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A STUDY
of
THE SOCIAL COMPOSITION
of
MONTANA SCHOOL BOARDS

by

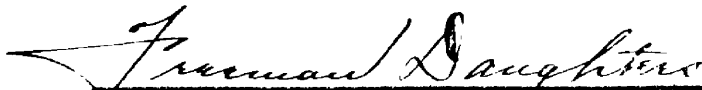
Francis D. Haines

Presented in partial fulfillment of the
requirement for the degree of
Master of Arts.

State University of Montana

1932

Approved:


Chairman of Examining Committee


Chairman of Graduate Committee

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TABLE OF CONTENTS

<u>Headings:</u>	<u>Page</u>
LIST OF TABLES	
LIST OF DATA SHEETS	
CHAPTER I Introduction	1
CHAPTER II Social Composition of Boards of Education in Montana	18
CHAPTER III Social Composition of Boards of Education in Montana (continued) Occupations of Board Members Matrimonial Status of Board Members Children of Board Members Board Members With Other Public Offices Property of Board Members Typical Board Members Length and Number of Board Meetings	32
CHAPTER IV Clerks of Montana School Districts	64
CHAPTER V Review of Types of Replies and Their Probable Accuracy	71
CHAPTER VI Conclusions	74
BIBLIOGRAPHY	76

LIST OF TABLES

		<u>Page</u>
I	Number of First, Second, and Third Class District and County High School Boards Replying with Percentage of Replies.	12
	Map of Montana Showing Counties Selected for Rural School Survey.	
II	List of Counties Surveyed and Number of Replies from Each.	14
III	Age Table - Number at Each Age.	19
IV	Age Table - Facts Given in Percentage.	20
V	Education of Board Members.	27
VI	Graph - Board Members with Elementary Education Only - Facts Given in Percentage.	
VII	Graph - Board Members with Higher Education - Facts Given in Percentage.	
VIII	Number of Board Members Engaged in Each Occupation.	36
IX	Percentage of Board Members Engaged in Each Occupation.	37
X	Graph - Occupations of Board Members.	
XI	Graph - Percentage of Board Members Engaged in Agriculture.	
XII	Graph - Occupations of Board Members by Districts.	
XIII	Married Status of Board Members.	39
XIV	Board Members Having Children in School.	40
XV	Board Members Holding Other Public Offices.	41
XVI	Number of Children per Board Member.	42
XVII	Number of Members Owning Real Estate.	57
XVIII	Length and Number of Board Meetings.	60
XIX	Occupations of School Clerks.	65

XX	Education of School Clerks.	68
XXI	Comparison of Education of School Clerks with that of Board Members.	70
XXII	Graph - Comparison of Education of School Clerks with that of Board Members.	

LIST OF DATA SHEETS

I	Sample Questionnaire.	16
II	Age of Board Members in Second Class Districts and Number of Years Residence in the District.	21
III	Age of Board Members in the Third Class Districts and Number of Years Residence in the District.	22
IV	Age of Board Members in Rural Districts and Number of Years Residence in the District.	23
V	Number of Children per Member in First Class Districts.	45
VI	Number of Children per Member in Second Class Districts.	46
VII	Number of Children per Member in Third Class Districts.	47
VIII	Number of Children per Member in Rural Districts.	48
IX	Number of Children per Member in County High Schools.	49
X	Number of Children per Member in School in Each District.	50
XI	Marriage Status of School Board Members - Number Owning Real Estate - Number Holding Other Public Offices - in First Class Districts.	51
XII	Number of Children per Member and Number of Children in School - Second Class Districts.	52
XIII	Marriage Status of School Board Members - Number Owning Real Estate - Number Holding Other Public Offices - in Second Class Districts.	53
XIV	Marriage Status of School Board Members - Number Owning Real Estate - Number Holding Other Public Offices - in Third Class Districts.	54
XV	Number of Children per Member and Number of Children in School - Third Class Districts.	55
XVI	Marriage Status of School Board Members - Number Owning Real Estate - Number Holding Other Public Offices - in County High School Boards.	56

XVII	Length and Number of Board Meetings in County High Schools and First Class Districts.	61
XVIII	Length and Number of Board Meetings in Second and Third Class Districts.	62
XIX	Length and Number of Board Meetings in Rural Districts.	63
XX	Graph - Number of Meetings per Year in Each Class District.	
XXI	Graph - Total Time Spent in Board Meetings in Each Class District.	
XXII	Age Table for School Clerks.	67
XXIII	Marriage Status of School Clerks - Number of Children - Number of Children in School - Number Owning Real Estate - Number Holding Other Public Offices.	68

CHAPTER I
INTRODUCTION

INTRODUCTION

For many years the labor unions in the industrial towns of the East have been maintaining that the schools of the communities were run by the governing classes for the good of those classes and to the detriment of the laboring class. In support of this claim they brought the argument that the laboring class was far from being proportionately represented on the local boards of education. There was strong feeling on the part of several labor groups that they should sponsor schools for the education of their own children so that these children might grow up uninfluenced by the capitalistic attitude of the public schools. In this connection the labor groups sponsored several surveys to demonstrate the unfairness of present representation on school boards. In order to check the accuracy of these surveys, and if possible to extend their scope, George S. Counts, professor of Education at Yale University organized a survey more comprehensive and thorough than those mentioned above. In 1920 Mr. Counts made his preliminary survey, and in accordance with the above object he mailed questionnaires to superintendents of schools in towns of 5,000 or more. He considered that smaller towns should be classed as rural rather than industrial communities.

In tabulating these replies, Mr. Counts became interested in other phases of the problem and sent out more com-

plete inquiries to a wider range of towns--this time including many towns between 2,500 and 5,000, making a total of 552. He also included county boards of education, public college and university boards, and state boards of education. These boards were selected to give a fair representation to each type and also to provide representation according to geographical divisions. Throughout the whole study the city board held the major portion of Mr. Counts' interest, and the social background of the members was considered more important than items concerning organization. Mr. Counts attempted to determine the effect of each of the following items on the social composition of the various school boards:

Size of the town.

Geographical division of the country represented.

Method of selecting the board.

Size of board.

Length of term.

Amount of compensation, if any.

Counts embodied the results of his study in the volume "Social Composition of Boards of Education: A Study in the Social Control of Education" by George S. Counts, published by the University of Chicago Press, 1927.

While this survey by Counts gave an excellent view of the situation in the country as a whole, his findings could hardly be taken as indicative of conditions in Montana, as conditions in this state deviate considerably from the

nation-wide average. With but six towns in the state having more than 8,000 population the state is essentially rural in character. The school districts will average much less in population than the average district for the country as a whole, and the representation of the various trades and professions will probably be proportionately changed.

In order to parallel and supplement the study made by Counts, and to determine the actual conditions in Montana, this study was undertaken in the fall of 1931. Its major objective is to determine the present status of the Montana school boards for each type of board and for the state as a whole, to determine and point out any conditions that seem to demand a remedy, if any such be found, and to give some point to the present discussion concerning the school board member.

Before we take up the discussion of the actual problem and the method of attack, it might be well to consider briefly some of the conditions in the state on which the problem is based.

Montana may be divided roughly into three distinct types of terrain. The economic status and means of livelihood of the people of each division are dependent largely upon the type of territory in which they are located. The first of these is the mountainous section which was settled by the first great rush of miners and prospectors. Most of these

mining camps are either ghost towns, or rapidly approaching that status, although a few such settlements have grown into the most important communities of the state. Among the latter may be mentioned Butte, Helena, Anaconda, and Red Lodge-- although the product in the last named is coal rather than one of the precious metals.

The second section is very closely bound up with the first. It consists of the hilly country cut by well-watered valleys. In these the early farmers located and developed the irrigated ranch devoted largely to the raising of hay and other forage crops, thus making possible a great development of the livestock industry in this state. Both of these sections were quite well settled as early as 1880. To some extent these areas developed most rapidly around the mining centers mentioned above, since these towns furnished the necessary market for the produce of the farms. In this way some of these settlements that started as mining camps have been gradually changed until now they are essentially trading centers for farmers from the neighboring valleys. Helena is a good example of this type of development.

Much later in point of settlement is the largest of the three groups--the wheat country. This consists for the most part of rolling prairie or benchland. This part was settled during the boom period of 1910-1913. The land rush was begun and fostered by the railroads at first and later by the

government on account of the pressing need for wheat during the war. The desire for growth in these later settlements and consequent rivalry between neighboring communities was intense and had a direct bearing on the rapid growth of schools during this period.

In the older settlements the schools developed rather gradually with buildings being built rather slowly and usually lagging somewhat behind the actual need. Helena, however, was a notable exception. In 1890 Helena went through the boom period of school building with the result that at the present time there are at least two abandoned school houses in the city limits. These schools were not kept in operation since there were no families living within a reasonable distance of them from which they could draw children.

In the newer settlements, due to the very rapid growth and to the prosperity resulting from two dollar wheat, the people built schools big enough to take care of future growth based on very optimistic estimates. They cheerfully mortgaged the future without the slightest thought of failure. This development received a sharp setback with the end of the war and the dry summer of 1918, but the machine farming and better conditions of the middle twenties again restored confidence in the future and school building went on apace--particularly the building of gymnasiums and community halls as part of the plant. This second boom in

school building was not confined to the wheat section but was general throughout the state, since each community tried to outdo its neighbor. The entire state was evidently "riding for a fall" and when a sharp and painful deflation finally came - as the result of drouth, poor crops, and lowered prices for the products of Montana farms - the burden of taxation began to call forth a storm of protest from the overburdened farmer.

It is an axiom among the educated people that the schools are first to feel the pinch in hard times and the last to feel the raise in good times. Therefore, it was no surprise to the school people to be violently attacked for extravagance. A great deal of this criticism was directed at the school board because it is the final authority in most matters of school finance. A feeling developed that too many of the wrong kind of people were being elected to our school boards, and that there should be legal qualifications for the office in order to eliminate many of the evils of this situation.

Probably the most common requirement demanded in this connection is that a trustee or board member must own real estate in the district. The feeling is that he will then be more careful with the school funds, for every increase in the mill levy rate will be reflected directly in his tax payments. Another requirement suggested but not so unanimously supported is the matter of the board member having

children in school. One group maintains that a man will take much greater interest in school affairs if he has children in the school; while the other group feels that he will take the interest, but it will be to the detriment of the school in general since he will always be using his influence to further the interests of his own children to the detriment of the other children in the school. One experienced school principal goes so far as to say that no one with children in school should ever be allowed on the board.

As has been indicated above, it is the purpose of this study to clarify the situation by giving as clear a picture as possible of the conditions existing at the present. If this is done properly, the next step will be more evident than it is at the present time.

A brief review of the public school system of Montana will explain to a large extent both the limits of the problem and the reasons for the procedure selected. The state school law creates five different types of school boards to take care of the varying conditions in the state. Four of these types are determined by population of the districts while the fifth is determined both by the size of the district and the type of school supervised.

The largest of these from the standpoint of population is the first class district which is defined in the school law as one having more than 8,000 population. It is governed

by a board of seven trustees, elected for a term of three years each, but not more than three of whom may be elected at one time. These districts include the larger cities but are not necessarily limited by the limits of the city. In many cases the district takes in a rural section adjacent to the city in question, and the children are transported between the schools and their homes by busses. The taxes and school elections are handled by the district through the county rather than through the city government. This has a strong tendency to free the city schools from the influence of the local political machine, but the arrangement is far from perfect in this respect.

The next in size from the standpoint of population is the second class district which is defined as one with a population of more than 1,000 but less than 8,000. It is governed by a board of five members elected for a term of three years, not more than two of whom may be elected at any one time. As in the case of the first class districts, these districts are not limited in size by the limits of the town in which the school is located but frequently take in the adjacent territory as well.

The next in size is the third class district which is defined in the school law as any district in which there is less than 1,000 population. For the purpose of this study, two divisions of the third class district have been made: third

class districts with principals, and third class districts without principals. Hereafter, third class districts with principals will be designated merely as "third class districts" and third class districts without principals will be called simply "rural districts." In this study Rural School Districts (county unit) have been ignored.

High Schools are maintained in all of the first and second class districts, although several of the high schools in the second class districts are county high schools and not under control of the local board. The control of these schools will be discussed later.

More than 120 of the third class districts from a total of 151 listed for 1930 maintain four-year high schools. Many of the remainder offer one or two years of high school work, but there is so much change from year to year that exact figures can scarcely be obtained. This district is governed by a board of three members elected for a term of three years each.

Most of the rural districts maintain single one room schools. A few have two-teacher schools, and a very few maintain two or more one room schools. In some cases this type of district does not maintain a school but transports the pupils to a neighboring district. The rural district is governed by a board of three members elected for a term of three years each, not more than one of whom may be elected at any one time.

The provision for electing less than a majority of the members on any of these boards at any one election is considered desirable for the purpose of stabilizing school affairs and preventing too rapid changes in school policy.

The only legal qualifications for a school trustee at the present time in the above districts are that he or she shall be a legal voter in the district at the time of his election or appointment and must resign in case he moves away. The elections are held in April in order to keep them free from the influence of other elections.

The organization of the county high school board differs from any of those mentioned above. The board consists of the county superintendent of schools, ex officio, and six members to be appointed by the county commissioners to hold office for a term of two years concurrently with the board of county commissioners. Four of the six must be residents of the town in which the high school is located and the other two may be from any place in the county. The board has no authority over the grade schools of the town. These grade schools are run by the local school board and may come under either the second class or third class district as listed above.

In order, then, to get a fair picture of Montana conditions it was decided to send a request for data to each of the boards in the first, second, and third class districts and also to each county high school board. In each

case this request was addressed to the clerk of the board.

The requests for information were sent to the clerks of the boards rather than to the school superintendents, as in the study by Counts, since it was felt that the clerk would be in a better position to give accurate information on account of longer acquaintance with the board members and better knowledge of local conditions. However, the follow-up letter sent to those schools not replying was addressed to the superintendent or principal, because early returns indicated that many clerks who did not answer were under orders from the board to refuse such information. It is a rather interesting sidelight on human nature to find the clerks were much freer with information concerning the board than they were with information concerning themselves.

This plan of follow-up letters brought a very high percentage of replies, so it seems probably that the results given for these boards present an accurate picture of present Montana conditions. Possibly the percentages given for first class districts should not be regarded too seriously on account of the small number of such districts in the state.

The appended table (Table I) gives the number of districts in each class as listed in the Educational Directory of the State Department for 1931-32 and also the number of replies from each class.

