

THE HISTORY OF EDUCATIONAL PROGRESS IN THE
FROMBERG, MONTANA PUBLIC SCHOOL

BY

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CHAPTER I

INTRODUCTION

The evaluation of a school system and the measurement of the progress it is making in improving the educational opportunities it provides are of primary importance. According to Moehlman, "they are among the first steps in enlisting public support and in planning for future development".¹ The educational program provided by a community may be either weak or strong, or its position may lie in between; but until some evaluation is made and its position is determined, no sound program can be organized or instituted. It might be well for each person, regardless of the area in which he works, to occasionally ask himself, "How well am I doing?". There is need to compare that which is being done today with that done in the past and to evaluate progress in terms of the achievements of others. It was in line with this thinking that the problem for this study was selected.

Statement of the Problem

The purpose of this study was to investigate the development of the public school system at Fromberg, Montana to determine the extent of educational progress that has taken place in terms of normative criteria developed by researchers in education. Curriculum, teacher welfare, plant and facilities, and finance were arbitrarily selected as the areas to be considered in this study.

¹Moehlman, Arthur B., School Administration, 1951, p. 252.

In order to arrive at valid conclusions concerning this problem it was necessary to arrive at answers to the following questions:

1. Are the areas that were selected, curriculum, teacher welfare, plant and facilities, and finance, valid criteria for use in measuring the educational progress of a school system?
2. What are the conditions in this school system with regard to the selected areas and what changes have been made during the period covered by this study?
3. What trends are indicated by this data, and do they have prognostic value?
4. What are the strengths and weaknesses in the school system and what progress is being made in improving them?
5. What can be done to improve the over-all educational program in this community?

Importance of the Study

If progress and continued development are to occur within a social order, it is necessary to understand that which has taken place in the past. It was hoped that the patrons of the Fromberg Public School would gain from this study a better understanding of their educational program and that they would use this information in planning for future development of their schools. Should this study have shown that little or no progress has taken place, indications would be that action should be taken to bring the schools to the desirable level. On the other hand, had it been shown that development had taken place at a steady and desirable pace through the period under review, the people in the community could take pride in the types of schools and educational opportunities they have provided their children. When started it was thought that if such a study could result in any measurable improvement in the school program it would be well worth the effort expended.

Procedures

It was first necessary to validate the criteria selected to evaluate the school's development. A survey of the literature was made to accomplish this.

To arrive at answers for the second question presented by this problem it was necessary to collect and analyze much data. Information relative to curriculum offerings and trends was tabulated and organized. The average salary of the faculty members was determined for each of the years under study, as was other information relative to their welfare. A study of the development of the school plant and the acquisition of equipment was made to gain a better understanding of the physical facilities owned by the system. The amount of the expenditures for various budget items was tabulated and compared with the consumer price index and other standards to determine the adequacy of financial support.

In that this study was historical in nature, it was necessary to secure data from schoolboard minutes and journals, budget forms, correspondence, permanent records, grade school registers, and other miscellaneous school records. In addition, a thorough study and examination of the present school system was necessary. Some information had to be obtained or verified through interviews with staff members and other long-time residents of the community since some records were incomplete.

In order to arrive at conclusions concerning the remainder of the questions statistical tables and charts were prepared. They have been used to indicate the development or change that has occurred. The strengths and weaknesses were pointed out and recommendations for improving the program are contained in the final chapter of this report.

Each of the four areas, curriculum, teacher welfare, plant and facilities, and financial support, included in this investigation are treated separately in the subsequent chapters.

Limitations of the Study

Numerous factors caused this study to be limited to a consideration of the areas of curriculum, teacher welfare, plant and facilities, and financial support. Since this data had to be collected and organized within a matter of a few weeks, the amount of time available in which to do the work was a serious consideration. A hurried survey of the available records indicated that it would be impossible to obtain data prior to 1923 in sufficient quantities to be of value, therefore, it was necessary to limit consideration to the period subsequent to that date. The unfamiliarity of the researcher with items other than those selected was also a factor which required that this study be limited. It was also felt that comparisons should be limited to schools in communities of as near the same size as Fromberg as possible in order that any conclusions reached would have significance. It was believed, however, that the limitations imposed by these and other factors would not diminish its value or usefulness to those who might make use of it.

Many investigators have reported on the results of their studies dealing with the evaluation of educational progress. A summary of the findings of a few are reported in the following chapter.

CHAPTER II

REVIEW OF THE LITERATURE

To establish the validity of the four areas that have been arbitrarily selected for consideration in this investigation, it was necessary to review the literature concerning the measurement of educational progress. A number of guides for this purpose appear since a number of authorities have developed and used sets of criteria for measuring educational development. The areas of curriculum, teacher welfare, plant and facilities, and financial support have frequently been used as evaluative criteria for this purpose.

Chase and Morphet, in their study of the forty-eight state school systems, listed the following as part of their criteria for evaluating the various state school systems:

1. The qualifications and education of the teachers
2. The training of replacements
3. The average annual salaries
4. The quality of the school plant
5. The expenditures for books and teaching supplies¹

Ayers used ten factors in making his measurement of the school systems in the state of New York. Among the ten were the average expenditure per child of school age, the expenditure per teacher for salaries, and the percentage of boys to girls in high school.² In the area

¹ Chase, Francis S., and Morphet, Edgar L., The Forty-Eight State School Systems, 1949, (pages not available)

² Ayers, L. P., An Index Number for State School Systems, 1920, cited by Whitney, Frederick L., The Elements of Research, 1950, p. 149.

of curriculum, it has generally been accepted that the breadth of the offerings is an indication of a good school. Edmonson listed the following as principles of curriculum development for a small school in this transitional period:

1. The fundamental purpose of the school is that it be liberal and general in nature.
2. That when the school can offer only one curriculum it should be of a general or liberal type, with variables bearing on the vocational life of the community.
3. There is a distinct difference between the general or liberal education and the traditional education of the past.
4. There can be little differentiation in a school with only two to five teachers.
5. In rural communities where a second or third curriculum can be offered, these should be Home Economics and Vocational Agriculture in the order mentioned.³

In the check list of one hundred eighty-three items used by Mort and Cornell in their investigation of the adaptability of school systems in Pennsylvania, ninety-seven dealt with the curriculum, forty-two were concerned with the teaching personnel, and forty-four dealt with the school plant, supplies, equipment, and business management.⁴ The Peabody Committee, in its evaluation of the schools in Montana, devoted much space to such things as curriculum, supplies and equipment, expenditures, and teacher qualifications.⁵

³Edmonson, J. B., The Administration of the Modern Secondary School, 1953, p. 511.

⁴Mort, Paul R., and Cornell, Francis G., American Schools in Transition, 1941, p. 4.

⁵Division of Surveys and Field Services, George Peabody College for Teachers, Public Schools of Montana, 1958, 72 pp.

It would appear from the studies reviewed that the four factors, curriculum development, teacher welfare, plant and facilities, and the expenditure of funds, are accepted by the majority of educators as basic criteria for the measurement of educational progress in schools. It was, therefore, concluded that the use of these areas would result in a valid analysis of the school system under review. The first of these, curriculum development, is treated in Chapter III and the other three are considered in subsequent chapters.

