADA)		1320		1332		1320		1386		1404		1464
Tuition	693		630		504		500		500		500	
(Non-resident)		693		630		504		500		500		500
Maintenance	4564		4564		4564		4564		4564		4564	
Levy												
44 and 55 mills												
40% Delinquent		2738		2738		2738		2738		2738		2738
Deficiency Levy	4760		4760		4760		4760		4760		4760	
50 mills												
40% Delinquent		2856		2856		2856		2856		2856		2856
One Mill Levy	95		95		95		95		95		95	
40% Delinquent		57		57		57		57		57		57
Miscellaneous	500		500		500		500		500		500	
Estimated		500		500		500		500		500		500
Totals-Gross	\$29,263		\$29,656		\$29,450		\$30,576		\$31,406		\$32,095	
Net		\$18,949		\$19,186		\$19,004		\$19,764		\$20,303		\$20,778

**Supplemental aids**

The base for the determination of the supplemental aid is the average daily attendance. This base will therefore increase with an increase in enrollment. This aid is also limited in two ways. Table 41 compares the estimated supplemental aid from Table 40 with these limitations. The maintenance limitation is based on the proposed expenditures as presented in Table 37. the classroom limitation is estimated for the present number of teachers and also if one teacher is added to the high school.

Table 41  
Estimated Supplemental Aid Compared with the Estimated Limitations

	1941	1942	1943	1944	1945	1946
Supplemental Aid Base	\$17120	\$17600	\$17520	\$18660	\$19480	\$20160
Proceeds of Maintenance Levy and Special St. Aids	5769	5781	5769	5835	5857	5895
Gross Supplemental Aid	11351	11819	11751	12835	13627	14265
Net Supplemental Aid (65%)	7278	7682	7638	8336	8857	9272
Limitations: Maintenance Classroom	16050	12785	13102	14331	13773	13618
With Additional Teacher	13947	13935	13947	15881	15863	15803
Without Additional Teacher	13947	13935	13947	13881	13863	13803

Comparison of these estimates shows that only in 1946 does the possible gross supplemental aid exceed the limitations and then only if the additional teacher is not added to the teaching staff. Never would the possible net supplemental aid exceed these limitations as long as it is prorated at sixty-five percent.

**Classification Aid**

The gross classification aid is set by law depending upon the organization of the school system. There is no intention of changing the organization and therefore the estimate is the same for each year. The net classification aid will depend upon the moneys which the legislature makes available for payment of special state aids.

**Transportation Aid**

The transportation aid is based on the number of miles each pupil rides the school bus attending school. This would be hard to estimate with any degree of accuracy. If the enrollment is going to increase it is a safe guess that that number of pupil miles will not decrease. Therefore the gross transportation aid has been estimated as what it was the

past year. The net transportation aid will depend upon the legislature in the same way as does the classification aid.

### **Apportionment Aid**

The apportionment aid is based on the average daily attendance and the amount of money which the State Department of Education allots to this aid. The aid here has been estimated at the same amount per child in average daily attendance as was paid the past year. This is as close an estimate as can be made under the conditions.

### **Non-resident Tuition**

The non-resident tuition is paid by the state in full at the rate of \$63 per non-resident child in attendance for the major part of each nine months. This amount is therefore depended on the number of such pupils attending the school. The amount estimated for this purpose is the approximate average for the past eight years.

### **Maintenance Levy**

The gross maintenance levy is more than that necessary to qualify for supplemental aid. This is necessary because the assessed valuations have dropped so much. The levy on agricultural property is lower than that for non-agricultural property because of the limitation set by law which limits the levy to not more than ten mills over the average for the county. The net receipts from this source have been estimated at sixty percent of the gross because of the delinquency in payment of taxes.

### **Deficiency Levy**

The deficiency levy is a levy permitted to cover the loss due to the prorating of state aids. The levy of fifty mills will not cover the entire loss but it has been set as high as it is felt that the tax payers of the school district can afford. It results in a much higher millage for school purposes than the great majority of the school districts in the state levy for school purposes. The same percent of delinquency has been estimated for this tax as was estimated for the maintenance tax.

### **One-mill Levy**

The one-mill levy is a levy placed on all property in the school district by law and is in addition to other levies for school purposes. This levy will also carry the same rate of deficiency as other property levies.

### **Miscellaneous Sources**

This source of school receipts comes from rentals of school facilities, student aid from the state for needy children, and other small items. It has been estimated at a figure that should never be too high unless the state discontinues the practice of offering student aid. If it does the expenditures will be decreased by a like amount.