As it was considered neither very practical nor very

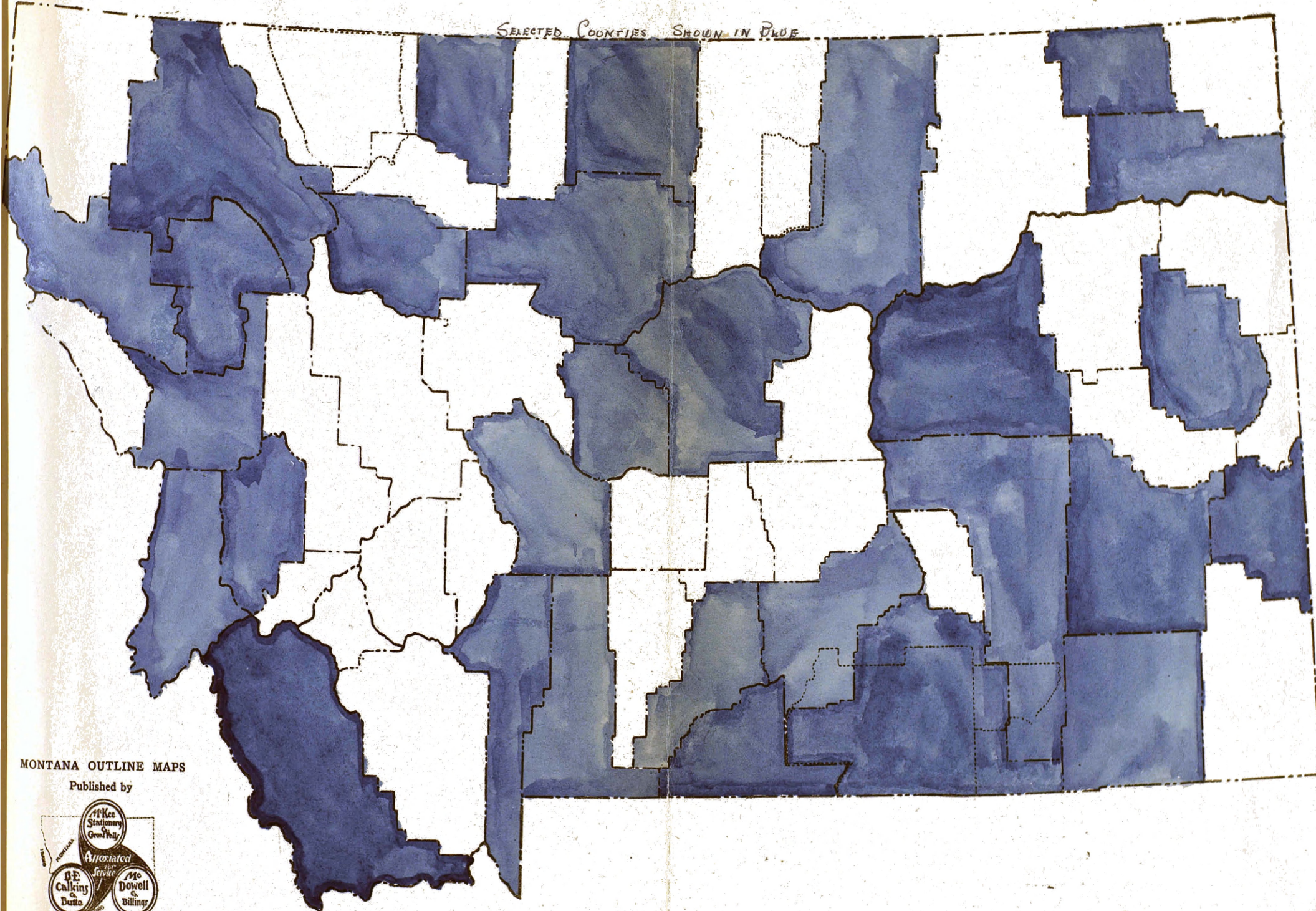
TABLE I

TABLE SHOWING SCHOOLS OF EACH TYPE
WHICH ANSWERED THE QUESTIONNAIRE

	<u>First</u>	<u>Second</u>	<u>Third</u>	<u>County</u>
No. Schools	6	71	151	20
No. Answering First Request	4	51	64	3
No. Second Re- quests Sent	0	20	67	17
No. Answering Second Request	0	16	60	10
Total no. Answered	<hr/> 4	<hr/> 67	<hr/> 144	<hr/> 13
% Answered	75%	94%	95%	65%

MAP SHOWING LOCATION OF SELECTED
COUNTIES INCLUDED IN THIS SURVEY

SELECTED COUNTIES SHOWN IN BLUE



MONTANA OUTLINE MAPS

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desirable to canvass every rural district in the state (2511 of them listed in the 1930 biennial report of the Superintendent of Public Instruction) a method of securing a fair sampling of these districts was resorted to.

Practically all of the rural districts are farming districts and will fall under one of the two classifications given above--namely, wheat or prairie districts and livestock or irrigated districts. There are a few districts of this class in the mining and lumbering sections also.

A list of thirty counties was selected from the fifty-six counties of the state. They were selected to give proportionate representation to each type of district. The accompanying map shows the location of the selected counties and indicates the method of selection.

To a casual observer it would seem that the so-called "mining district" is inadequately represented with the large block of counties, Silver Bow, Madison, Jefferson, Deer Lodge, Powell and Lewis and Clark, showing no replies. It happens, however, that in these counties the population is concentrated in the towns which were included in the list for first, second, and third class districts. There are very few rural districts in these counties and these are of the same type as those in the adjoining counties which were included in the survey.

For instance, Silver Bow County has but eight rural

TABLE II
 COUNTIES CONTAINING THE RURAL SCHOOLS INCLUDED
 IN THIS INVESTIGATION

<u>Name of County</u>	<u>No. replies</u>
Beaverhead	10
Bighorn	3
Carbon	8
Choteau	3
Custer	9
Daniels	1
Dawson	7
Fallon	7
Fergus	7
Flathead	15
Gallatin	8
Garfield	24
Granite	3
Hill	9
Judith Basin	10
Lake	8
Meagher	9
Missoula	6
Park	8
Phillips	1
Powell	1
Ravalli	5
Rosebud	12
Roosevelt	11
Sanders	6
Stillwater	5
Teton	6
Toole	9
Yellowstone	24
Powder River	3
None Given	4

Total 242

Number sent out - 675
 Percentage of replies - 36%

districts and Deer Lodge County has twelve. Some of these districts run no schools, but transport the pupils to neighboring schools or pay the family to move the children to town during the winter months.

After these thirty counties were selected, a request was sent to the superintendent of schools in each county for a list of the school clerks in the rural schools of the county. The questionnaire was then mailed to the first twenty clerks on each list except in the cases of Big Horn and Granite Counties, where there were not that many in the county. The remaining questionnaires (approximately one hundred) were distributed among the counties with the largest number of districts. This accounts for the large number of replies from Yellowstone and Garfield Counties, since more than thirty questionnaires were mailed to each.

Rural schools were checked against the list sent me by the county superintendent because there seemed to be a large number of clerks who confused the ratings of the rural district such as superior, standard, and the like, with the ratings given in the school law.

The appended table (Table II) gives the list of counties included in the survey with the number of replies from each county.

In making up the questionnaire (see sample attached, Data S. I) several questions which were used by Counts were

DATA SHEET I

TO THE CLERK OF THE SCHOOL BOARD; SAMPLE OF QUESTIONNAIRE

The information desired in this questionnaire will be held strictly confidential, and will be used only for making of tables, charts and other statistical devices. IN NO CASE WILL THE NAME OF ANY SCHOOL BOARD MEMBER BE USED, NOR WILL ANY INDIVIDUAL COMPARISONS BE MADE BETWEEN DISTRICTS. These statistics will be used in a report to the State Department for their use in dealing with the next legislature, so the blanks should be filled in as accurately as possible.

For age, Give your estimate. For education, give grade reached in school, for example: 7 th; second yers H. S.; third year Col.

I wish to thank you for your courtesy and assistance in this matter.

F. D. HAINES

LIST BOARD MEMBERS BY NUMBER, NOT BY NAME.

	No. 1	No. 2	No. 3	No. 4	No. 5	Clerk
SEX (check one)	M F	M F	M F	M F	M F	M F
AGE						
YEARS IN DISTRICT						
MARRIED ?	Yes No	Yes No	Yes No	Yes No	Yes No	Yes No
HOW MANY CHILDREN ?						
HOW MANY CHILDREN IN SCHOOL?						
Does he own real estate in the Dist.?	Yes No	Yes No	Yes No	Yes No	Yes No	Yes No
EDUCATION						
OCCUPATION						
Does he hold any other public office ?	Yes No	Yes No	Yes No	Yes No	Yes No	Yes No

Check class of District- First, Second, Third Rural Dist No. _____ County _____

Approximate number meetings per year _____ Estimated length of meetings _____

How much training in bookkeeping has the clerk had? _____

omitted for the answers to these could be secured from a copy of the school law. Questions of this type were those regarding number of members on a board, length of term, method of selection and compensation. The number of questions was limited by the size of the sheet and by what we considered the board would be willing to answer. There was no real need of asking as many questions concerning the clerk, but to list them in the same category as the board members made a neater sheet. It was expected that this would also insure more complete returns than would definitely placing the clerks in a separate classification.

Probably the most important item concerning the clerks is the one relating to training in bookkeeping. Under the present system of budget making and uniform account books for all public schools, it is essential that the clerks have some training along this line in order to keep the books of the district properly. Further comment on this phase will be made in connection with the table showing the amount of such training.

CHAPTER II
SOCIAL COMPOSITION OF
BOARDS OF EDUCATION IN MONTANA

Social Composition of
Boards of Education in Montana

It has been the custom since pre-historic times to entrust the education of the children to the older members of the community. Two major causes of this are that the older member is supposed to know more and that the older member should have more time for such affairs since he has attained a more secure economic position. These older members in control have a tendency to be conservative and to prevent rapid and radical changes in the school procedure--thus increasing soundness and stability.

In a comparatively young state like Montana one might expect that this tendency would not be so pronounced, but, on comparing the data in Tables IV and V with the figures given by Counts for the country as a whole, we find that the difference could hardly be classed as significant. In the rural districts alone does the Montana median age drop much below the figure given by Counts. This difference (44.3 for rural districts of Montana to 48.3 for the city and county boards canvassed by Counts) is probably due to the fact that so many of the residents of these districts are comparatively new settlers. The new settler is more likely to be a younger man than the average man in the older community.

TABLE III
AGE OF BOARD MEMBERS
GIVING NUMBER FOR EACH AGE

<u>AGE</u>	<u>First Class</u>	<u>Second Class</u>	<u>Third Class</u>	<u>Rural</u>	<u>County</u>	<u>Total</u>
Up 65	3	7	10	34	2	56
64 60	4	25	18	32	5	84
59 55	2	35	34	47	12	130
54 50	6	66	77	84	22	255
49 45	4	86	104	135	23	352
44 40	5	80	99	145	9	338
39 35	4	28	54	108	4	198
34 30		7	14	56		77
29 Down		2	4	63		69
	28	336	414	704	77	1559

TABLE IV
AGE OF BOARD MEMBERS
FACTS GIVEN IN PERCENTAGES

AGE	<u>First Class</u>	<u>Second Class</u>	<u>Third Class</u>	<u>Rural</u>	<u>County</u>	<u>Total</u>
Up 65	10.7	2.1	2.4	4.8	2.6	3.6
64 60	14.3	7.4	4.3	4.5	6.5	5.4
59 55	7.1	10.4	8.2	6.7	15.6	8.3
54 50	21.4	19.7	18.6	11.9	23.6	15.3
49 45	14.3	25.6	25.1	19.2	29.9	22.6
44 40	17.9	23.8	23.9	20.6	11.7	21.7
39 35	14.3	8.3	13.0	15.3	5.2	12.7
34 30		2.1	3.4	7.9	0	4.9
29 Down		*	1.0	8.9	0	4.4
Median Age	50.9	43.1	45.7	44.3	50.5	48.4

DIAL SHEET II

NUMBER YEARS IN DISTRICT
SECOND

Age	Number of Cases	Years in Dist.	No. Cases
up		up	
65	7	40	22
64		39	
60	25	35	4
59		34	
55	35	30	26
54		29	
50	68	25	45
49		24	
45	86	20	76
44		19	
40	80	15	81
39		14	
35	28	10	54
34		9	
30	7	5	24
29		4	
Down	2	0	10

This sheet shows the number of members for each age group and the number of years each has spent in the district.

DATA SHEET III
MEMBERS THIRD CLASS - AGE

AGE	NO.	YEARS IN DIST.	NO.
up	6	59	
70		53	2
69		54	
65	4	50	1
64		49	
60	18	45	3
59		44	
53	34	40	15
54		39	
50	77	33	10
49		34	
45	104	30	23
44		29	
40	99	25	18
39		24	
35	54	20	98
34		15	
30	14	19	95
29	4	14	
		10	88
		9	
		5	34
		4	
		0	28

This sheet shows the number of members in each age group and the number of years each has spent in the district.

DATA SHEET IV

MEMBERS RURAL BOARDS - AGE

AGE	Years in District								
	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40 up
None given		2	2	1	3	1			
Up									
65	1	3	0	8	6	5	3	3	3
64									
60	3	2	3	5	8	3	4	2	2
59									
55	1	4	6	7	13	9	2	2	2
54									
50	5	7	16	21	26	4	2	0	5
49									
45	14	17	19	46	39	8	4	2	5
44									
40	16	17	25	42	32	3	4	1	5
39									
35	13	10	21	35	8	4	2	15	
34									
30	5	15	9	11	7	1	8		
29									
	7	11	8	14	14	7			

This sheet shows the number of members in each age group and the number of years each has spent in the district.

While the oldest board listed is a rural board (average age 64.1 years) it is located in one of the valleys settled in the 1860's. It is probable, then, that the average age of the board member in this state will increase somewhat in the next twenty years.

It is interesting in this respect to note that there are few board members younger than thirty-five and most of these are in the rural districts where it is often difficult to secure anyone to serve.

In all the cases in this study when a young man is found on a school board, the rest of the members are all much older. That is, we have no case where there were two young men on the same board (35 years is taken as the dividing line between the young man and older man in this statement).

It would seem that the average man is adverse to electing a young man to a position of such responsibility. There seems to be a feeling that he will sponsor too radical a change in the established system.

We find, also, that in the case of the appointive county board, the median age runs much higher than it does for the group as a whole although it matches almost exactly the median for the first class districts and is somewhat lower (40.1 for the appointive county board to 52.3 for the appointive state board) than the appointive boards listed

by Counts.