CHAPTER III

CURRICULUM DEVELOPMENT

The breadth and scope of curriculum offerings is often suggested as a criterion when determining the quality of education offered by a school system. This is true of both elementary and secondary schools. The Peabody Report, for instance, discussed at length the curriculum offerings of Montana schools thus indicating the importance this committee placed on this phase of our school systems.¹ Educators generally agree that the presence of enrichment studies in the elementary grades and the variety of offerings in a secondary school are indications of the quality of education being offered. It, therefore, appeared reasonable to use curriculum development as one means of measuring the progress that had taken place during the past thirty-five years in the Fromberg Public Schools. The progress made in this area in the secondary and elementary units of the school system are treated separately in this chapter.

Secondary Curriculum

It was necessary to determine and trace the progress made by this school system in broadening and adding variety to its secondary curriculum there-by providing a partial basis for evaluating it. The first step in tracing this progress was the determination of the courses completed by the high school graduates during the period from 1923 to 1957. Four hundred ninety-four students completed graduation requirements during this period. This data appears on Tables 1 and 2. The purposes of these

¹Division of Surveys and Field Services, George Peabody College for Teachers, Public Schools of Montana, 1958, 72 pp.

TABLE 1. THE NUMBER OF GRADUATES COMPLETING EACH COURSE IN FROMBERG HIGH SCHOOL DURING THE PERIOD 1923-1957

Course	1923- 1927	1928- 1932	1933- 1937	1938- 1942	1943- 1947	1948- 1952	1953- 1957	Total
Graduates	52	69	75	88	70	82	58	494
English (4 yrs.)	51	68	75	88	70	82	58	492
Alg. & Geom.	48	63	65	74	42	73	55	420
Third Math	10	7			1	2	11	31
Amer. Hist. & Civ.	52	69	75	87	68	82	58	491
Second History	49	66	67	86	70	81	58	477
Third History	5	6	2					13
El. Soc. Sc. & Geo.	13	18	26	77	66	80	52	332
Economics & Soc.	50	60	64	73	66	73	35	421
Comm. Geography	18	45	15	2		10		80
Spanish I	15	48	49	22	13	14		161
Spanish II	15	30	29	14	3	9		100
French	8			1				9
Latin	10	4	2	3				19
General Science	37	50	67	85	59	45	12	355
Biology	36	49	61	84	56	43	30	359
Physics	24	15	21	21	2	10	8	101
Chemistry	20	21	27	29	19	25	8	149
Typing I	0	32	63	77	67	76	58	373
Typing II	0	17	57	64	49	58	38	283
Shorthand I	0	20	30	25	34	24	20	153
Shorthand II		6	15	4	19	17	10	71
Bookkeeping	8	9	1	2	1	16	29	66
Comm. Arithmetic	28	43	16	1				88
Business English	25	22						47
Manual Training I	21	23	21	28	3			96
Manual Training II	17	16	14	16	1			64
Home Economics I	23	32	39	27	19	15	22	177
Home Economics II	13	22	29	19	8	3	8	102
Public Speaking		4		9	1			14
Dramatics		31	3				4	38
Music	6	29	13	42	19	25	14	148
Voc. Agriculture I				9	29	37	32	107
Voc. Agriculture II					27	35	30	92
Voc. Agriculture III					19	34	29	72
Voc. Agriculture IV					12	33	25	70

TABLE 2. THE PER-CENT OF GRADUATES COMPLETING EACH COURSE AT FROMBERG HIGH SCHOOL DURING THE PERIOD 1923-1957

Course	1923- 1927	1928- 1932	1933- 1937	1938- 1942	1943- 1947	1948- 1952	1953- 1957	Total
Graduates	100%	100%	100%	100%	100%	100%	100%	100%
English (4 yrs.)	98	99	100	100	100	100	100	100
Alg. & Geom.	93	91	87	84	60	89	95	85
Third Math	19	10			1	2	19	7
Amer. Hist. & Civ.	100	100	100	99	97	100	100	99
Second History	95	96	89	98	100	99	100	97
Third History	10	8	3					3
Elem. Soc. Sc. & Occ.	25	26	35	87	94	98	90	67
Econ. & Soc.	96	87	85	83	94	89	60	85
Comm. Geography	35	65	20	2		12		16
Spanish I	29	70	65	25	19	17		32
Spanish II	29	43	39	16	4	11		20
French	15			1				2
Latin	19	6	3	3				5
General Science	71	73	89	97	89	55	21	72
Biology	69	71	81	95	80	52	52	72
Physics	46	22	29	24	3	12	14	20
Chemistry	38	31	37	33	27	31	14	30
Typing I		46	84	88	96	93	100	75
Typing II		25	76	73	70	72	66	57
Shorthand I		29	40	28	49	29	35	31
Shorthand II		9	20	5	27	21	17	14
Bookkeeping	15	13	1	2	1	20	50	13
Comm. Arithmetic	54	62	21	1				18
Bus. English	48	32						9
Manual Training I	40	33	28	32	4			19
Manual Training II	33	23	19	18	1			13
Home Economics I	44	41	52	31	27	18	22	36
Home Economics II	25	32	39	22	11	4	14	21
Public Speaking		6		10	1			3
Dramatics		45	4				9	8
Music	12	42	17	48	27	31	29	30
Vocational Agr. I				10	41	45	55	22
Vocational Agr. II					39	43	52	19
Vocational Agr. III					27	41	50	15
Vocational Agr. IV					17	40	43	14

*All percentages have been rounded to the nearest whole per-cent.

tabulations were to determine which courses were offered by the school at any given period and to determine the number and percentage of students completing each. These tabulations show that the emphasis has definitely shifted from the academic toward the vocational. During the first five year period covered (1923-1927), the offerings consisted largely of English, history, mathematics, foreign languages, and the basic sciences. A few students completed a year or so in the home economics or manual training courses. With the exception of the foreign languages, most of these courses were continuously offered. In addition, students have, in recent years, earned credit in five commercial courses, four vocational agriculture courses, and in a strengthened music department.

The major factors concerning requirements for graduation, electives, and extracurricular activities are considered separately in the following sections.

Requirements for graduation. Few major changes have been made in the requirements for graduation from Fromberg High School in the last one-third century. Four years of English have been required of all students during the entire period of this study. One unit of American History and Civics and a second unit in world or modern history have been a continuous requirement. With the exception of the 1943-47 period, two years of mathematics have been required of all students capable of profiting from such study. Two years of science have also been required. The outstanding weakness observed has been that units in vocational agriculture and home economics were accepted for both sciences during a short part of the time. At present the school requires two years of science, one of which may be in the field of home economics or vocational agriculture if special approval is granted.

The matter of required courses appears to be a policy matter determined by the administrator as nothing concerning them is found in the official board minutes. This could be good, or bad, depending upon the way one looks at it.

No problem was created by the State Board of Education's new requirements for graduation as they were the same as those the school has required for many years. One unit in physical education has also been required but this unit has rarely been counted for graduation.

Elective courses. Provision has been made for a relatively large number of elective courses. Over thirty offerings, including the required subjects, are available to a student in the Fromberg school system during his four years of attendance. These include four of English, three of mathematics, four of social studies, five in science, four in vocational agriculture, three in home economics, two in music, five in commercial, one in physical education, and one in library. Only nineteen of the eighty-seven third class schools studied by the Peabody group offered as many.² In 1923, only nineteen courses were offered, whereas in 1957, graduating seniors had earned credit in twenty-six subjects.