### **Summary of Receipts**

The summary of the receipts presented in Table 40 shows that the estimated net receipts will not until the year 1946 match the estimated expenditures as presented in Table 37. The comparison of the totals shows that an average shortage of approximately

\$600 each year will result if the program is carried out as presented. Naturally this must be avoided. Either the expenditures program must be reduced by a like amount through the six years, or additional receipts must be provided. But, if conditions should develop to where the net receipts become a larger percent of the gross receipts, there will be available more than enough funds to finance the expenditures program. If the gross receipts as estimated under this program were received in full there would be available more than \$10000 each year over and above the estimated expenditures program.

Therefore, it would be useless at the present time to attempt to change the expenditures program or the receipts program so as to make them conform. These estimates merely give us a working basis by which we must plan the expenditures and financing program for the next five or six years. These proposals will have to be adjusted from year to year so that they will conform to the ability of the district to pay. If we find during these years that there will be available no greater amounts than those estimated, then the expenditures will have to be limited accordingly. If we find that the funds available will be greater than the amounts estimated, then either the tax load can be reduced on the assessed valuations within the district, or the educational programs for the school can be extended.

There are two things which must be watched carefully by the administration of the school during these years. One will be the valuations of the taxable property in the school district. If the assessed valuations drop still further, a serious problem confronts the school district. It apparently has reached the limit of its ability to pay. The school district would have to turn elsewhere if it is going to maintain its school. The other point to be watched will be the attitude of the state legislature. If the legislature takes the attitude that it has reached the limit to which it can go in helping finance school costs, then the state aids will gradually become less from year to year because the school load throughout the state is still showing an increase. This will confront the school district with a serious problem. If the legislature accepts the attitude that it must increase the funds appropriated each year for school purposes, and make the increase in appreciable amounts, it will relieve the school district of a good share of its problem. If the legislature revises its state aid program so that a larger share of the funds allotted to school purposes by them will be used for supplemental aid and transportation aid, it will help this school district. Therefore, what the legislature will do as far as schools are concerned during these years will be a matter of great importance to this school district. More so in this district than in the majority of districts in the state since a much larger share of the school costs in this district are paid by the state than is true in the average school in the state.

This presents a picture of what is necessary as far as the financing program in the Nevis School district is concerned. It is well that this picture be kept before the people so that they will do their part in getting the kind of school that they want.

### **The Debt Retirement Program**

The debt retirement program has not been included in a discussion of the financial program. This program has been segregated from other school finances and it is convenient to keep it separate. A summary of the present bond indebtedness is presented in Table 42. This table shows also the amount of interest that is being paid on each bond.

Table 42  
Summary of Bonded Indebtedness in Nevis District

Date of Issue	Date Due	Rate of Interest	Amount of Bond	Interest on Each Bond
1922	7/1/41	5%	\$2400	\$120.00
1932	7/1/42	4 ½	1000	45.00
1932	7/1/43	4 ½	1000	45.00
1932	7/1/44	4 ½	1400	63.00
1933	7/1/45	4 ¼	1000	42.50
1933	7/1/46	4 ¼	1000	42.50
1933	7/1/47	4 ¼	1000	42.50
1933	7/1/48	4 ¼	1000	42.50
1933	7/1/49	4 ¼	1000	42.50
1933	7/1/50	4 ¼	1000	42.50
1933	7/1/51	4 ¼	1000	42.50
1933	7/1/52	4 ¼	1400	59.50
1934	7/1/53	4 ½	2400	108.00
1935	7/1/54	3	2400	72.00
1936	7/1/55	3	2400	72.00
1940	7/1/56	3	2400	72.00
Totals			\$23,800	\$954

Table 43 presents a schedule of payments due each year if the bonds are to be retired as they come due.

Table 43  
Bond Payment Schedule for the Nevis School

Due Date	Amount of Bond Due	Amount of Interest Due	Total Due	Balance of Bonded Indebtedness
7/1/1941	\$2400	\$954	\$3354	\$21400
1942	1000	834	1834	20400
1943	1000	789	1789	19400
1944	1400	744	2144	18000
1945	1000	681	1681	17000
1946	1000	638.50	1638.50	16000
1947	1000	596	1596	15000
1948	1000	553.50	1553.50	14000
1949	1000	511	1511	13000
1950	1000	468.50	1468.50	12000
1951	1000	426	1426	11000
1952	1400	383.50	1783.50	9600
1953	2400	324	2724	7200
1954	2400	216	2616	4800
1955	2400	144	2544	2400

1956	2400	72	2472	-----
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This schedule as presented shows that the range in expenditures for retirement of bonded indebtedness will be from \$3354 to \$1426 covering a period of sixteen years. These payments will be made from moneys received from the state income tax fund. Each school district receives \$10 per child on the school census between the ages of eight and sixteen and all sixteen year old children actually in attendance in school. This money must be used for the retirement of school indebtedness according to the state income tax law and therefore has not been discussed along with other school receipts. For the past eight years this amount has been steadily growing until the past two years the school district received \$2100 each year from this source. This aid has always been paid in full by the state.