It is interesting to note that there is no definite relationship between the age of the board member and the length of time he has been in the district. This might be due to the influence of the new settlers or to migration of families as a result of bad years. On several of the replies where a board member was listed as having been five years or less in the district, a notation was made to the effect that he had moved in from an adjoining district and therefore had been classed as a member of the community for a much longer period. The same feeling that keeps the younger man off the board also keeps the stranger off.

When one considers the important place of women in a pioneer community and their interest in the schools, it seems that the percentage of women board members is low indeed. Women have always been allowed to vote at school elections in Montana and have been eligible to serve on the school board, yet we find the percentage of women members for the state is much lower than the figure Counts gives (4.3% for Montana compared with 10.2%). There seems to be no good reason for this difference. In Counts' study the percentage of women members increased for the country as a whole between 1920 and 1926 (8.2 in 1920 to 14.6 in 1926) but in the Western states, which included Montana, the percentage in this period decreased from 14.5 in 1920 to 12.8

in 1926. This may prove to be a significant factor in the boards involved and might warrant further investigation.

In the cases studied for this report, it is rather common to find that where there is one woman on the board there is certain to be another woman as member or clerk. It is seldom we find a board where there is but one woman at the meeting. One rural board is composed entirely of women, and by a rather odd coincidence, each woman has eight children. This school would furnish an interesting case study as to both the influence of the woman as a board member and the effect of a board member having children in school. From the data at hand it would seem that the majority of children in this school are those of the board members. In this case the son of the chairman acts as clerk.

In considering the education of board members, the elementary group has been made to include all those who have had elementary schooling only. Those who have had more than elementary schooling are not included in this group. In the same way the high school group includes only those who have had both elementary and high school work although they need not have finished high school. Business college courses, commercial courses, and the Montana State College short courses are classed as high schools for the purpose of this report.

TABLE IV

EDUCATION OF BOARD MEMBERS

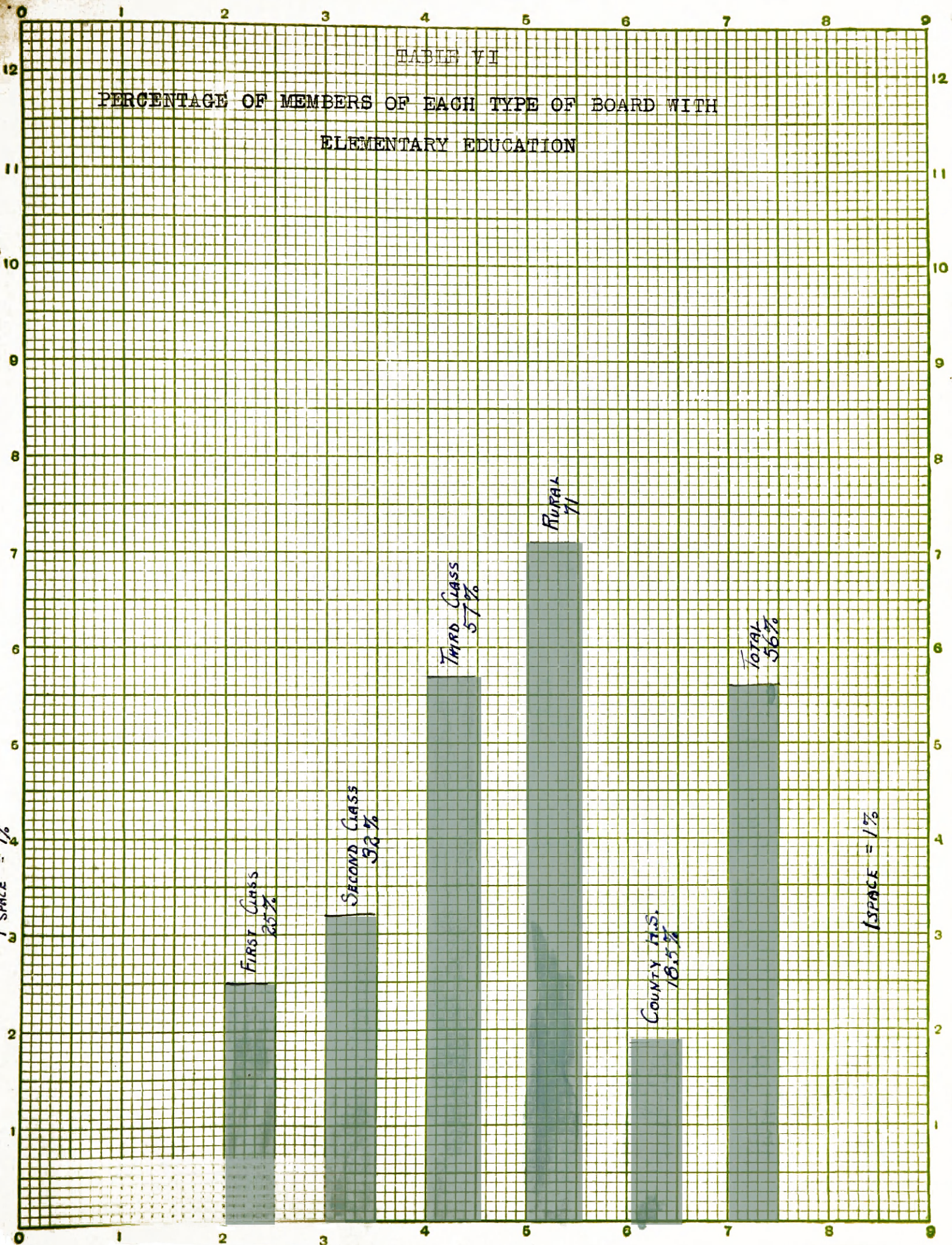
	First	Second	Third	Rural	County	Total
Elementary	7	98	208	529	17	939
High School	8	110	121	160	26	425
College	13	95	94	53	48	303
Listed il- literate				4		
	<u>28</u>	<u>303</u>	<u>303</u>	<u>746</u>	<u>91</u>	<u>1667</u>

TABLE V
EDUCATION OF BOARD MEMBERS

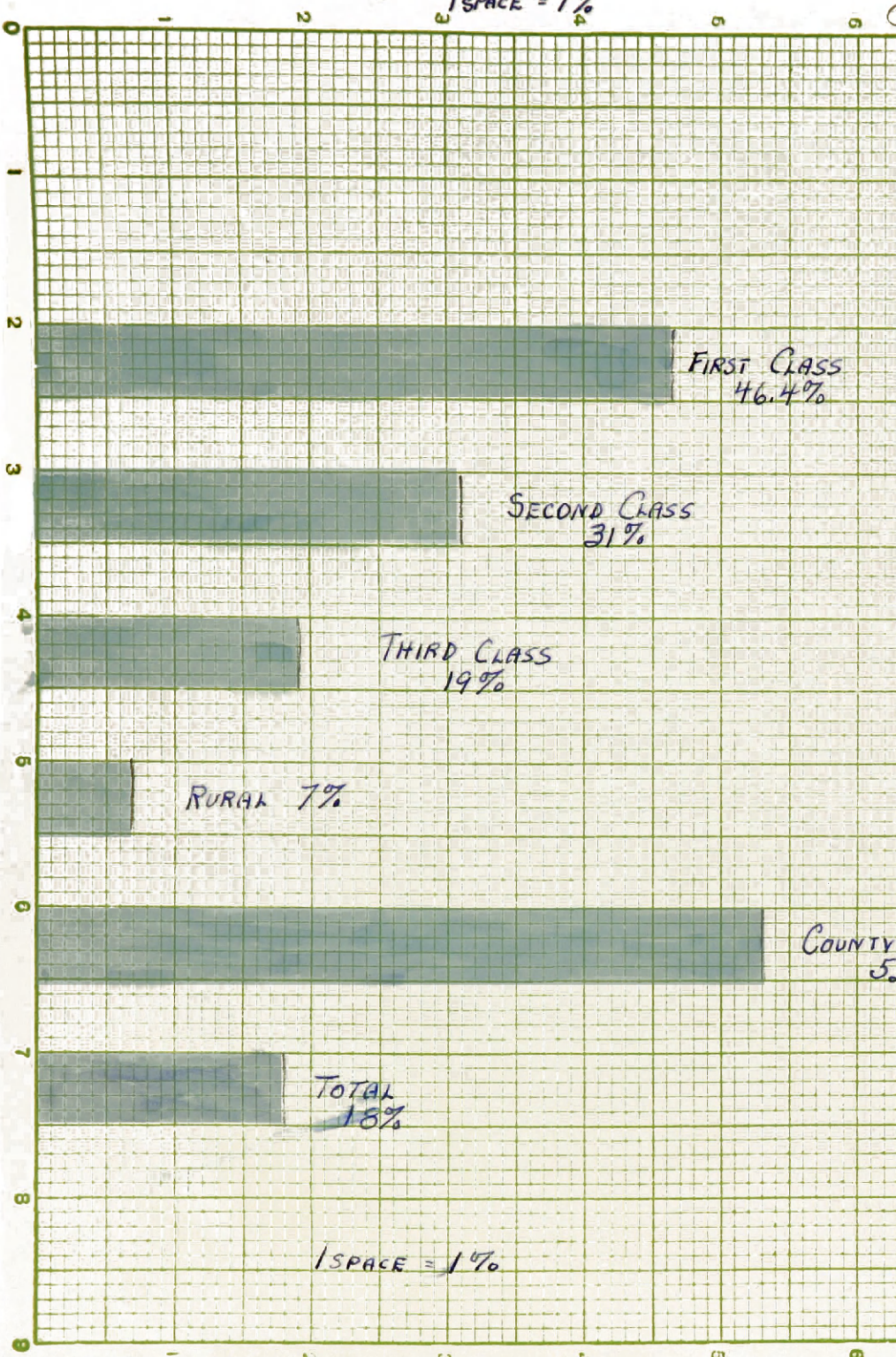
	First	Second	Third	Rural	County	Total
Elementary	25%	32%	57%	71%	18.7%	56%
High School	28.6%	36%	24%	22%	28.6%	26%
College	46.4%	31%	19%	7%	53%	16%
Listed Il- literate				*		

TABLE VI

PERCENTAGE OF MEMBERS OF EACH TYPE OF BOARD WITH
ELEMENTARY EDUCATION



1 SPACE = 1%



H.S.

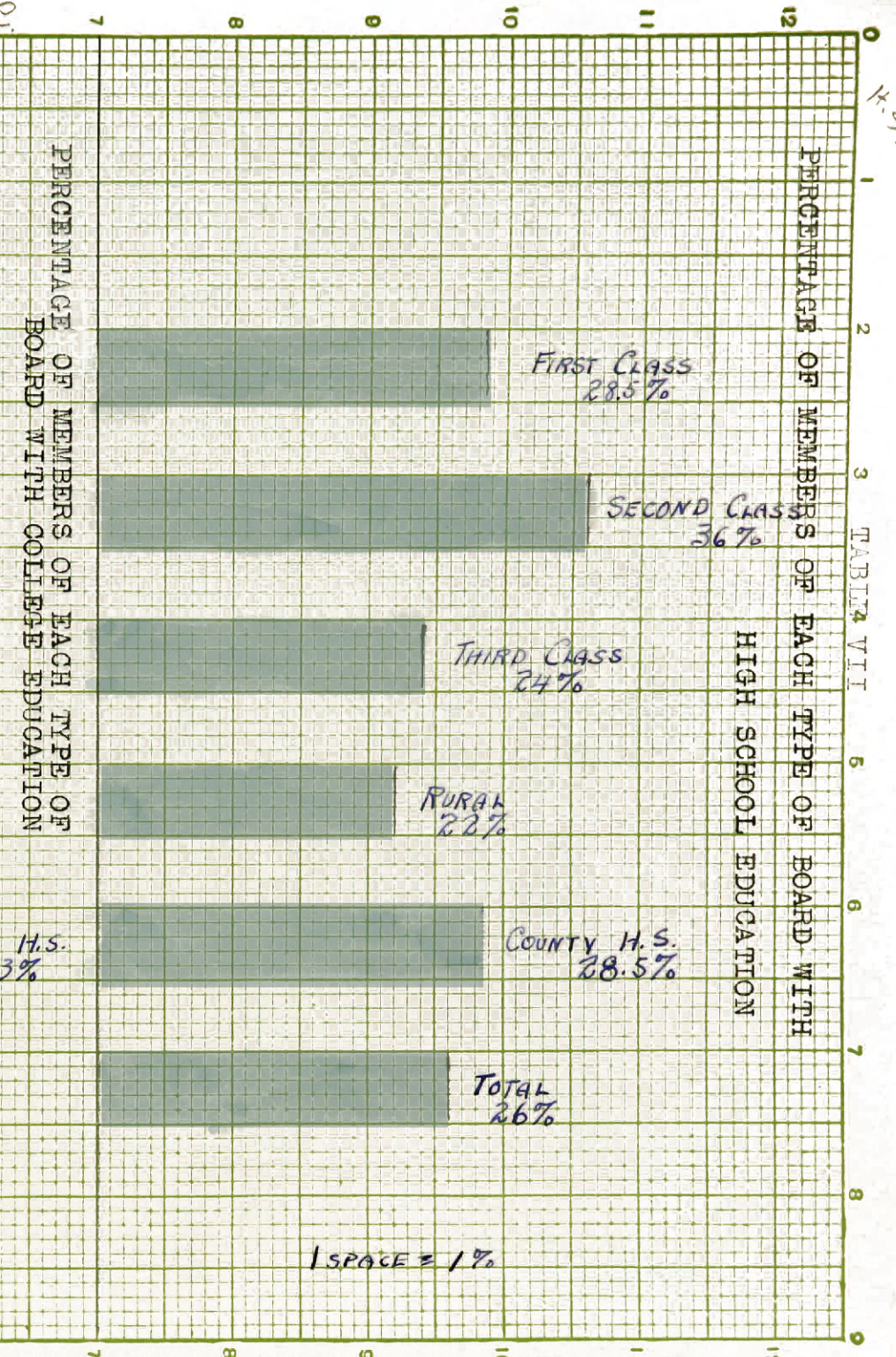


TABLE VII

Those listed in the college education group are not counted in either the high school group or the elementary group. This group includes all those who have attended either a standard college or normal school. The data on this item are quite accurate for the name of the school was usually included in the clerk's report.

As is to be expected, the education of the average board member varies directly with the size of the district in the case of the elected boards. An inspection of the graph (Table VI and VII) will show this very clearly. While the percentage with high school education is fairly constant, the percentage with college education is very unevenly distributed.