Extracurricular activities. Many extracurricular activities, some a part of a particular course, have appeared and disappeared during the last thirty-five years. Debating and a Literary Society were among the more important groups during the 1920-30 period. Athletic groups have played an important part in the students' lives and the school has participated, intermittently, in all the major sports for both boys and girls. At present, the following groups or activities exist: Student

²Ibid., p. 48.

Council, Future Farmers of America, Future Homemakers of America, Year-book, Talon (school paper), Glee Club, Band, Pep Club, and individual class organizations. The school participated in four major sports in 1957.

Counseling and guidance. In recent years more emphasis has been placed on the testing of students for counseling and guidance purposes. No data of this type was found in the folders of those students who graduated prior to 1950, but some intelligence test scores and counseling data, although sparse and meager, was found after this date.

Activity of the guidance type, coupled with recent standards set up by the State Board of Education and institutions of higher learning, might account for some very recent shifts away from the vocational subjects to the college preparatory units. In the period from 1933-1952 only three students completed a third year of mathematics. In the last five-year period, eleven students did so, and of these eight completed this course in 1956 and 1957.

In general, the tendency throughout the entire period under study in curriculum development has been away from the narrow highly academic college preparatory type toward a more comprehensive program.

Elementary Curriculum

The assumption is made that if a teacher is given the freedom to teach in the manner in which she has been taught, the curriculum she provides will reflect what she has learned at college. Thus, the curriculum in an elementary school in which the teachers are given a great deal of freedom will change as the staff changes. Since this has been the case at Fromberg, and since, until recently, there has been a

relatively high turnover in the staff with the replacements being made from recent normal school graduates, it was expected that the curriculum provided would reflect the doctrine of the colleges of education. This was particularly true of the first six grades because each has always been handled by an individual teacher.

The seventh and eighth grades, however, have been handled as if they were a part of the high school. Members of the high-school faculty have taught these classes in a departmentalized type of organization. Table 3 lists the elementary classes and the years they were taught. Only the courses in which the grades were recorded on the permanent records are included in Table 3. This table reveals nothing of the courses that were taught but not recorded on the records or of the methods used and the content of each. That which is taught in a third grade arithmetic class today may be far different from that which was taught thirty-five years ago. A discussion of the curriculum development in the primary and the intermediate grades, and the junior high school area follows.

Primary grades. There appears to be little change in the courses provided for the primary grades throughout the entire period. Table 3 shows that reading, spelling, writing, arithmetic, and language have been taught in all three grades during this entire period. Phonics has been taught as a course in the first grade during all the years under study, and in the second and third grades during the last twenty years. Music and art have been taught and grades have been recorded somewhat intermittently. Science and the social studies have been included in the curriculum within the last five year period.

TABLE 3. COURSES TAUGHT IN THE FROMBERG ELEMENTARY SCHOOL DURING THE PERIOD 1923-1957*

Course	1923	1927	1932	1937	1942	1947	1952	1957
Grade I								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X		X	X		
Writing	X	X	X	X	X	X	X	X
Arithmetic	X	X	X		X	X	X	X
Language	X	X	X	X	X	X	X	X
Phonics	X	X	X	X	X	X	X	X
Music	X	X	X	X		X	X	X
Art	X	X	X		X	X	X	X
Health & Safety	X				X	X		X
Grade II								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X	X	X	X	X	X
Writing	X	X	X	X	X	X	X	X
Arithmetic	X	X	X	X	X	X	X	X
Language	X	X	X	X	X	X	X	X
Phonics					X	X	X	
Music	X		X			X	X	X
Art		X				X	X	X
Health & Safety		X	X	X	X	X	X	X
Geography & History	X							
Science								X
Grade III								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X		X	X	X	X
Writing	X	X	X	X	X	X	X	X
Arithmetic	X	X	X	X	X	X	X	X
Language	X		X	X	X	X	X	X
Phonics			X	X	X	X	X	X
Geography	X	X	X	X	X	X	X	
Health & Safety		X	X	X	X	X	X	X
Music	X		X	X	X		X	X
Art			X	X	X	X	X	X
Social Studies								X
Grade IV								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X	X	X	X	X	X

*Data for this table were taken from the students' permanent record sheets in the office of the Fromberg Elementary School.

TABLE 3 (Continued)

Course	1923	1927	1932	1937	1942	1947	1952	1957
Grade IV (Continued)								
Writing	X	X	X	X	X	X	X	
Arithmetic	X	X	X	X	X	X	X	X
Language	X	X	X	X	X	X	X	X
Geography	X	X	X	X	X	X	X	
History	X	X	X	X	X	X	X	
Music	X	X	X	X	X	X	X	X
Health	X	X	X	X	X	X	X	X
Social Studies								X
Art					X	X	X	X
Citizenship								X
Grade V								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X	X	X	X	X	X
Writing	X	X	X	X	X	X	X	X
Arithmetic	X	X	X	X	X	X	X	X
Language	X	X	X	X	X	X	X	X
Geography	X	X	X	X	X	X	X	
History	X	X	X	X	X	X		
Music	X	X	X		X	X	X	X
Art		X			X		X	X
Health			X	X	X	X	X	X
Social Studies								X
Science								X
Grade VI								
Reading	X	X	X	X	X	X	X	X
Spelling	X	X	X	X	X	X	X	X
Writing	X	X	X	X	X	X	X	
Arithmetic	X	X	X	X	X	X	X	X
Language	X	X	X	X	X	X	X	X
Geography	X	X	X	X	X		X	
History	X	X	X	X	X		X	X
Music	X	X	X	X	X	X	X	
Health	X		X	X	X		X	X
Social Studies						X	X	X
Science						X	X	X
Grade VII								
Arithmetic	X	X	X	X	X	X	X	X
Reading	X	X						
Spelling	X	X						

TABLE 3 (Continued)

Course	1923	1927	1932	1937	1942	1947	1952	1957
Grade VII (Continued)								
Writing	X	X	X					
Language	X	X						
Geography	X	X						
History	X	X		X				
Music	X	X		X			X	X
Health	X	X	X					
English			X	X	X	X	X	X
Social Studies			X	X	X	X	X	X
Science				X	X	X	X	X
Home Economics					X			X
Vocational Agriculture								X
Grade VIII								
Arithmetic	X	X	X	X	X	X	X	X
Reading	X	X						
Spelling	X	X	X					
Writing	X	X	X					
History	X	X						
Civics	X	X						
Music	X					X	X	X
English			X	X	X	X	X	X
Social Studies			X	X	X	X	X	X
Science				X	X	X	X	X
Manual Training				X	X			
Home Economics				X	X			X
Vocational Agriculture								X

Intermediate grades. In the intermediate grades the most significant changes in the curriculum have been concerned with the replacement of history and geography by social studies and the introduction of science. Reading, spelling, arithmetic, and language have been taught in all three grades throughout the thirty-five years. Writing has been eliminated in the sixth grade as a separate course for the last ten years.