Table 44 shows how the receipts from the income tax under the present law will retire the bonded indebtedness under the schedule presented in Table 43 without any additional school levy for this purpose. It shows that if the income tax receipts will average \$2000 per year for these years that the bonded indebtedness will be automatically retired by them and at the end for the year 1956 will show a balance of approximately \$3000 which at that time will be available for current expenses provided no further indebtedness is incurred during that time. Provided that the income tax receipts continue to hold up to this average it will be advisable for the school district to retire bonds in advance of their due date in order to save interest charges. The balance on hand should be used in this way unless it is possible to place the money where it will draw a higher rate of interest than is being paid on the bonds that are due next. In this way it will be possible to complete the retiring of the bonded indebtedness a year or two sooner.

Table 44  
Financing the Debt Retirement Program in Nevis District

	Balance	Income			
	July 1	Tax	Total	Total Due	Balance End
		Receipts		for Year	of Year
1940	2370	\$2,000	\$4,370	3354	1016
1941	1016	2000	\$3,016	1834	1982
1942	1982	2000	\$3,982	1789	2193
1943	2193	2000	\$4,193	2144	2049
1944	2049	2000	\$4,049	1681	2368
1945	2368	2000	\$4,368	1638.50	2729.50
1946	2729.50	2000	\$4,730	1596	3133.50
1947	3133.50	2000	\$5,134	1553.50	3580
1948	3580	2000	\$5,580	1511	4069
1949	4069	2000	\$6,069	1468.50	4600.50
1950	4600.50	2000	\$6,601	1426	5174.50
1951	5174.50	2000	\$7,175	1783.50	5391
1952	5391	2000	\$7,391	2724	4657
1953	4657	2000	\$6,657	2616	4041



1954	4041	2000	\$6,041	2544	3497
1955	3497	2000	\$5,497	2472	3025

(Note: there is an error in 1941, the Balance End of Year should have been \$1182, not \$1982 as Mr. Ingebrigtsen has.)

## Chapter X Recapitulation

The Nevis School has been pictured as a school system operating under the six-six type of organization with a relatively small enrollment. The school district lies in the part of the state that can be considered materially poor. Its resources have all been used up and it is no longer in position to support a school with all the modern facilities for education.

The school which it has operated has been one that has had the bare necessities in terms of what the State Department of Education requires if it is to qualify for state aids. This district has not been financially able to offer better school facilities. Prospects are not good that the community will be better able to finance the school in the future. For this reason the educational program that has been set up as the recommended program for this school has been based on what the administrator considers are the bare necessities in a foundation program for any school system. Because of the prospective increase in enrollment the costs of operating the school are bound to increase unless savings can be effected. The program shows the necessary increase in costs that will be necessary to provide a school under the recommended educational program with the increased enrollment. Attempts have been made to show where some savings can be effected in school costs. The sum total of the planning program is that the total school costs will increase, but that the costs per child in average daily attendance will decrease slightly under this program as compared with a similar unit for the past eight years.

The increase in costs will be mainly due to the addition of one more teacher in the high school and increased expenditures for the replacement of worn out and destroyed equipment and buying of new equipment which is needed in the school. The principle source of saving for the school district can lie in the transportation costs. Plans should be made to effect more consolidation of routes at the end of this contract period, three years hence, in order to decrease the costs. Other savings will have to lie in the administration of supplies and equipment for educational purposes and for operation purposes. This can be done by a systematic program of selection, buying, and usage of the materials and equipment.

Another means of increasing the funds available for the school will be the increasing of the average daily attendance in the school system which has been too low as compared with other schools. This will increase the funds received from the state aids.

The plan as set up shows that unless increases in school revenues are effected, or great savings can be effected, that the educational program will have to be lowered still more or there will not be funds available to pay the entire costs for the next six years. It was shown these funds must come from state sources or not at all. The tax burden of the district is too great as it is. Therefore the attitude that the state legislature adopts will have to be watched closely by the administrator in order that the school program will conform with the funds that will be available.

In conclusion, it has not been the intention that this plan should be a final budget plan to be followed as herein stated for the next six years. The financial plan as shown for the coming school year along with the rest of the plan has been approved by the Board of Education. The remainder of the plan has been intended only for use as a working base to be used by the Board of Education and the superintendent of schools in their school planning for these years. This plan will need constant scrutiny and revision as conditions change and new facts present themselves. At the same time it should be extended for the years that will follow so that a long term program of school budgeting will be in operation in the Nevis School.