One item that will probably come as a surprise to the average critic of selection of board members by county commissioners is the high rating of the appointive high school board, which has the highest educational rank of the five. In some respects, though, the percentage with college education as given is somewhat misleading, since these figures include the thirteen county superintendents who are not appointed but who are all normal graduates. If these are deducted, the percentage with college education is reduced from 53% to approximately 45% which almost matches that for districts of the first class. If the number of years spent in college for each type of board is considered, it

is apparent that the city board has the better education due to the proportionately larger number with professional training. The college training for the majority of the cases on the rural boards is in the field of agriculture from Montana State College.

The most surprising information to me is that there are four board members listed as illiterate. Two of these are on the same rural board. In a note the clerk explains that neither of the two can speak understandable English nor write a legible signature. The third member of this board can read and write English to some extent but has much better command of the Bohemian dialect. This district is one in a locality where I once taught. The high school children reported that all classes there are conducted as far as possible in Bohemian. Although this is contrary to Montana school law, it is condoned by the officials responsible for the supervision of the district.

In connection with the educational level of the school board, Counts advances the idea that a board composed of college graduates is apt to look at school work in too narrow a sense and place emphasis on the higher schools to the neglect of the lower schools. Also this group is from a rather narrow range of occupations and may not sponsor education in sympathy with or suitable for the masses. He favors representation from all groups with the deliberate

choosing of a portion of the members from the lower educational levels, but indicates that they should be above average in other respects.

CHAPTER III

SOCIAL COMPOSITION OF
BOARDS OF EDUCATION IN MONTANA

(continued)

OCCUPATIONS OF BOARD MEMBERS

MATRIMONIAL STATUS OF BOARD MEMBERS

CHILDREN OF SCHOOL BOARD MEMBERS

BOARD MEMBERS WITH OTHER PUBLIC OFFICES

PROPERTY OF BOARD MEMBERS

TYPICAL BOARD MEMBERS

LENGTH AND NUMBER OF BOARD MEETINGS

Occupations of Board Members

The following occupational divisions with the description of each is taken directly from the study by Counts, since it seems to be quite logical and well suited to the present study and will facilitate comparisons between the two sets of data.

In order to organize the detailed facts regarding occupation, some sort of occupational classification which would be significant was found to be the first necessity. The type of classification desired was one which would divide the members into a small number of groups each of which would exhibit a considerable measure of economic and social homogeneity. After some experimentation it was decided to recognize the following large occupational divisions: proprietors, professional service, managerial service, commercial service, clerical service, manual labor, and agricultural service. Although these terms are supposed to be descriptive, a word of explanation regarding the composition of each of the seven classes will not be out of place.

In the group of proprietors are included bankers, brokers, druggists, hotel owners, laundry owners, lumbermen, manufacturers, merchants, mine owners, publishers, and many others. With the exception of farmers and certain shopkeepers who combine a skilled trade with the commercial

function, all owners of enterprises in whatever field are placed in this group. Because of its great economic power, it is without qualification the most influential occupational group in any American urban community. Its members constitute the backbone of chambers of commerce, industrial associations, and numerous taxpayers' organizations. In a society based on private property, they occupy the seats of power since they have direct control over the economic resources of the community.

In the professional service are included architects, authors, clergymen, dentists, civil engineers, journalists, lawyers, physicians, surgeons, teachers, and so on. This is a rather homogeneous group and requires little comment. Its membership ordinarily constitutes the most highly educated element in the American community.

In the managerial service are included all persons, except those included in the first group, who occupy managerial or directing positions in either public or private enterprises. In the ordinary industrial organization this means all forms of service from foreman to superintendent. Contractors, managers, and officials of all kinds are placed in this group.

In the commercial service are included all persons, except those classified in the first group, who are engaged in buying or selling. Buyers, commercial travelers, insur-

ance agents, real-estate agents, salesmen, and others are found in this group.

In the clerical service are included all those engaged in clerical, secretarial, and accounting activities. Particular groups classified under this division are accountants, bookkeepers, cashiers, clerks, and others.

Under the category of manual labor is placed a great variety of occupations. It includes all persons engaged in any form of manual labor except agriculture; consequently, in the ordinary American city it is by far the largest of the seven divisions. It includes skilled, semi-skilled, and unskilled labor. It embraces members of the building trades, machine trades, printing trades, and all other trades found in the manufacturing and mechanical industries. It likewise includes persons engaged in both railroad and street transportation, public service, personal and domestic service, mining, lumbering, and fishing.

The seventh and last group--agricultural service--includes all persons actually engaged in any sort of agricultural enterprise. Among the occupations placed in this group are dairying, farming, fruit growing, gardening, and ranching.

As is to be expected in a state of essentially rural character as Montana, the group engaged in agriculture contains a large majority of the board members (Table VIII thru

XII). If we do not consider the rural districts we find that the agricultural group is still the largest group, representing 33% of all members. This includes all members who were listed as farmers even though they were also listed in another group, as farmer-elevator man, or farmer-lumber-yard manager, to list two examples. These were not listed in the tables under the other occupation in these cases.

The next largest group is the proprietor. We find in the smaller towns that one or two of the board members are store or bank owners who are leaders in the community and interested in the school both for their own children and for the development of the town.

The low percentage of representation in the third class and rural districts from the professional group is due to the absence of this class in the community. Thus these districts lose the services of one of the most efficient groups. The same difficulty is found in the rural districts for all types except the agricultural. The argument may be advanced that as long as the schools in this district are for farmers they should be governed by farmers. However, this is apt to make the school slow in development unless the county superintendent is very efficient and watchful.

The manual workers obviously do not secure representation on the boards in proportion to their numbers. In most cases where one is listed, he is a member of one of the

TABLE VIII
OCCUPATIONS OF BOARD MEMBERS

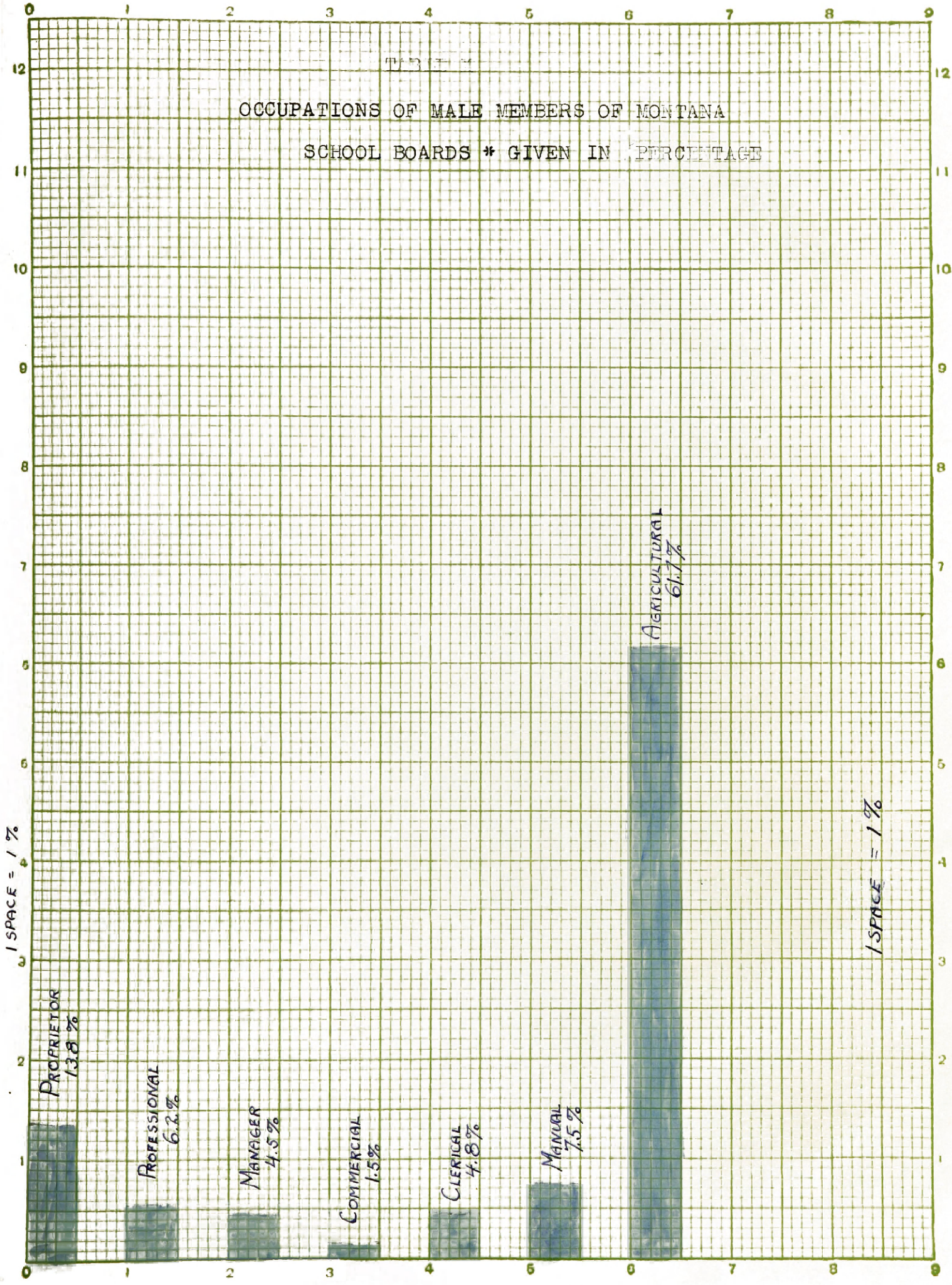
	First	Second	Third	Rural	County	Total
Proprietors	5	88	81	14	25	213
Professional	8	47	21	0	8	97
Manager	0	28	30	5	6	69
Commerce	2	9	10	0	2	23
Clerical	4	24	32	7	8	75
Manual	5	40	40	27	5	17
Agriculture	<u>1</u>	<u>78</u>	<u>212</u>	<u>649</u>	<u>20</u>	<u>960</u>
	25	314	428	703	74	1554
Housewife	<u>3</u>	<u>14</u>	<u>13</u>	<u>35</u>	<u>—</u>	<u>69</u>
	28	328	439	738	74	1623

TABLE IX
OCCUPATIONS OF MALE BOARD MEMBERS

Facts Given in Percentage.

	First	Second	Third	Rural	County	Total
Proprietors	20%	28%	19%	2%	30%	13.8%
Professional	32%	15%	5%	0%	11%	6.2%
Manager	0%	9%	7%	.7%	8%	4.4%
Commerce	8%	3%	2.3%	0%	2.7%	1.47%
Clerical	16%	8%	7.5%	1%	11%	4.8%
Manual	20%	13%	9.4%	3.8%	7%	7.5%
Agriculture	4%	25%	50%	92%	27%	61.7%