Junior High. The junior high school area is where many changes have taken place. The number of courses offered in the seventh grade has dropped from a high in 1923 of nine to a low in 1947 of four, and at present stands at seven. The same tendency to combine courses has been true in the eighth grade, and the courses offered in one grade appear to be identical with those offered the other. The content is different, however. The most important changes have had to do with the combination of the communicative skills into one course called "English", and the combination of history, geography, and civics into social studies. Music has been provided throughout the entire period, but grades were recorded on the permanent records only part of the time. Health was offered at one time, but was replaced by science about twenty-five years ago. In 1956, the courses of vocational agriculture and home economics were added to the curriculum. Physical education has also been included for many years, but no grades were recorded. The seventh and eighth grade students have participated in an interschool athletic program for many years.

Summary

In general the curriculum of the Fromberg schools has progressed and improved as much as might be expected in a school system this size.

When compared with criteria set up by the Peabody group for small schools the present Fromberg curriculum offerings rate favorably with others in Montana.³ The number of courses in both the elementary and secondary units has been increased or decreased in line with modern standards, and changes have been made to meet modern conditions. Throughout most of the period under study, the administration has, according to residents in the community, been conservative in nature, therefore changes have been made slowly. As a result the school has been spared the necessity of making drastic changes when state and regional accrediting requirements have been strengthened.

The most important criticism concerning the curriculum that could be leveled at the school at any given time during this period is the complete lack of a carefully planned guidance program to get the students into the courses that are the most helpful to them. Some small improvement has been made in this area in recent years, but even today little is being done about this weakness. Furthermore, in line with a counseling program, it is felt that each of the subjects or courses should be tailored and organized to meet the needs of the particular group of pupils who are enrolled at a given time.

Of primary importance in the development of curriculum, and closely related to it, is the quality of the staff to implement its functions. The next chapter (Chapter IV) is devoted to the area of teacher welfare and the progress the community has made in providing conditions conducive to obtaining and keeping a good faculty.

³Ibid., p. 48

CHAPTER IV

TEACHER WELFARE

The quality of teachers a school can attract and hold has an important bearing on the quality of education the institution can provide. It is generally accepted that one of the best methods to obtain and keep good teachers is to pay them well and to provide them good working conditions.¹ The assumption is made that the superior teachers will be drained off by communities willing to treat their faculty members well, and the poorer ones will gravitate to areas providing lower salaries and fewer inducements.

When considering teacher welfare, salaries and other factors such as sick-leave, living conditions, tenure, and retirement benefits should be evaluated. Conditions found in Fromberg in these areas were compared to those found in other communities to determine if a similar rate of progress had taken place.

Salaries

The Fromberg Board of Trustees did not adopt a uniform salary schedule based upon experience and training until 1955. Prior to that time, the board offered faculty members contracts, and the teachers either accepted or declined. This system of barter probably resulted in the loss of many teachers who went elsewhere rather than to go through this annual process.

A tabulation of the average salaries paid faculty members through each of the years covered in this study was made and converted to real

¹Moehlman, Arthur B., School Administration, 1951, p. 217.

purchasing power. This data is presented in Table 4.

TABLE 4. THE AVERAGE SALARIES PAID FACULTY MEMBERS OF THE FROMBERG PUBLIC SCHOOLS CONVERTED TO PURCHASING POWER BASED ON THE 1904 DOLLAR*

Year	Average H.S. Sal.	Real Salary	Average El. Sal	Real Salary	Admin. Salary	Real Salary	Average Real Salary
1923	\$11450	\$ 733	\$1200	\$ 106	\$2400	\$1211	\$ 707
1927	11400	694	1116	550	2500	1242	670
1932	1362	851	1087	684	2700	1605	783
1937	1270	761	994	597	2300	1380	729
1942	1500	795	1054	558	2600	1372	726
1947	2583	1000	1817	617	3800	1466	905
1952	3542	1151	3266	1059	4700	1523	1138
1957	4473	1292	3623	1050	6500	1874	1230

*Real salary figures have been determined by using the Consumer Price Index published by the Bureau of Labor Statistics and the Federal Reserve Bank of New York, cited by Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, 1955, p. 92.

The real average salary of the teachers has increased from \$707 in 1923 to \$1230 in 1957, a gain of 74% in purchasing power. This gain and similar data are found in Table 5. Until the period of 1952-1957, the elementary group had made the greatest percentage gains. The high school teachers, however, made their greatest gains in this late period, and at present have 76% greater purchasing power than they did in 1923. It is interesting to note that until the end of World War II, the purchasing power of the teaching staff increased very little.

TABLE 5. THE PERCENTAGE CHANGE OF THE PURCHASING POWER OF FACULTY SALARIES IN THE FROMBERG SCHOOLS WHEN BASED UPON THE 1923 SALARIES*.

Year	High School	Elementary	Administrator	Average
1923	100.0%	100.0%	100.0%	100.0%
1927	94.8	91.1	102.3	94.7
1932	111.5	113.4	132.4	110.5
1937	104.1	99.1	114.0	102.8
1942	103.3	89.2	108.4	98.2
1947	136.4	102.5	121.0	128.0
1952	157.6	175.9	125.6	161.0
1957	176.2	174.1	154.8	174.0

*Data contained in this table was computed from that found in Table 4.

The administrator appears to have fared very poorly salary-wise during much of this period, and until 1956 had less purchasing power than he did in 1932. This is in line with the findings of other investigations that have found that those working in administrative capacities in education have made but small gains in salary when compared to the remainder of the educational staff.²

The important consideration, however, is not how much salaries have improved; but have they improved at a rate comparable to that of other cities and towns? A comparison of the salaries of the Fromberg secondary teachers and the high school teachers in cities of the 30,000

²Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, 1955, p. 17.

to 100,000 class found in Table 6 shows that the Fromberg staff has made gains, although its purchasing power in 1952 was not yet equal to that of the city teachers.

TABLE 6. A COMPARISON OF SALARIES RECEIVED BY FROMBERG HIGH SCHOOL TEACHERS AND HIGH SCHOOL TEACHERS IN SMALL CITIES*

Year	Salaries paid to Small City Teachers**	Salaries paid to Fromberg Teachers***	Real Salaries of Small City Teachers	Real Salaries of Fromberg Teachers
1923	\$1917	\$1450	\$ 968	\$ 733
1927	2060	1400	1022	694
1932	2052	1362	1261	851
1937	1954	1270	1171	761
1942	2124	1500	1120	795
1947	2774	2583	1022	1000
1952	4037	3542	1219	1151

*Small cities include those in the 30,000 to 100,000 class.

**Figures for columns two and four were taken from: Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, p. 62.

***Figures for columns three and five were taken from Table 4. It would appear that different methods were used to arrive at the "real salaries".

In 1923, a small city teacher received \$968 (1904 values) and the Fromberg teacher received \$733. In 1952, however, the Fromberg teacher was paid \$1151, compared to \$1219 for his city cousin. A much greater improvement in this respect has been recorded by the elementary teachers in the Fromberg system. When their average salary is compared to that of a

teacher in a town of the 5,000 to 10,000 class they enjoyed a favorable position in 1952. In 1923 the two groups had about equal purchasing power whereas in 1952 the Fromberg teachers had a 10% greater purchasing power.

Other Factors

Sick leave. At present five days of non-accumulative sick-leave are provided. This provision was obtained in 1954 after a great deal of agitation on the part of the staff. The board had taken the stand that since all teachers would take their five days each year, the cost of substitutes would be prohibitive. An indefinite form of sick-leave was provided during the early years covered by this study, but the board eliminated this in 1933 as a means of reducing instructional costs. The inclusion of this sick-leave allowance in the 1954 and subsequent contracts, although not as liberal as that provided by many of the schools in the immediate vicinity of Fromberg, was considered to be a step in the right direction as far as teacher welfare is concerned.

Living conditions. The matter of housing and faculty living conditions is largely out of the hands of the school; however, it is an important factor when hiring teachers. At present seven of the fourteen faculty members own the homes in which they are living and the school district owns the house in which the administrator lives. From this it would appear that the situation has improved in recent years; but for a long period of time it was the practice of the district to hire many unmarried teachers as a means of solving this problem. At the present time all but one of the faculty members are married, thereby aggravating the annual problem of locating a sufficient number of desirable housing units.

Tenure. Teachers in the Fromberg system are protected by the tenure system established by the state. The turnover of teachers has always been a weakness and during a number of years covered by this study exceeded 50%. At present only six of the fourteen teachers employed by the school have taught in the system long enough to receive their fourth contract and to achieve tenure status.

Retirement benefits. The Montana Teacher Retirement System is the only provision that has been made in this area. An important factor in the future acquisition of staff members might be the absence of Social Security coverage. No attempt has been made by either the teachers or the board to obtain this coverage. Since over two-thirds of the teachers in Montana are covered by this program, the lack of it in Fromberg could result in difficulties in the future.

Teacher load. With the increase in the number of courses offerings has come an increase in the size of the staff. This has come in spite of the fact that the high school enrollment has dropped from a high of over one hundred in 1937 to a low of fifty-five in 1952. The average enrollment in each of the elementary grades has been near twenty for many years. Most of the teachers in the high school are over-loaded as far as the number of classes is concerned, with a few teaching as many as six or more periods a day. Since, however, the enrollment in each class is small, the load is not normally excessive.

Summary. Generally the welfare situation of the staff has improved at about the same rate as has the condition of teachers in other systems, with the greatest amount of it being made since 1955. Conclusions are drawn in Chapter VII concerning the effect that this might have upon the school system in the future.

CHAPTER V

THE DEVELOPMENT OF THE SCHOOL PLANT

The present set of school buildings and equipment at Fromberg testifies to the support provided by the community during the past half-century. This area, however, may contain many of the major weaknesses in the entire school system.

The outlay for grounds, buildings, and capital equipment represents only a fraction of the total costs of school operation. Yet, this factor is probably next in importance to instructional costs, and in many cases will return more for each dollar spent than any other budget item. A teacher's efficiency may be increased materially through the small annual expenditure required to provide adequate buildings, needed quantities of up-to-date equipment and sufficient supplies. This chapter is devoted a study of the progress made by the school in acquiring buildings and equipment.

Building Development

Since 1923 the district has constructed a new high school, a gymnasium, an elementary school, and an agriculture building. In the case of the high school and elementary buildings, construction was to replace units that had either become inadequate or had deteriorated to the extent that they were unsafe for further use. The district has bonded itself for building purposes on three occasions since 1923. Bonds in the amounts of \$12,180, \$26,500, and \$80,000 were sold in the years 1926, 1938, and 1952, respectively.

The 1926 bonds were for the purpose of building classrooms and a gymnasium. This gymnasium was said to have been one of the finest in the area when first completed.¹ The classroom space completed at this time was for many years used as a study hall, and since the construction of the present high school in 1938, has been divided into two classrooms and a library area. The heating plant for the present buildings is also housed in this area.

The present high school, with the exception of that constructed in 1926, was completed in the fall of 1939, and was financed partially through a Public Works Administration grant. The district bonded itself for \$26,500, the federal government provided \$28,350, and the remainder was paid out of the operating budget. This building replaced one that had proved to be inadequate for the enrollment of over one hundred fifty pupils of that period. The present unit consists of a three story building containing six classrooms, an auditorium capable of seating over three-hundred persons, office space, and a lunch room. Two of the classrooms were not completed until 1950, and little or no use is made of one of them at the present time.

The Vocational Agriculture Building, completed in 1941, required only a small amount of district funds; therefore no bonds were sold. The building was constructed with National Youth Administration labor and lumber that had been salvaged from the Fort Peck Dam project. It is a frame structure, seventy feet in length and twenty-three feet in width, which is divided into a small classroom and a farm mechanics

¹Statement by John R. King, Member of Board of Education-1926, Personal interview.

area. The shop is forty-nine feet long and twenty-three feet wide. In recent years it has been in use for at least six of the seven periods in the school day and at present is being used by students for all but a half-hour of each school day.

The present elementary unit was completed in 1952 at a cost of \$77,281. It is considered to be adequate for any anticipated increase in enrollment. At present it accomodates one hundred twenty-five pupils and could handle up to one hundred eighty without crowding. It replaced a brick structure that became unsafe for use in 1950. It is interesting to note that a firm of architects declared the building to be safe as late as November, 1948, but only twenty months later another firm declared it to be dangerous and recommended that it not be used at all. The board had been considering its replacement for a number of years; but in November, 1948, Cohagen advised the board to wait a number of years for an adjustment in building costs before replacing it.² By 1951, the date that construction was begun, a considerable adjustment in costs had taken place, but not to the taxpayers' advantage.

Building costs. Important among the considerations in the design and construction of a building is the cost per student hour. As near as can be determined, using an estimated life of forty years for the high school and the elementary buildings, and an enrollment the same that has been using these buildings in the past, the cost per student hour has been slightly less than three cents for the high school and slightly more than two cents for the grade school. If the life of the vocational

²Statement by Chandler Cohagen, Billings architect, at November, 1948 Board of Education meeting, and recorded in official minutes of that meeting.

agriculture building can be estimated to be twenty years, and the present enrollment could be used as a base, the building cost per student hour amounts to slightly less than three cents. By way of illustration of the increases that have taken place in building costs in recent years, the district is contemplating the construction of a gymnasium which will cost between twenty-five and fifty cents per student hour, even should the time allotted for physical education purposes and the enrollment be considerably increased.

Present and future needs. Between 1934 and 1957, the school has had three administrators, all who have been in general agreement with regard to the need for additional shop and vocational agriculture space, a larger gymnasium and increased lunchroom area.³ The present shop facilities are less than one-half the minimum size recommended by the State Department of Vocational Education, and the gymnasium is considered to be too small for interschool competition and lacks sufficient seating capacity.

Equipment

Should modern standards be accepted as the evaluative criteria as far as equipment is concerned, the Fromberg school system would probably be considered deficient. This is particularly true of the period prior to 1955. Since that date, however, major purchases have been made in an attempt to improve this situation. Unfortunately, there is no indication that long range planning has been done, and the purchase of much of

³Ross I. Duff, 1934-1954, Bernard Hughes, 1955-56, Henry L. Pahl, 1957.

the equipment seems to have been dependent upon the whim of an individual teacher or the administrator. Table 7 illustrates the progress that has been made in a few selected departments of the school. Other departments, including the elementary school grades, have made similar progress.