TITLE
OCCUPATIONS OF MALE MEMBERS OF MONTANA
SCHOOL BOARDS * GIVEN IN PERCENTAGE

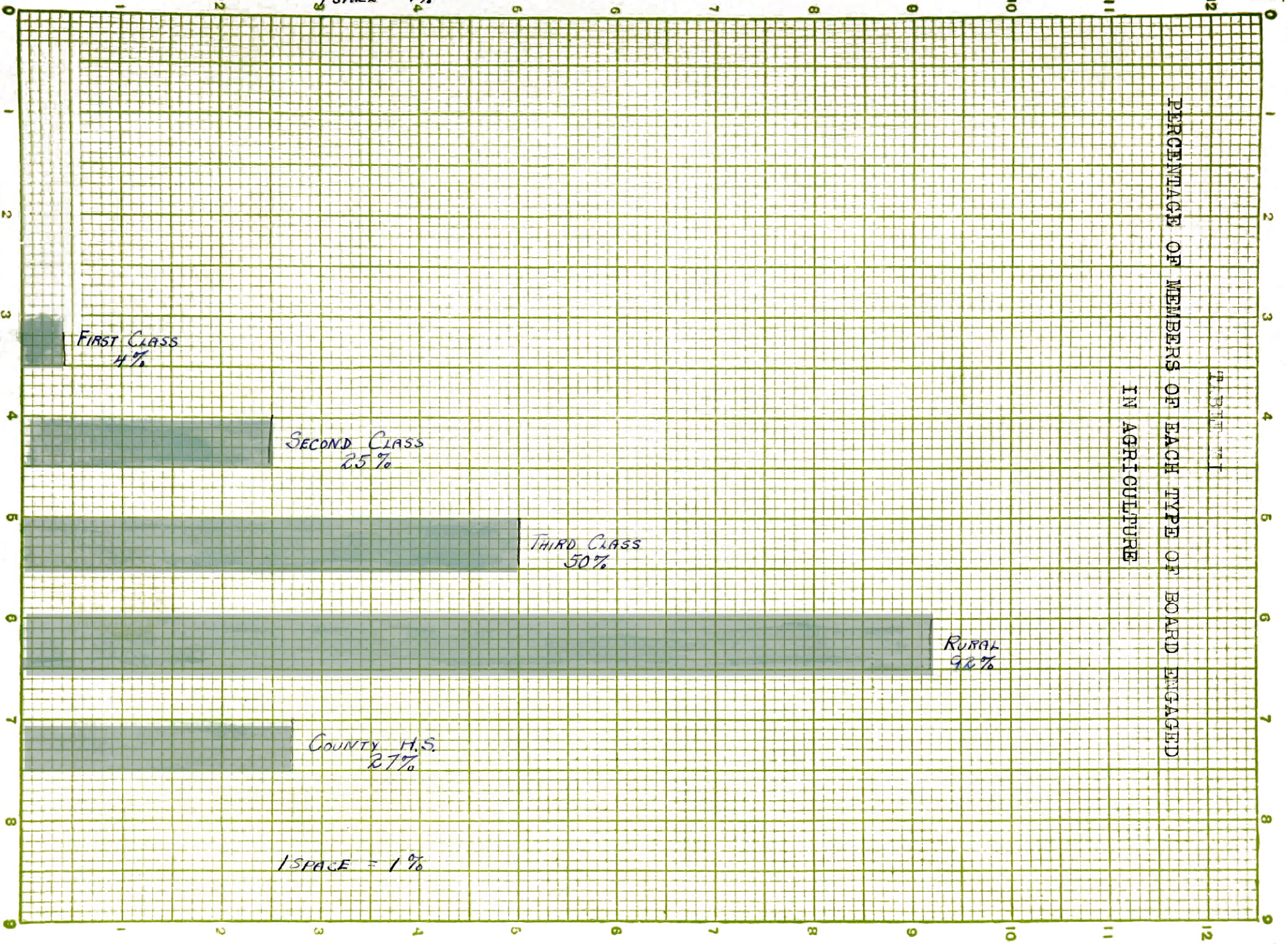


1 SPACE = 1%

1 SPACE = 1%

PERCENTAGE OF MEMBERS OF EACH TYPE OF BOARD ENGAGED
IN AGRICULTURE

ALBERTA

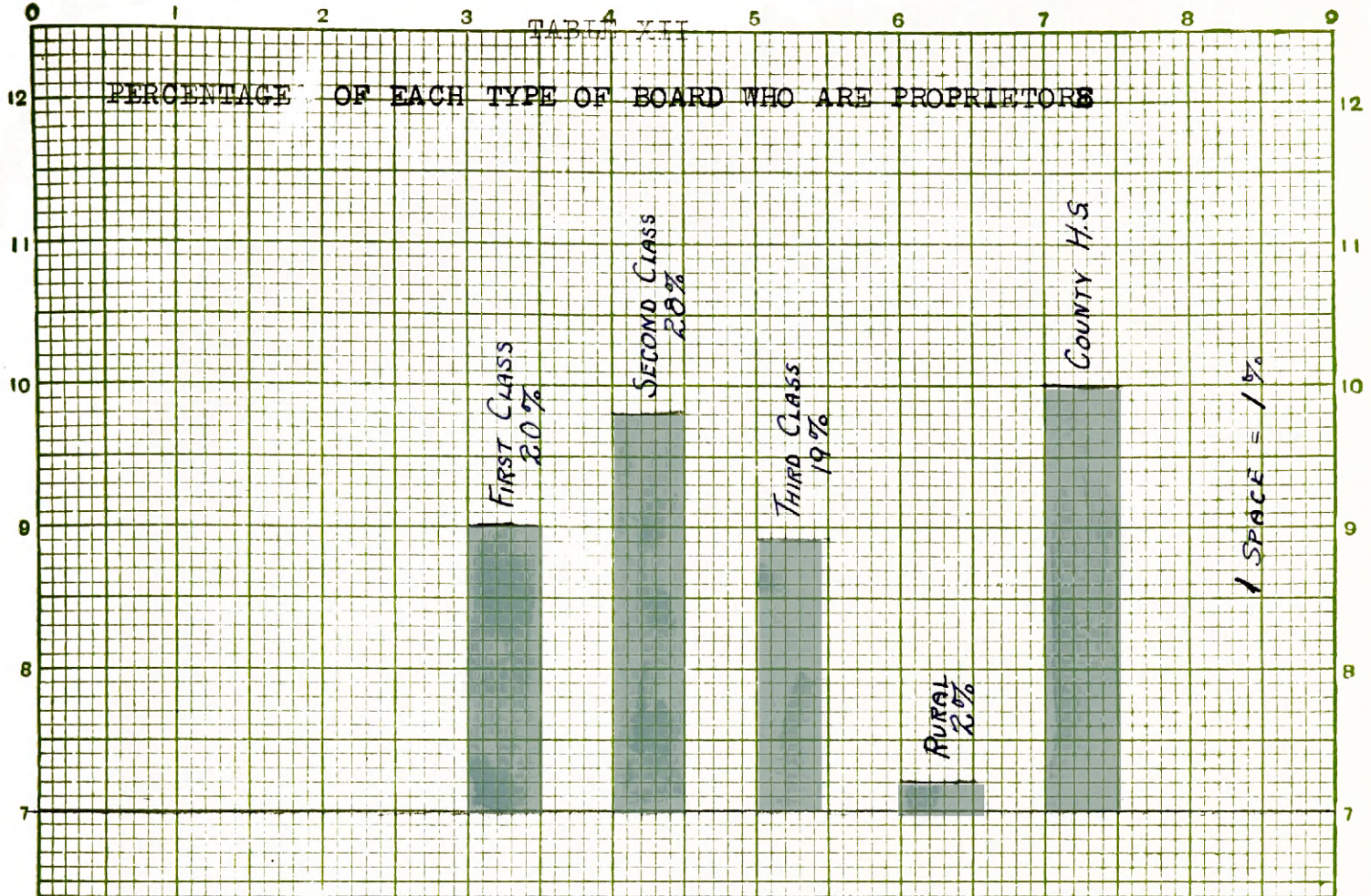


SPACE = 1%

SPACE = 1%

TABLE XII

PERCENTAGE OF EACH TYPE OF BOARD WHO ARE PROPRIETORS



PERCENTAGE OF EACH TYPE OF BOARD WHO ARE PROFESSIONAL MEN

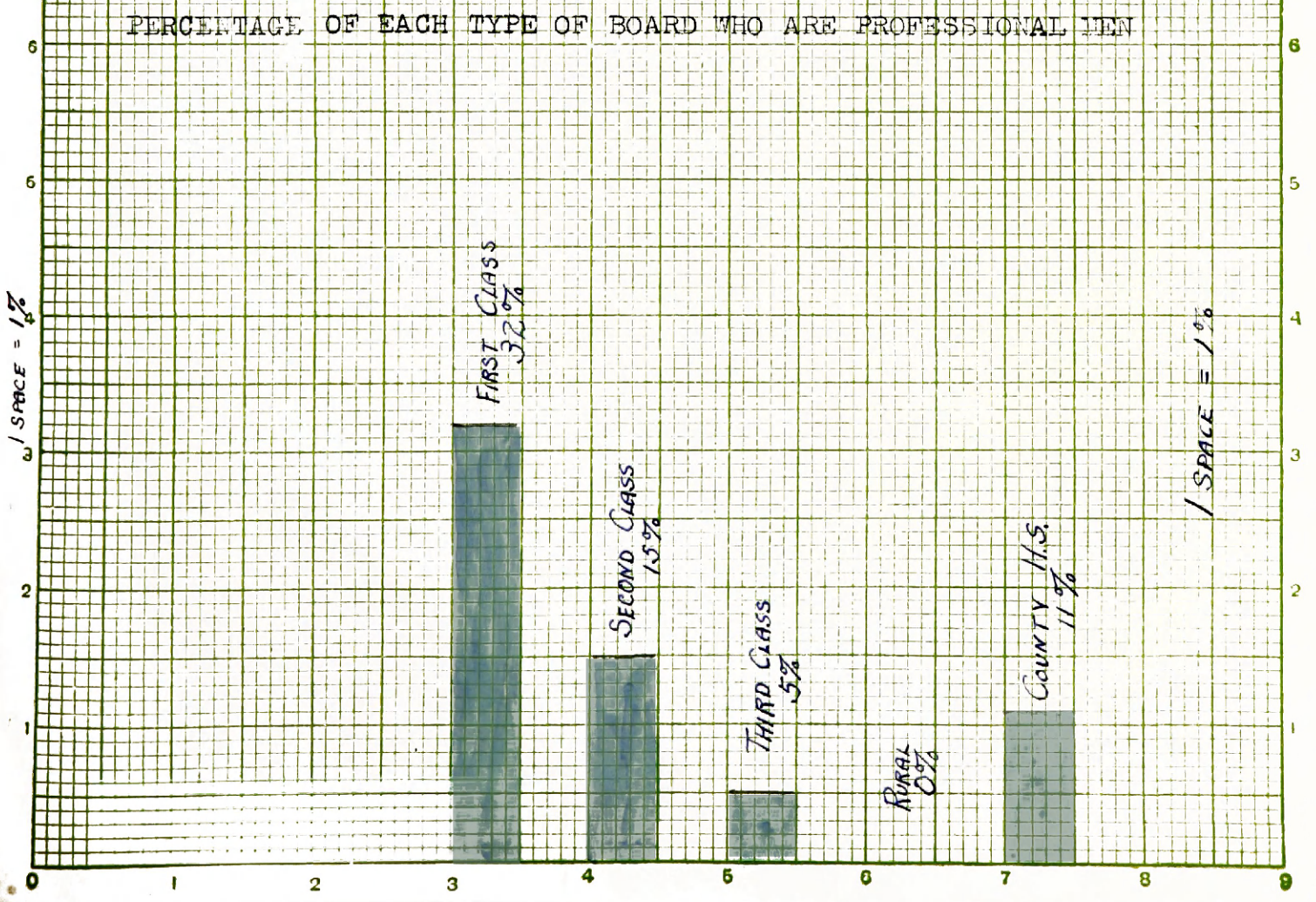
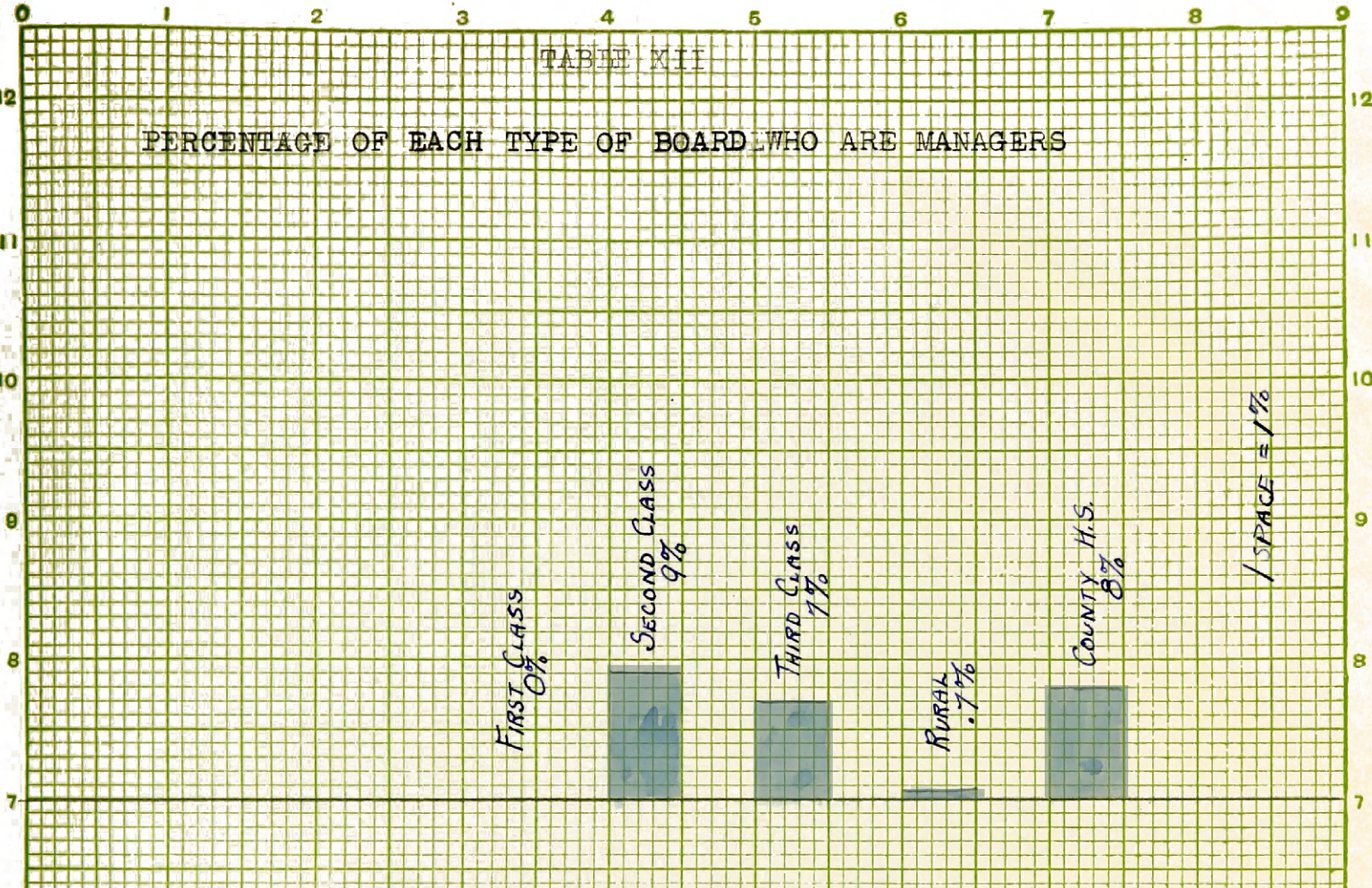