TABLE 7. EQUIPMENT INVENTORY OF SELECTED DEPARTMENTS, FROMBERG PUBLIC SCHOOLS IN 1940, 1950, AND 1957

Department	1940	1950	1957
Commercial	Typewriters	Typewriters Mimeograph	Typewriters Mimeograph Electric Typewriter Dictaphone
Vocational Agriculture	Arc welder Drill press Forge (2) Grinder Air compressor (this list consists of material on hand in 1942)	Arc welder Power saw Drill press Electric sander Forge (2) Grinder Slide films(75) Air compressor	Arc welders (3) Power saw Electric drill (2) Sander (2) Sabre saw Forge, electric Acetylene welder (2) Grinder (2) Wood lathe Slide films (100) Soil test kit Hot water Sewage disposal Paint sprayer
General	School buses (3)	School buses (3) Lunch room refrigerator Gas cook stove Motion picture projector Slide projector (2) Duplicator	School buses (3) Lunch room refrigerator New larger gas cook stove Motion picture projector Slide projector (3) Duplicator (2) Phonograph Tape recorder

NOTE: This list is not meant to be necessarily complete, but is designed only to show the progress that has taken place in the acquisition of equipment.

Data contained in Table 8 further indicates that within recent years many items which are considered to be essential in the operation of these departments have been acquired. When compared to standard inventory lists for these departments, they cannot be considered to be well-equipped, but they appear to be in far better condition today than they were twenty or more years ago.

It would appear that within the area of visual education lies the greatest amount of room for improvement. Motion pictures are seldom used for instructional purposes, and slide films receive little use in other than in the elementary grades and in the agriculture department.

Summary

In general, progress has been made in the buildings and equipment area, however, improvement has not been sufficient to meet the needs of the present curriculum and rapid enough to keep pace with modern standards. The lack of long range planning in both building and equipment acquisition was one of the most important factors contributing to this deficiency.

CHAPTER VI

FINANCIAL SUPPORT

The amount of money that a school district is willing and able to spend in the support of its educational program is often considered to be one of the most important factors in determining the quality of schools that will be provided. Mort and Vincent take the attitude that it is the most important item and state, "Most powerful of all factors which influence the quality of the schools is the level of financial support. Three hundred factors have been studied for their effect on schools and of all of them, the amount of money which a school district has to spend for teachers, supplies, equipment, apparatus, and books is the most favorable single factor."¹

The purpose of this phase of this investigation was to trace the progress made in the area of financial support and to determine the extent of improvement that had been made. It should be recognized that financial support is closely tied in with teacher welfare, curriculum, plant and facilities, and the the amount of improvement that could have been made in each of these areas was directly dependent upon the willingness of the community to provide the necessary funds.

In order to arrive at conclusions it was necessary to determine the expenditures for each of the budget items for each of the years under survey. These data were taken from the warrant record, budget schedules, and board minutes. The average annual expenditure for each budget item during a three year period was determined. A three year period was used

¹Mort, Paul R., and Vincent, William S., A Look at Our Schools, 1946, (p..not available)

in order to level out irregularities in purchasing and was thought to give a better indication of the trends that might be taking place than an annual tabulation. This material was also converted to 1904 values on the basis of the Consumer Price Index to give a clearer picture of any changes that might have occurred. Percentage variations were also determined. Much of this data appears in Appendix B.

Financial data prior to 1939 were incomplete. Considerable material was available for the period subsequent to that, and as a result the study was limited to the period beginning in 1939 and ending in 1957. The remainder of this chapter is devoted to a discussion of the support provided from the standpoint of expenditures, purchasing power, and per pupil costs.

Expenditures

The annual expenditures for operating the Fromberg schools have risen from an average of \$23,711 in the three year period from 1939-1941 to a high of \$82,746 in the 1954-1956 period. This amounts to an increase of \$59,035 in an eighteen year period. Data in Table 8 reveal that of this increase, over \$42,000 of it was in the area of teacher salaries. The effect of the salary increase was discussed at length in Chapter 4.

This financial study also brought out the fact that during the eighteen year period covered in this survey, teacher salary expenditures were over four times as great in 1956 as they were in 1939, expenditures for books and supplies had almost doubled, and the expenditures for the library were eight times as great as they originally were. The total costs of operation are now three and one-half times as great as they

TABLE 8. ANNUAL BUDGET ITEM EXPENDITURES OF THE FROMBERG PUBLIC SCHOOLS FROM 1939 TO 1956*

Year	Teacher Salaries	Books & Supplies	Janitor's Salary	Utilities & Maint.	Library	Transportation	Fixed Costs	Buildings & Equip.	Board & Clerk	Total Costs
1939-41	\$12632	\$1125	\$1432	\$2481	\$104	\$2703	\$ 353	\$2496	\$ 385	\$23711
1942-44	19050	1081	1579	2815	132	3472	328	435	429	29321
1945-47	29480	969	2275	3308	183	4326	701	2553	411	44206
1948-50	38920	1265	2684	3699	539	4788	1569	3771	390	47625
1951-53	43774	1955	2992	5187	718	5488	1506	2150	592	64362
1954-56	54835	2092	3623	6683	838	7220	1907	4491	1057	82476

*The average annual expenditures were determined at intervals of three years to eliminate the great variations in annual expenditures.

NOTE: The data presented in this chart were obtained from such sources as the Clerk's warrant record, budget schedules, and board minutes. In a few cases it was necessary to estimate the expenditures from the available information. As a result, caution should be observed, as their accuracy is open to question. A number of budget items were omitted. Among these are the Vocational Education Fund, the Sinking Fund, and the Student Activity Fund. These would further add to the total expenditures of the school system and increase the per pupil costs.

were just prior to World War II. The question is raised as to how long the people in the community will allow this trend to continue.

The figures presented in Table 9 indicate there has been little change in the ratio of the amount spent for each of the budget items. During the entire period, teacher salaries made up approximately 65% of the total budget, transportation costs dropped from slightly over 11% of the total to about 9%, and the expenditures for new equipment, additions to buildings, land, and similar items remained near the 5% mark.

It is interesting to note that in 1924, more than 70% of the budget was spent on teacher salaries. At that time, however, the transportation item was very small.

Purchasing Power

More important than the actual number of dollars spent is the purchasing power of this sum. When the expenditures were converted to real buying power, based on the Consumer Price Index, a slightly different picture resulted. When converted to this basis, expenditures have just about doubled in the last eighteen year period. The bulk of the increase went toward teacher salaries and even when considered from this basis the amount provided for this item in the most recent three year period was 251% of the amount provided in the 1939-1941 period. This increased amount was used to increase the purchasing power of the individual teacher by approximately 75% and to increase the number of individuals on the staff.

TABLE 9.. A PERCENTAGE COMPILATION OF THE AVERAGE ANNUAL EXPENDITURES OF THE FROMBERG PUBLIC SCHOOLS FOR THE PERIOD 1939-1956*

Year	Teacher Salaries	Books & Supplies	Janitor's Salary	Utilities, Maint., & Repair	Library	Trans- portation	Fixed Costs	Buildings & Equip.	Board & Clerk	Total Costs
1939-41	53.4%	4.7%	6.1%	10.4%	.4%	11.4%	1.5%	10.5%	1.6%	100%
1942-44	65.0	3.7	5.4	9.6	.4	11.8	1.1	1.5	1.5	100
1945-47	66.8	2.2	5.1	7.5	.4	9.8	1.6	5.7	.9	100
1948-50	67.6	2.2	4.7	6.4	.9	8.3	2.7	6.5	.7	100
1951-53	68.0	3.0	4.6	8.1	1.2	8.5	2.3	3.4	.9	100
1954-56	66.3	2.5	4.4	8.1	1.0	8.7	2.3	5.4	1.3	100

* Data presented in this table is a percentage compilation of that found in Table 8.