TABLE XII

PERCENTAGE OF EACH TYPE OF BOARD WHO ARE MANAGERS



PERCENTAGE OF EACH TYPE OF BOARD WHO ARE COMMERCIAL

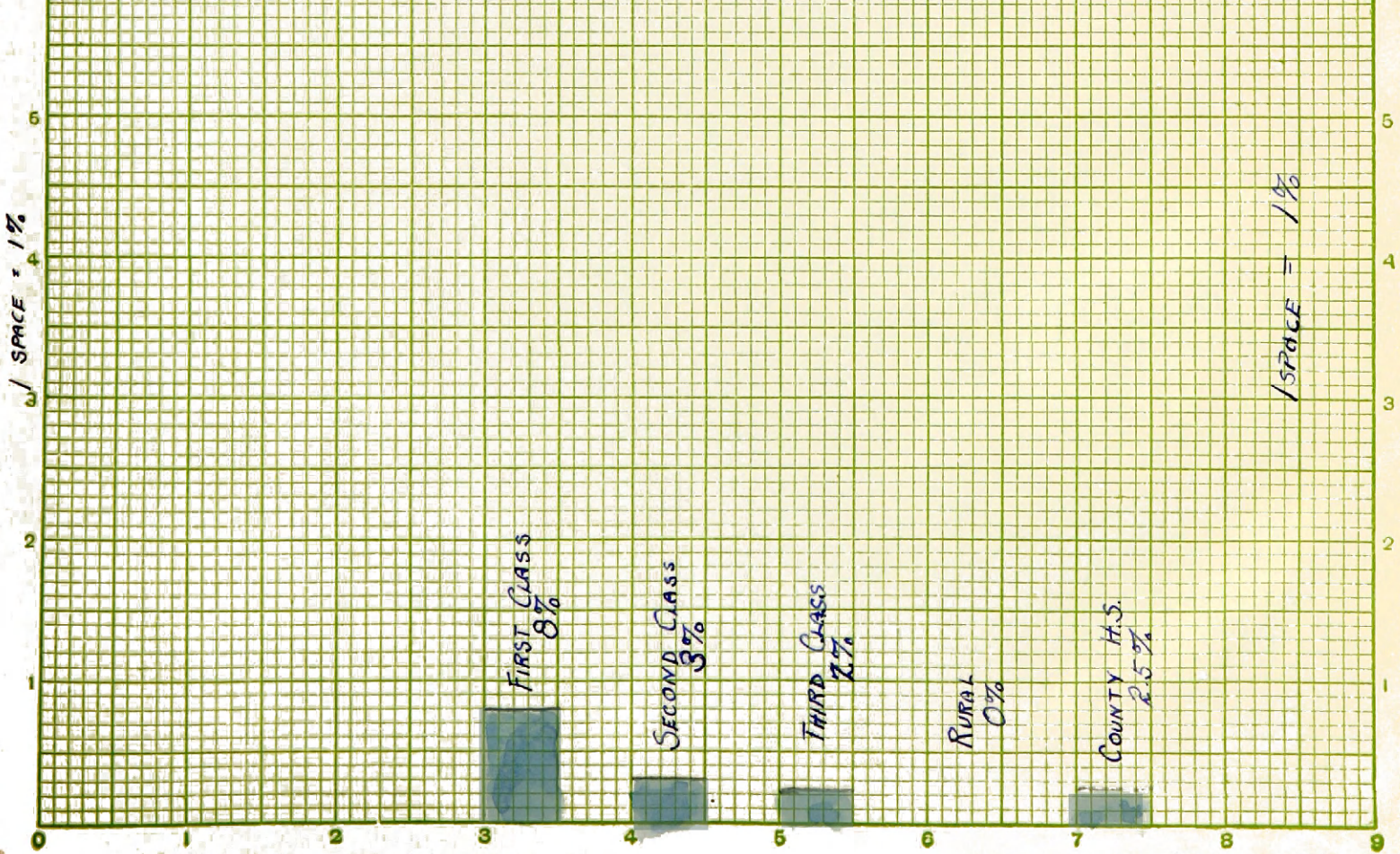
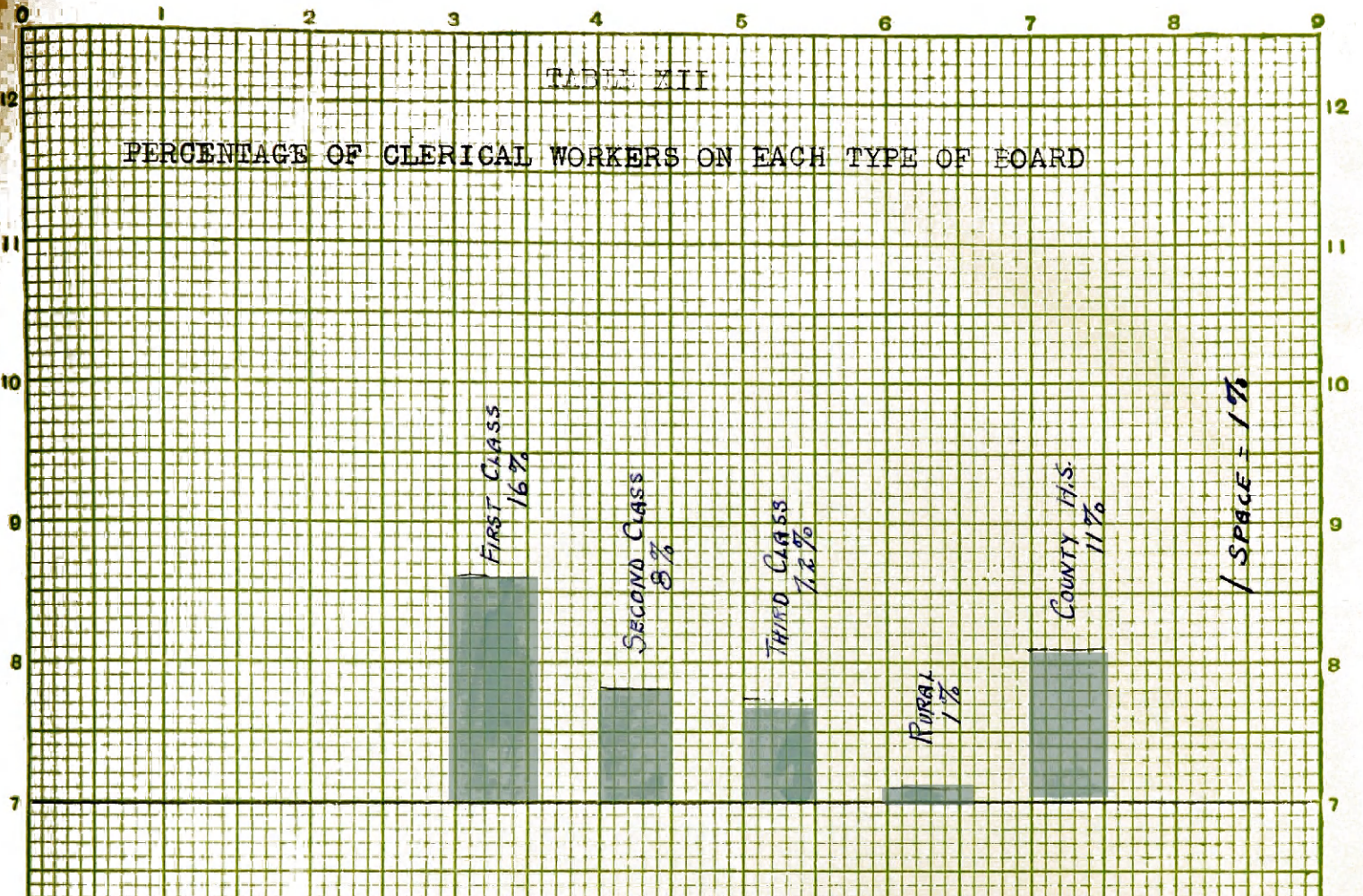
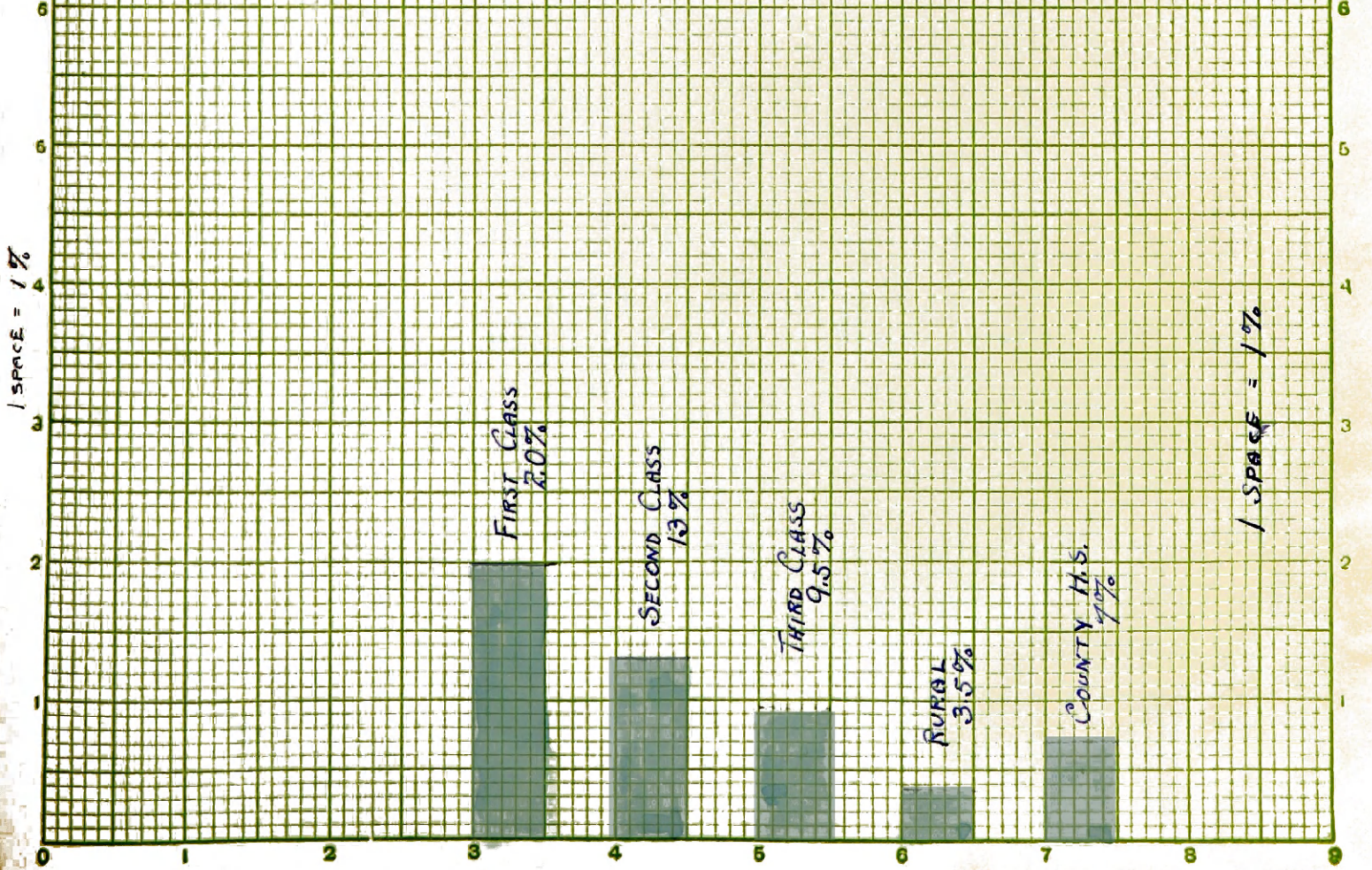


TABLE XII

PERCENTAGE OF CLERICAL WORKERS ON EACH TYPE OF BOARD



PERCENTAGE OF MANUAL WORKERS ON EACH TYPE OF BOARD



skilled or semi-skilled trades. However, it is natural for the people to refuse such a position to one who has shown little initiative in managing his own affairs. In these communities the manual worker, except in the skilled or semi-skilled trades, is apt to be a rather mediocre type or an itinerant.

While throughout the country, the clergy exerts quite an influence on education and Counts found thirty-two clergymen in a total of 2243 board members, this survey shows no clergyman in a total of 1867. This would indicate a refusal of one religious group in a community to tolerate as a board member the clergyman from another group. The rivalry between such groups is rather strong in the smaller community. The short and irregular periods which a clergyman serves in small Montana communities is probably another important factor.

Table III shows that the number of unmarried persons serving on school boards in the state is a negligible quantity representing less than four per cent of the total. Most of these cases occur in the rural district where there is an actual scarcity of available candidates.

The number of board members having children in school in the district where they serve is 70% for the state as a whole (Table IV). This figure is much higher than any figure given by Counts. The percentage is highest for second

TABLE VIII
 PROPORTION OF BOARD MEMBERS
 WHO ARE MARRIED

	Number	Per cent
First Class	28	100%
Second Class	357	99 $\frac{1}{2}$ %
Third Class	420	97%
Rural	707	94.6%
County	76	98.8%*

* Does not include county superintendents.

TABLE XIV
 PROPORTION OF BOARD MEMBERS WHO
 HAVE CHILDREN IN SCHOOL
 IN THE DISTRICT.

	Number	Per Cent
First Class	17	60%
Second Class	260	78.3%
Third Class	340	78.7%
Rural	507	60.9%
County	43	47%

TABLE IV

PROPORTION OF BOARD MEMBERS WHO
HOLD OTHER PUBLIC OFFICES .

	Number	Per cent
First Class	3	10.7%
Second Class	77	21.4%
Third Class	51	11.8%
Rural	42	5.6%
County	22	28.6%

TABLE XVI

CHILDREN PER MEMBER CHILDREN IN SCHOOL
Median Number Median Number

First Class	2.71	1.5
Second Class	2.68	1.1
Third Class	3.48	2.3
Rural	3.59	1.9
County	2.54	.96

class districts and lowest for county high schools. Possibly the children of county board members attending the grade schools should have been counted in the case of these members. Under the circumstances, the 47% given for county board members would be somewhat higher if grade students were counted.

As shown by Table XV the number of board members who hold other public offices varies according to some unknown factor--possibly the interpretation put on the question by the clerks. It would seem that these answers can be considered neither significant nor accurate, for on some of the replies with added notes, lodge and church officers were included in this rating.

The median number of children per member (Table XVI) varies directly with the education of the board members. The median number in school is not so simple to interpret. The low figure for the county board is due to the failure to include grade students as mentioned above. There seems to be no good reason for the figure being larger for the first class than for the second unless the small number of cases in the first class group gives an unreliable result. The low figure for the rural schools can probably be explained by the fact that these districts have no high schools. A rough estimate of the figure if there were a high school in the district may be obtained by multiplying the median, 1.9, by $12/8$, or the ratio of the number of

grades in the third class district school to the number of grades in the rural school, which gives us 2.85. This should not be considered as accurate but would indicate that the lack of a high school in the district brings the rural median below the third class median although the median number of children per member is higher in the rural district.

In Table XVII we find that more than 86% of the board members own real-estate in the district. If we check this against the board members who are married we find that in four cases out of 1667 there is a board member neither married nor owning real-estate while the percentage who are married and own real-estate is slightly over 82%. The four cases mentioned above are all found on two boards in coal mining towns where the coal company owns practically all the real-estate of the district. On one of these boards no member owns any real-estate but three of them have children in the school.

While the length of meeting is fairly constant (Table XVIII) the number of meetings increases directly with the size of the school and hence the total time increases in the same proportion. The rural districts report both the longest (five to six hours) and the shortest (twenty minutes) meetings while the other boards agree that a meeting should not be less than an hour or more than four hours in length. A direct relationship between the number of meetings per year and the scholastic reputation of the school

TABLE XVII
 PROPORTION OF BOARD MEMBERS WHO
 OWN REAL ESTATE IN THE DIST.

	Number	Per cent.
First Class	27	96.4%
Second Class	329	91.5%
Third Class	366	84.9%
Rural	639	85.5%
County	72	93.5%

DATA SHEET V
CHILDREN PER MEMBER
FIRST CLASS

<u>Age</u>	Number of children							
	<u>0</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>
69								
65		1		1			1	
64								
60			3	1				
59								
55		2						
54								
50		1	1	4				
49								
45		2		2				
44								
40	1		1	2	1			
39								
35		2	2					
Total	1	8	7	10	1	0	1	0

This sheet shows the number of board members who a certain number of children.