Per Pupil Costs

Data in Table 10 reveal that the annual per pupil cost of operating the Fromberg schools rose from \$69 in the 1939-1941 period to \$358 in the 1954-1956 period. This increase was due to two factors, a drop in enrollment of 35%, and an increase in the cost of operating the school.

TABLE 10. PER PUPIL COST OF OPERATING THE FROMBERG PUBLIC SCHOOLS IN THE PERIOD 1939-1956*

Year	Enrollment	Total Cost	Cost Per Pupil	Per Cent Increase of Per Pupil Cost	Cost Per Pupil (1904 Index)	Per Cent Increase (1904 Index)	Per Cent Enrollment Change
1939-41	356	\$23711	\$ 69		\$ 37		
1942-44	272	39321	108	57%	55	47%	-24%
1945-47	249	44206	177	157	77	106	-30
1948-50	237	57625	243	253	88	136	-33
1951-53	226	64362	285	414	93	151	-36
1954-56	231	82746	358	419	110	196	-35

*These figures do not include school lunch expenditures, building construction costs, debt and interest payments, vocational education costs, and similar items.

In 1939 the enrollment of the elementary and secondary units totaled 356, but by 1952 it had dropped below the 226 mark. Figures in Table 10 further indicate that the annual cost of educating a child in the Fromberg schools in 1955 rose to over 500% of the amount needed in 1939. When converted to 1904 figures, however, this figure is materially reduced, but it remains

approximately three times that budgeted in 1939. As near as can be determined from the few records available, the per pupil cost of operating the schools prior to this date tended to remain constant with the cost of living.

CHAPTER VII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The purpose of this study was to investigate the growth of the public school system at Fromberg, Montana to determine the extent of educational progress that had taken place in terms of normative criteria developed by researchers in education. Curriculum, teacher welfare, plant and facilities, and financial support were arbitrarily selected as the areas for study from a large number of criteria that have been used in the past by educational authorities for the measurement of educational progress in school systems.

To arrive at valid conclusions concerning this problem, questions regarding the selected areas of curriculum development, teacher welfare, plant and facilities, and finance at any given time during the thirty-five year period, 1923-1957, had to be answered. Also answered were questions concerning the strength of the educational program, the progress made in correcting the weaknesses, and concerning trends evident in its development. Out of these were formulated conclusions and recommendations for improving the present school system.

To arrive at answers concerning these questions the necessary data were sorted from the many records of the school system. The student records in both the elementary and secondary schools, the clerk's warrant record, the schoolboard minutes, and the annual reports were the chief sources of information. Of considerable value in providing data were the collection of teacher contracts dating back to 1923, contracts for services and supplies, correspondence, invoices, warrant books, and a multitude of other papers and records.

This information was tabulated and organized into several tables to gain a view of the events that occurred and conditions that existed. To obtain a clearer picture of the events and changes, financial data were converted to "real purchasing power". This eliminated any distortion that inflation or deflation in the value of the dollar might have had.

Summary

In general, definite progress has been shown in most of the areas under study. On the other hand serious weaknesses have existed in the past and some continue to the present. These are given in summary in the following sections.

Strengths. Strength was shown in all four of the areas, curriculum development, teacher welfare, plant and facilities, and finance, considered in this study. The curricula of both the elementary and secondary units have been broadened through the addition of many courses and activities and at present compare favorably with that found in schools of similar size.

Teachers are now considerably better off with regard to both purchasing power and other benefits than at any other time in the past. They at present have 74% more purchasing power than they did thirty-five years ago. When compared with workers in other fields, however, the gain was not great. At present the faculty members have sick-leave, the district contributes toward the Montana Teacher Retirement System, and they have recourse to a tenure system provided by state statute. These gains, for the most part, have been made in the last ten years.

Improvement in the physical facilities operated by the district was evident. None of the present buildings existed at the beginning of

the period covered by this survey. Building programs were undertaken in 1928, 1938, 1940, and 1952.

The expenditures per pupil increased greatly over the thirty-five year period. During the 1954-56 interval, the expenditures per pupil were over five times as great as they were during the 1939-1941 period. This was a substantial increase in the financial support provided for the school.

Weaknesses. Apparently the major weaknesses found through this study lie in the area of buildings and equipment. Despite the fact that much has been done, certain of the facilities are inadequate when judged by standards now in use. Classroom space is adequate for the present enrollment, but the shop facilities are far below the standards set by the State Department of Vocational Education, the lunchroom is too small and overcrowded, and the gymnasium is too small to accommodate the crowds and players during basketball season. As far as equipment is concerned, much improvement was made, but some departments have been overlooked. For all practical purposes, the use of visual aids has been non-existent. Very few slide films or motion pictures are used for instructional purposes in either the high school or elementary school. It is believed that these conditions exist for the most part because of misconceptions in the minds of the school patrons as to what constitutes adequate facilities.

During World War II, too little emphasis was placed on the areas of science and mathematics with the result that a number of high school graduates received only one year of mathematics and no training in the basic sciences. No reason for this was found, but it was not because of a lack of qualified teaching personnel because teachers of these subjects were present on the staff.

A well organized guidance program was and continues to be lacking. No evidence was found that indicated that the school authorities had ever established any immediate or long-range goals for the school itself or for the students.

The people in the community are aware that the cost of supporting their school has increased tremendously in the face of a declining enrollment, therefore, the problem of holding their support will increase.

Conclusions

The following are conclusions that have been drawn from the findings of this study:

1. Recent graduates of this school had opportunities to receive a more comprehensive series of educational experiences than did their predecessors.
2. The district should have little difficulty in gaining well-qualified staff members in the future if the teacher welfare factors continue to improve at near the same rate as they have in the past. Steps need to be taken, however, to reduce the high turnover in faculty members.
3. In the area of plant and facilities, the shop, gymnasium, and lunch-room are inadequate at present, although this might not always have been the case.
4. A great increase in the amount of financial support has occurred.

Recommendations

The results of this study imply that the recent graduates of this school should have received a better education than did their predecessors. This has resulted from an improvement in the quality of the teaching personnel because of improved teacher status, from the opportunity to

explore a broader and more comprehensive curriculum, and from the opportunity to use a more vast array of equipment. It is believed that the institution of a well-planned and well-organized guidance program under the supervision of a trained person to supplement the activities of the teaching personnel in this area will further improve the effectiveness of the expanded instructional program.

The district should have little difficulty in obtaining staff members in the future because the salaries have risen at a rate comparable to that in other schools. Since, however, over two-thirds of the teachers in Montana have Social Security coverage the lack of it in Fromberg might cause difficulty in the future. Serious consideration should be given to this item and steps should be taken to secure coverage at Fromberg should the teaching staff desire it.