DATA SHEET VI

CHILDREN PER MEMBER - SECOND CLASS

Age	Number of Children										
	0	1	2	3	4	5	6	7	8	9 up	
Up											
65	2	4	1	1	2	1	3				14
64											
60	1	3	5	6	1	3	3	0	3		25
59											
55	1	2	12	6	5	5	4	1			36
54											
50	3	12	19	12	5	5	5	0	2	1	64
49											
45	10	10	32	23	5	8	3	1	1	1	94
44											
40	2	8	32	13	7	8	4				74
39											
35	1	5	16	4	2	0	1				27
29			2								2
	21	44	119	65	27	30	23	2	6	2	333

Median 2.68

This sheet shows the number of board members who have a certain number of children.

PLATE SHEET VII

CHILDREN PER MEMBER - THIRD CLASS

Age	Number of Children										
	0	1	2	3	4	5	6	7	8	9	up
69 65	2	0	2	0	2	0	1	7	1	0	8
64 60	3	2	3	2	1	3	0	2	0	2	18
59 55	2	3	7	7	7	3	2	0	1	1	33
54 50	10	12	16	10	9	6	4	2	0	3	71
49 45	5	13	18	17	14	11	13	5	5	3	104
44 40	2	13	14	17	20	10	9	0	0	2	87
39 35	1	8	12	10	6	6	0	1	0	1	45
34 30	1	5	4	1	1						12
29	0	2	0	2							4
None Given	1	0	2	2	2	1	1				9
	27	58	78	68	62	40	30	10	7	12	

This sheet shows the number of board members who have a certain number of children.

DATA SHEET VIII

NUMBER CHILDREN PER TRUSTEE -- RURAL

<u>Age</u>	<u>0</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>
69												
65	9	6	3	7	4	1	2	1	2			1
64												
60	4	2	1	5	8	5	5		1	1	1	1
59												
55	2	3	5	8	9	7	4	6	2	1	2	
54												
50	4	7	14	14	16	10	7	5	5	4	1	2
49												
45	9	15	26	32	25	16	10	7	6	1	2	
44												
40	6	16	35	34	18	15	9	7	6	1		
39												
35	5	19	24	22	21	8	7	3	2			
34												
30	5	11	11	13	7	2	1					
29												
Down	4	2	8	5	2							
No Age Given		2		2	1	1	2					

This sheet shows the number of board members who have a certain number of children.

DATA SHEET III
 CHILDREN PER MEMBER
 COUNTY HIGH SCHOOL

<u>Age</u>	0	1	2	3	4	5	6	7
up 65	2							
60 64	1	1	1	1	1			
59 55	2	2	1	4	1			2
54 50	2	1	3	5	5	5		1
49 45	3	4	4	5	2	4		
44 40	2	3	3	1				
39 35	2	0	1	1	0	1		
Total:	28	11	13	17	9	10	0	3

This sheet shows the number of board members who have a certain number of children.

DATA SHEET II
 NUMBER CHILDREN IN SCHOOL
 PER MEMBER

	Number of children						
	0	1	2	3	4	5	6 up
First Class	11	6	10	1			
Second Class	72	91	89	50	20	7	5
Third Class	89	87	76	64	42	27	11
Rural	240	149	166	96	62	24	10
County	48	17	14	10	1	1	

This sheet should be read as follows: eleven board members in districts of the first class have no children in the district schools.

DATA SHEET VII

FIRST CLASS DISTRICT

AGE	Married		Real-Estate		Other Pub. Office	
	Yes	No	Yes	No	Yes	No
69						
65	3		3			3
64						
60	4		4		1	3
59						
55	2		2		1	1
54						
50	6		6			6
49						
45	4		3	1		4
44						
40	5		5		1	4
39						
35	4		4			4
Total	28		27	1	3	25

This sheet shows the number of members who are married, the number who own real estate in the district, and the number who hold other public office.

DATA SHEET III

SECOND CLASS

No. with children -- children in school

Age	No. with Children		No. with Children in School	
	Yes	No	Yes	No
Up				
65	12	3	4	11
64				
60	25	0	15	10
59				
55	34	1	27	8
54				
50	61	3	52	12
49				
45	77	9	70	16
44				
40	66	4	63	7
39				
35	27	1	24	4
34				
30	5	2	4	3
29				
Down	1	1	1	1
Total	308	24	260	72

TABLE SHEET XVIII
SECOND CLASS

Age	Married		Real-Estate		Holds other office	
	Yes	No	Yes	No	Yes	No
Up						
65	15	0	15	0	4	11
64						
60	25	0	25	0	7	19
59						
55	37	0	35	2	9	29
54						
50	65	0	62	3	17	48
49						
45	88	0	83	5	18	70
44						
40	67	2	58	11	14	55
39						
35	30	0	26	4	6	24
34						
30	7	0	6	1	1	6
29						
Down	1	1	1	1	0	2
Total	357	3	329	31	77	283
%	99+		91.5	8.5	21.4	78.6

This sheet shows the number of members who are married, the number who own real estate in the district, and the number who hold other public office.

DATA SHEET XIV

MEMBERS THIRD CLASS

Age	Married		Owns Real-Estate		Other Pub. Office	
	Yes	No	Yes	No	Yes	No
up 65	9	1	9	1	2	8
64 60	19	0	17	2	4	15
59 55	36	1	31	6	7	30
54 50	79	0	67	12	6	73
49 45	109	2	102	9	10	101
44 40	96	5	81	20	16	85
39 35	54	1	45	10	5	50
34 30	15	0	12	3	1	14
29	3	1	2	2	0	4
Total:	420	11	366	63	51	320

This sheet shows the number who are married, the number who own real estate in the district, and the number who hold other public office.

DATA SHEET IV

THIRD CLASS

No. with children -- children in school.

Age	Children		Children in school		
	Yes	No	Yes	No	
up 65	7	3	3	7	10
64 60	17	2	11	8	19
59 55	32	5	29	6	37
54 50	68	11	50	29	79
49 45	105	6	96	15	111
44 40	92	9	89	12	101
39 35	53	2	46	9	55
34 30	13	2	5	10	15
29	3	1	1	3	4
None Given	10	2	10	2	12
Total	400	43	340	103	443

DATA SHEET VII
COUNTY HIGH SCHOOL BOARD

AGE	Married		Real-estate		Other Public Office	
	Yes	No	Yes	No	Yes	No
69						
65	2		2		1	1
64						
60	5		5		1	4
59						
55	11	1	12		4	8
54						
50	22		20	2	5	17
49						
45	23		21	2	8	15
44						
40	9		8	1	3	6
39						
35	4		4			4
Total	76	1	72	5	22	55

This sheet shows the number of members who are married, the number who own real estate in the district, and the number who hold other public office.

seems to be indicated. This might bear further investigation.

This brings the discussion to a description of the typical board member for each district as shown by the above data. In the first class district the member is a married man fifty-one years old who has three children. Of the seven members, four have children in the district school. The typical member owns real-estate in the district and does not hold any other public office. Of the seven members two are professional men--one doctor and one lawyer--one is a proprietor, one a clerical worker, and one a skilled or semi-skilled worker. One of the two remaining is either a man engaged in commercial work or a woman.

On the second class board it appears that the typical member is forty-eight years old, married and has three children, one of whom attends the local school and another has either been graduated or is attending college. This man owns real-estate in the district and is a proprietor. He does not hold any other public office. Of the other four men on the board, three have children in school and one holds another public office while all own real-estate. The four include a young professional man about forty, a farmer in the early fifties and a manual laborer.

On the third class board the typical member is forty-seven years old, married, and has four children, two of whom attend

the local school, and the other two are beyond school age. He is a farmer and owns his farm. He holds no other public office. Of the other two, one is a proprietor or a manager while the third is a manual worker, clerk or another farmer, depending largely upon the size of the community. Both are married but one does not have any children in school.

They typical rural board member is a farmer of forty-five with four children, one of them attending the local school, two above school age, and the third too young for school. He does not hold any other public office. The other two members are very similar except as to age. One of them is in the upper thirties and the other is about fifty-five. The younger man has an even chance of owning his farm and two of his three children are under school age.

The typical board member on the county board is fifty-one years old, married, and has three children, one of them in the high school. He owns real-estate and is either a proprietor or a farmer. Of the seven board members, one, the county superintendent, is an unmarried woman who does not own real-estate. Two are proprietors, one is a professional man and one a clerical worker.

TABLE XVIII
LENGTH AND NUMBER OF BOARD MEETINGS

	<u>Median No. Meetings</u>	<u>Median Length Hours</u>	<u>Median - Total time Per Year Hours</u>
First Class	23	3	60
Second Class	13.2	2.48	26
Third Class	12.34	2.35	21.56
Rural	6.13	2.18	10.3
County	12	2.44	22.3

DATE: SEPTEMBER 1941

MEETINGS - COUNTY HIGH SCHOOL

<u>No. Meetings</u>	6	7	8	9	10	11	12	13	14	15 up
<u>No. cases</u>	2	1	1	0	1	1	6	0	0	1

<u>Length each</u>	1-2	2-3	3-4
<u>No. cases</u>	3	9	1

<u>Total time</u>	0-9	10-14	15-19	20-24	25-29	30-34	35-39
<u>No. cases</u>	1	3	1	6	0	1	1

MEETINGS - FIRST CLASS

<u>No. Meetings</u>	15	30	60
<u>No. Cases</u>	2	1	1

<u>Length each</u>	2-3	3-4
<u>No. cases</u>	2	2

<u>Total time</u>	30	90	210
<u>No. cases</u>	2	1	1

DATA SHEET THREE

THIRD CLASS - MEETINGS

<u>No. Meetings</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15up</u>
No. Cases	11	1	13	4	19	0	55	1	1	30
<u>Length each</u>	<u>1-2</u>	<u>2-3</u>	<u>3-4</u>	<u>4-5</u>						
No. Cases	45	66	18	9	14 no time given					
<u>Total time</u>	<u>1-9</u>	<u>10-14</u>	<u>15-19</u>	<u>20-24</u>	<u>25-29</u>	<u>30-34</u>	<u>35-39</u>			
No. Cases	6	25	27	32	3	14	9			
	<u>40-44</u>	<u>45-49</u>	<u>50-54</u>	<u>55-59</u>	<u>60-up</u>					
	5	8	2	0	3					

SECOND CLASS - MEETINGS

<u>No. Meetings</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15</u>
No. Cases	1	0	4	0	1	1	4	1	21	5	6	12
	<u>16</u>	<u>17</u>	<u>18</u>	<u>20</u>								
	3	0	3	6								
<u>Length each</u>	<u>0-1</u>	<u>1-2</u>	<u>2-3</u>	<u>3-4</u>	<u>4-5</u>							
No. cases	1	17	33	12	4							
<u>Total time</u>	<u>0-9</u>	<u>10-14</u>	<u>14-19</u>	<u>20-24</u>	<u>25-29</u>	<u>30-34</u>						
No. cases	1	9	7	16	5	6						
	<u>35-39</u>	<u>40-44</u>	<u>45-49</u>	<u>50-54</u>	<u>55-59</u>	<u>60-64</u>	<u>70</u>	<u>80</u>				
	6	2	6	4	0	3	1	1				

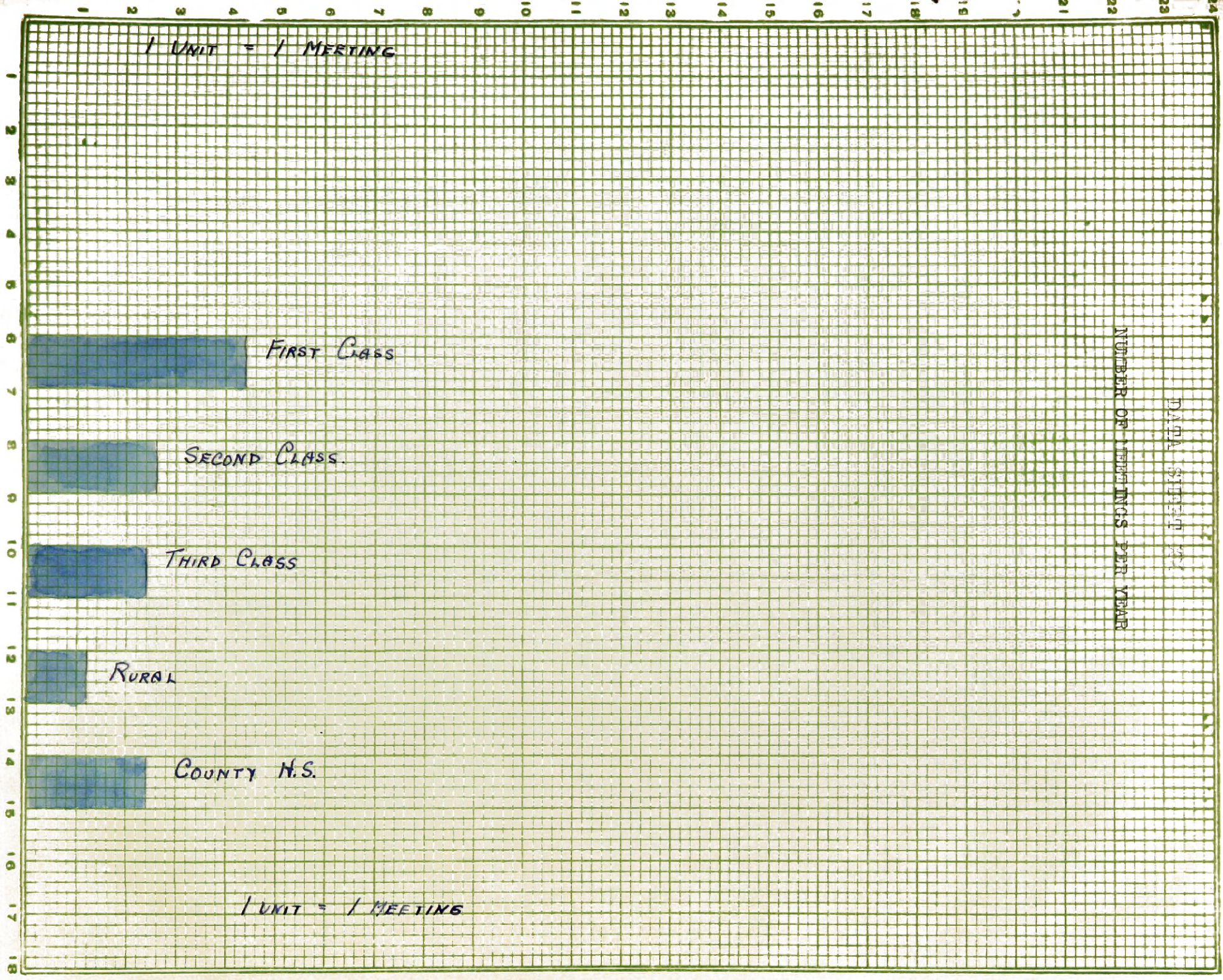
DATA SHEET NIV

RURAL - MEETINGS

<u>No. Meetings</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>
No. Cases	1	5	13	72	19	52	8	21	10	13	5	19
<u>Length each</u>	<u>0-1</u>	<u>1-2</u>	<u>2-3</u>	<u>3-4</u>	<u>4-5</u>	<u>5-6</u>						
No. cases	10	94	99	33	8	3						
<u>Total time</u>	<u>0-4</u>	<u>5-9</u>	<u>10-14</u>	<u>15-19</u>	<u>20-24</u>	<u>25-29</u>	<u>30-34</u>	<u>35-39</u>				
No. cases	39	80	53	37	19	3	8	2				

$$\frac{40-}{2}$$

1 UNIT = 1 MEETING

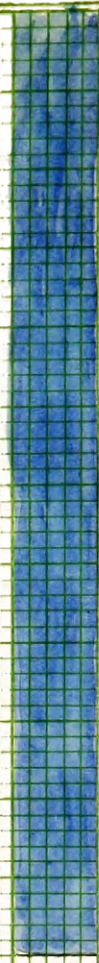


NUMBER OF MEETINGS PER YEAR

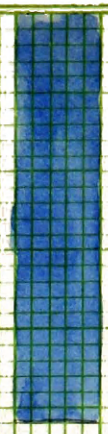
DATA SHEET NO.

1 UNIT = 1 MEETING

1 UNIT - 1 HOUR



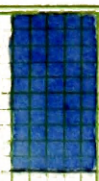
First Class



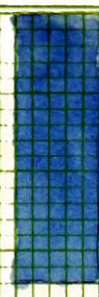
Second Class



Third Class



Rural



Country H.S.

1 UNIT = 1 HOUR

TOTAL FILE SPACE IN HIERARCHY

DATA SENT TO ME

CHAPTER IV
CLERKS OF MONTANA SCHOOL
DISTRICTS

Clerks of Montana School Districts

As the school clerk is an appointed, paid worker instead of a responsible executive officer as in the case of the board member it would be a waste of time to give him the same detailed analysis as was given to the board member.

In all of the first class districts and twelve second class districts the school clerk is a full time worker and hence is listed as a clerical worker (Table XIII).

A strong factor in determining the clerk in all but the rural district is his knowledge or training in bookkeeping. This does not hold true in the case of the rural clerk for the supply of trained bookkeepers is so much smaller in rural communities.

The rather large number of clerks who are in the professional group is explained by the custom of many districts having the school principal or teacher act as clerk.

The situation in regard to the county board is unusual, in that the clerk is one of the board members and in eight of the thirteen cases listed is the county superintendent.

In the rural districts more than half of the clerks are housewives and usually the clerk is the wife of a board member. In the case of the one high school student and some of the others, the clerk is a son or daughter of a board member.

Table XXI dealing with the education of clerks is the

TABLE III
OCCUPATIONS OF CLERKS

	First	Second	Third	Rural	County
Retired		1			
Proprietor		6	15	6	1
Professional		6	11	4	10
Manager		22	2	1	
Clerical	4	22	26	9	1
Manual		4	8	2	
Agriculture		3	19	77	1
Housewife		3	15	110	
Student				1	
County Supt.					8*

*Also listed as professional

TABLE III
EDUCATION OF SCHOOL CLERKS

	<u>First</u>	<u>Second</u>	<u>Third</u>	<u>Rural</u>	<u>County</u>
College	1	27	30	47	10
High School	2	32	50	110	1
Elementary	1	7	51	73	1

TRAINING IN BOOKKEEPING

	<u>First</u>	<u>Second</u>	<u>Third</u>	<u>Rural</u>	<u>County</u>
None	0	10	66	139	7
Some	1	14	41	88	4
Good	3	42	25	20	2

DATA SHEET VIII

AGE TABLE FOR SCHOOL CLERKS

<u>Age</u>	<u>First</u>	<u>Second</u>	<u>Third</u>	<u>Rural</u>	<u>County</u>
70		7	7	13	1
60					
59					
50	2	4	16	25	1
49					
40	2	31	38	62	4
39					
30		16	25	66	4
29					
20		4	6	25	2
19				1	
No Age Given		1	4	13	1

This sheet shows the number of clerks for each district and the number for each age.

DATA SHEET THREE

DATA SHEET FOR SCHOOL CLERKS

	Married		Children		Children in School	
	yes	no	yes	no	yes	no
First	4	0	3	1	3	1
Second	58	11	53	14	37	30
Third	89	7	73	23	51	75
Rural	159	46	118	87	148	57
County	6	7	5	8	3	10

	Owns Real-Estate in District		Holds Other Public Office	
	Yes	no	Yes	no
First	3	1	0	4
Second	47	20	33	34
Third	66	30	22	74
Rural	148	57	23	182
County	8	5	9	4

most important for the purpose of this survey.

In the table listing training in bookkeeping, all were classed as without training unless they came under one of the following heads: completed a high school, college or business college course in the subject, worked as full-time or part time bookkeeper in a business before being appointed. Persons listing themselves as having had practical experience or having picked up some training were included with those having no training.

Under the classification, some training, are included all those having high school or short business school courses, correspondence courses, or who work at part time bookkeeping. Those listed with good training are the clerks with training in accountancy or who are full time bookkeepers or bank assistants. This classification is arbitrary and might be objected to by some people.

It is interesting to note that the appointed clerk has a much better education on the average than the average board member (Tables XXI and XXII) and is less likely to be married or to own real-estate in the district. He seems to be chosen more for his ability to keep books and records than for his position in the community.

The data sheets for clerks are embodied in this report for reference purposes but will not be discussed in more detail.

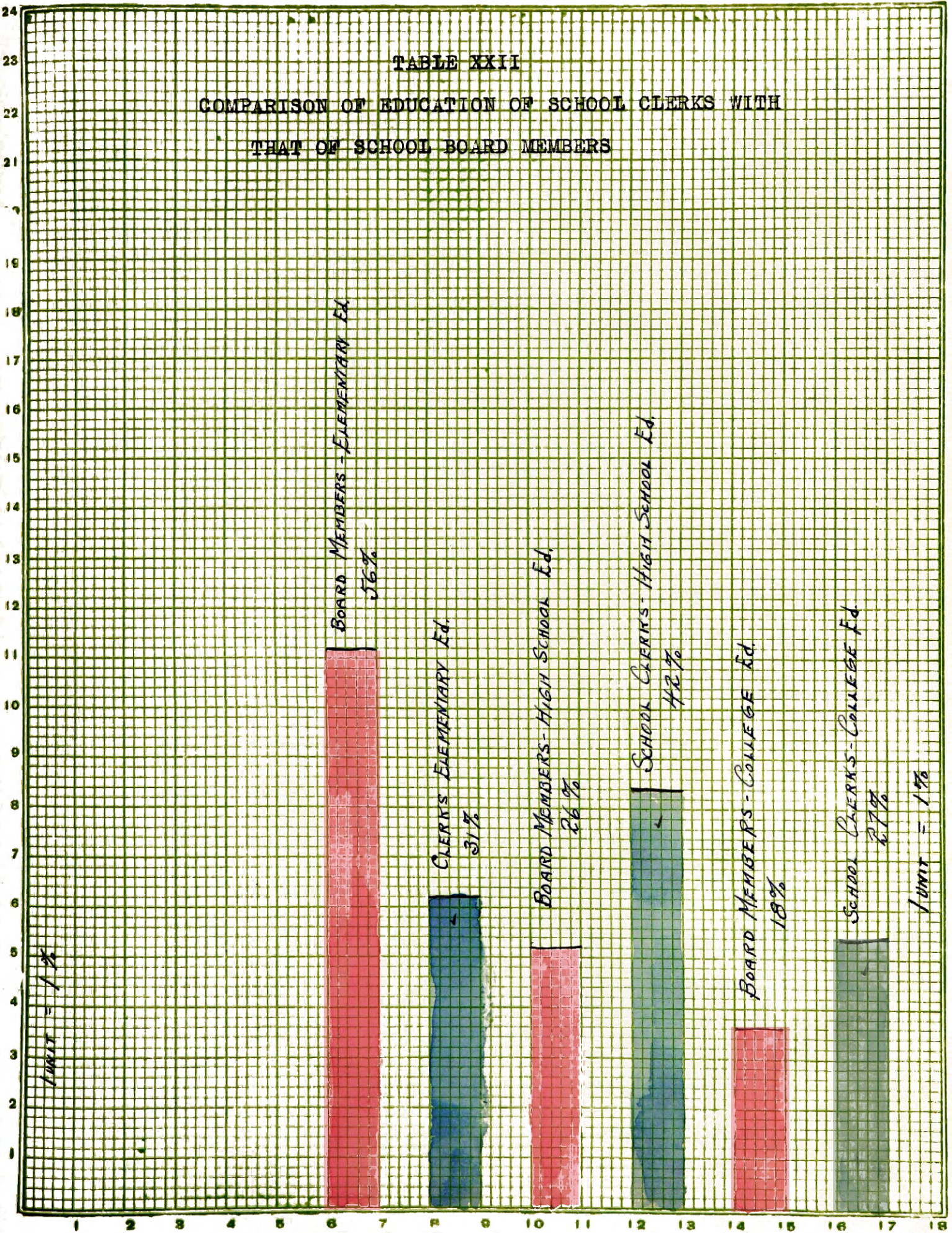
TABLE VIII

COMPARISON OF NUMBER OF PUPILS IN THE FIRST, SECOND, THIRD AND FOURTH GRADES IN THE DISTRICTS OF THE STATE IN 1910

	Elementary Schools		High Schools		Colleges	
	No.	Average	No.	Average	No.	Average
First Grade	88	45	20.1	10	20.4	15
Second Grade	82	10.6	36	40.0	31	41
Third Grade	87	30.0	31	30	19	30
Fourth	71	37.6	32	47.5	7	51.5
County	13	6	3.5	3	10	10
Total	36	31	36	27	13	27

TABLE XXII

COMPARISON OF EDUCATION OF SCHOOL CLERKS WITH
THAT OF SCHOOL BOARD MEMBERS



CHAPTER V
REVIEW OF TYPES OF REPLIES RECEIVED
AND THEIR PROBABLE ACCURACY

Review of Types of Replies Received and Their Prob-
able Accuracy

We will deal with these items in the order in which they appear on the questionnaire (Data Sheet I).

The data on sex is probably accurate except for chance error due to carelessness on the part of the person filling out the blank.

Ages as given by the clerk are quite accurate but those given by principals and superintendents are less so. There seems to be a strong tendency to estimate the age of a mature man at forty-five which may cause a small error in the median. One woman clerk got around this question to her age by saying "legal" so she was also listed at forty-five.

The years in the district is probably the least reliable figure on the sheet. Its significance is that few members are listed with less than ten years. An indication of the inaccuracy of this item is given by the consideration of the replies. Practically all figures over fifteen are given in even fives. The figures go twenty, twenty-five, thirty, forty, fifty. Less than ten per cent of the board members were listed as having lived in the district all their lives.

The information on married status and the number of children is quite accurate. Whenever the clerk put a question mark in place of a yes or no for these items, the person

was listed as not married and with no children.

The figures for real-estate ownership are more apt to be too low than too high, particularly in the larger districts. In the absence of positive information, the clerks checked this negatively.

Under education, all blanks and such replies as "fair", "good" and "enough" were counted as elementary. It is a human tendency to list all higher education and be vague or indefinite concerning the poorer education, so the figures for this may run a little high.

The clerks were usually frank as to the occupation of board members. One was listed as a bootlegger and another played in these words, "Sits in the shade all summer and by the stove all winter."

The figures on holding other public office are unreliable and probably too high. That this item was misunderstood by many clerks is shown by some of the explanatory notes. Some listed church, lodge and club offices as public offices. Therefore, the figures given for this item should not be considered too seriously.

The class of districts is quite accurate as the returns were checked against both the directory and the list furnished by the county superintendent.

The data on meetings should represent fairly well the average conditions. Many clerks indicated that the longer

meetings were unnecessary by adding such notes as "mostly gab fest" or "hot air discussion". This would indicate much wasted time (from the standpoint of efficiency) in most board meetings. My personal experience points to the same conclusion.

The training in bookkeeping has been discussed before. It is interesting to note the reply of one woman. She gives for training "managing a household for seven children on a dry land farm for fifteen years". My impression was that she was an efficient school clerk even though she was listed as having had no training in bookkeeping.

CHAPTER VI
CONCLUSIONS

Conclusion

At present it would seem that no additional legal requirement would be justified by Montana conditions. A property requirement seems to be unnecessary. A requirement that a board member have children in school would deprive many districts of the experienced members and injure the efficiency of the rural boards. As it is, most rural communities have difficulty in securing persons willing to serve upon the school board.

The present board member represents a selected group from the standpoint of education, property, occupation, age, marriage, and family. There are important differences among districts--the board members in the larger districts tending to be older, wealthier, and more conservative.

The typical member of the board of both the first class district and the county high school is fifty-one years of age, a married man, the father of three children, an owner of real-estate, and the holder of no other public office. The typical board member in second class districts differs only in age--his age being forty-eight. The typical member of the third class district board differs from the others in being forty-seven years old and the father of four children. The rural board's typical member is forty-five years of age and is also the father of four children. He may or may not own real-estate. Of course, there is great occupa-

tional variety represented in the make-up of these various boards. However, the typical member of county, first class, and second class boards may be said to be a proprietor or a professional man. The typical member of both the third class district and the rural board is a farmer. The typical board member is better educated than the average in the community. Most communities show a decided tendency toward picking the leaders in the community for this service.

No effort has been made in this study to determine the type of man who makes the best board member or to indicate any standards by which he should be selected. Future study along these lines is indicated as desirable.

Some questions raised by this study but which no attempt was made to answer are:

Is a high standard of education desirable for all boards --particularly the rural board?

If so, how is this to be achieved? Would consolidation of districts improve the situation?

Should the various occupations have greater proportional representation upon school boards?

Is the county high school board actually a better board than the other types as its education and occupation percentages would seem to indicate?

These and similar questions can be answered only by further study. A thorough investigation through case studies in some of these fields is desirable. Desirable as many changes

would appear upon the surface, Montana conditions are such that an exhaustive study would be necessary to determine changes which would really improve the school board situation in this state.

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This study is in the same field as that by Counts, but attempts to give efficiency ratings to the various board members on the basis of the judgment of the superintendent. His findings can hardly be considered accurate or applicable to Montana conditions on account of his method of selecting boards.