Despite the fact that the school plant has undergone continual improvement, the rate has not been sufficient to keep up with changes in other schools, and with the program the school at Fromberg has attempted to offer. The shop facilities, gymnasium, lunch-room, and other areas are inadequate and need attention. Because of this weakness in the plant and facilities area the school has failed to provide the best possible opportunities for its students. It is recommended that the school and community further study this problem to determine the specific needs in these areas and determine the best means for meeting them.

An increase in the budget of over 350% in an eighteen year period is cause for concern should this continue and the present tax structure remain the same as it is at present. If this should happen, serious consideration will have to be given to a consolidation with one or all of the

neighboring schools. There are three other districts that operate twelve-year schools within a distance of eight miles of Fromberg. This situation clearly illustrates the point made by the Peabody Committee when it stated that, "in many areas of Montana a couple of school busses and ten minutes could bring a consolidation and the advantages that go with it."¹

It is further recommended that a study group be organized to examine the school system in an effort to find ways and means of further improving the program. It is believed that a real need exists for such a group and such an examination. This group, composed of trustees, faculty members, lay people, and professional consultants, should concern itself with important problems concerning the curriculum, long-range building and facilities programs, goals, and similar problems. It should not become involved in the minor details of school housekeeping as is characteristic of some advisory councils. The matter of dogs and cattle on the playground, length of the noon-hour period, final examinations, and similar questions are minor administrative details and should not replace important problem consideration by this group.

This council should establish the goals of the school, determine the needs on a long-range basis, and bring to the administration a program that can be used to stimulate and guide continued progress. Once this step has been completed, and the weaknesses and inadequacies have been identified, it will be possible for the community to give consideration to an improved program that should more nearly meet the needs of its children.

¹ Division of Surveys and Field Services, George Peabody College for Teachers, Public Schools of Montana, 1958, p. 14.

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APPENDIX

APPENDIX A

Teacher Salary Tables

TABLE 11. THE AVERAGE SALARIES PAID TO FACULTY MEMBERS OF THE FROMBERG PUBLIC SCHOOLS DURING THE PERIOD 1923-1957

Year	No. H.S.* Teachers	Average Salary	No. Gr. Teachers	Average Salary	Admin. Salary	Total Staff	Average Salary	Total Salaries
1923	4	\$1450	6	\$1200	\$2400	11	\$1400	\$15,400
1927	5	1400	6	1116	2500	12	1349	16,196
1932	4	1362	6	1087	2700	11	1243	13,670
1937	5	1270	6	994	2300	12	1218	14,614
1942	6	1500	6	1054	2600	13	1371	17,920
1947	6	2583	6	1817	3800	13	2323	30,200
1952	6	3542	6	3266	4700	13	3504	45,548
1957	7	4473	6	3623	6500	14	4248	59,475

* Junior high school teachers are included with the high school staff.

TABLE 12. A COMPARISON OF SALARIES RECEIVED BY FROMBERG ELEMENTARY TEACHERS AND ELEMENTARY TEACHERS IN SMALL TOWNS*

Year	Salaries paid to Small Town Teachers [#]	Salaries paid to Fromberg Teachers	Real Salaries of Small Town Teachers	Real Salaries of Fromberg Teachers
1923	\$1204	\$1200	\$608	\$ 603
1927	1281	1116	635	550
1932	1260	1087	774	684
1937	1150	994	689	597
1942	1334	1054	708	558
1947	1948	1817	744	690
1952	3010	3266	950	1059

*Small towns include those with a population of 5,000 to 10,000

[#]Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, 1955, p. 64.

TABLE 13. A COMPARISON OF SALARIES PAID FROMBERG AND OTHER TEACHERS
IN 1929 TO THOSE PAID IN 1953*

Teaching Position	Salary paid in 1929 [#]	Salary paid in 1953	Per Cent Change
In large city high schools	\$1485	\$1577	+ 6%
In small city high schools	1064	1259	+18%
In large city elementary schools	1139	1394	+22%
In small city elementary schools	807	1102	+37%
In small town elementary schools	674	977	+45%
In Fromberg High School	749	1175	+57%
In Fromberg Elementary School	587	1101	+88%
The Fromberg Administrator	1305	1555	+19%
Large city principals	2755	2497	- 9%
Small city principals	2105	1833	-13%

*Converted to purchasing power: 1904 = 100%

[#]Figures for teachers other than those in Fromberg taken from:
Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now,
1955, p. 44.

APPENDIX B

School Expenditure Tables

TABLE 14. A PERCENTAGE COMPARISON OF EXPENDITURES IN THE FROMBERG PUBLIC SCHOOL DURING THE PERIOD 1939-1956, USING THE 1939-1941 PERIOD AS A BASE*

Year	Teacher Salaries	Books & Supplies	Janitor's Salary	Utilities, Maint., & Repair	Library	Transportation	Fixed Costs	Buildings & Equip.	Board & Clerk	Total Costs
1939-41	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
1942-44	151	96	110	113	127	128	23	17	111	123
1945-47	234	86	159	133	176	160	198	102	197	187
1948-50	308	112	188	148	519	173	439	151	101	244
1951-53	346	174	208	208	689	202	427	86	153	271
1954-56	434	186	252	268	804	268	540	179	274	349

*The average expenditures of the three-year period, 1939, 1940, and 1941, were used as a base in developing this compilation.

TABLE 15. THE EXPENDITURES OF THE FROMBERG SCHOOL SYSTEM CONVERTED TO REAL PURCHASING POWER IN TERMS OF 1904 VALUES*

Year	Teacher Salaries	Books & Supplies	Janitor's Salary	Utilities, Maint., & Repair	Library	Transportation	Fixed Costs	Buildings & Equip.	Board & Clerk	Total Costs
1939-41	\$ 6675	\$609	\$ 774	\$1340	\$ 88	\$1461	\$191	\$1600	\$208	\$12946
1942-44	9625	546	796	1460	67	1750	166	220	216	15012
1945-47	12725	419	985	1462	79	1868	303	1101	178	19120
1948-50	14000	455	966	1325	193	1714	564	1352	140	20709
1951-53	14600	639	976	1691	234	1784	493	703	193	21313
1954-56	16775	640	1108	2040	256	2210	583	1370	323	25305

*The "real expenditure" figures are based upon and have been compiled from the Consumer Price Index published by the Bureau of Labor Statistics and the Federal Reserve Bank of New York, cited by Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, 1955, p. 92.

TABLE 16. THE EXPENDITURES OF THE FROMBERG SCHOOL SYSTEM CONVERTED TO A PERCENTAGE OF THE 1939-1941 COSTS WHEN BASED UPON 1904 PURCHASING POWER*

Year	Teacher Salaries	Books & Supplies	Janitor's Salary	Utilities Maint., & Repair	Library	Transportation	Fixed Costs	Buildings & Equip.	Board & Clerk	Total Costs
1939-41	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
1942-44	144	90	103	109	76	120	87	14	104	116
1945-47	191	69	127	109	90	128	158	69	86	148
1948-50	210	75	125	99	219	117	294	85	67	160
1951-53	219	105	126	126	266	122	258	44	93	165
1954-56	251	105	146	152	292	151	305	86	155	195

*The "real expenditure" figures are based on and have been compiled from the Consumer Price Index published by the Bureau of Labor Statistics and the Federal Reserve Bank of New York, cited by Ruml, Beardsley, and Tickton, Sidney G., Teaching Salaries, Then and Now, 1955, p. 92.