

Utah State University

DigitalCommons@USU

---

All Graduate Theses and Dissertations

Graduate Studies

---

5-1957

## Comparison of Two Plans for Administration Organization of the School Districts of Sanpete County

Leon F. Christiansen

Follow this and additional works at: <https://digitalcommons.usu.edu/etd>



Part of the [Educational Leadership Commons](#)

---

### Recommended Citation

Christiansen, Leon F., "Comparison of Two Plans for Administration Organization of the School Districts of Sanpete County" (1957). *All Graduate Theses and Dissertations*. 1660.

<https://digitalcommons.usu.edu/etd/1660>

This Dissertation is brought to you for free and open access by the Graduate Studies at DigitalCommons@USU. It has been accepted for inclusion in All Graduate Theses and Dissertations by an authorized administrator of DigitalCommons@USU. For more information, please contact [digitalcommons@usu.edu](mailto:digitalcommons@usu.edu).



COMPARISON OF TWO PLANS FOR ADMINISTRATION ORGANIZATION  
OF THE SCHOOL DISTRICTS OF SANPETE COUNTY

by

Leon F. Christiansen

A thesis submitted in partial fulfillment  
of the requirements for the degree

of

DOCTOR OF EDUCATION

in

EDUCATION

UTAH STATE AGRICULTURAL COLLEGE  
Logan, Utah

1957

## ACKNOWLEDGMENT

The author is appreciative of the cooperation and generous assistance in the preparation of this study by the members of the committee, Dr. E. A. Jacobsen, Dr. John C. Carlisle, Dr. Howard Stone, and Dr. George Blanch; to them, my thanks. Special appreciation is expressed to Dr. E. A. Jacobsen for his advice, guidance, and assistance in this study. I wish to express my appreciation to the North and South Sanpete School Districts and their superintendents, Howard Evans, Spafford Sumsion and Maurice Barnett.

I am also grateful and express my thanks to my wife, Marjorie Sorenson Christiansen, for her encouragement.

---

## TABLE OF CONTENTS

CHAPTER	Page
ACKNOWLEDGMENT . . . . .	i
I. INTRODUCTION TO THE PROBLEM . . . . .	1
Statement of problem . . . . .	7
Procedures . . . . .	8
Organization of material . . . . .	9
II. THE BACKGROUND AND HISTORICAL FACTS RELATED TO SANPETE COUNTY . . . . .	11
The Mormon village made possible central schools . . . . .	13
The first Mormon schools . . . . .	14
The Sanpete colonists . . . . .	15
Development of Sanpete school system . . . . .	17
Some school legislation in Utah . . . . .	17
Consolidation of schools . . . . .	23
State school superintendent urges seven districts consolidate . . . . .	25
III. REVIEW OF LITERATURE . . . . .	28
The place of the local school district . . . . .	29
Criteria for a good administrative unit . . . . .	33
The state commission . . . . .	60
County reorganization . . . . .	61
Statements of criteria . . . . .	63
IV. THE FINDINGS AND DISCUSSION OF THE SOUTH SANPETE SCHOOL DISTRICT AND THE NORTH SANPETE SCHOOL DISTRICT . . . . .	67
Application of criteria . . . . .	68
V. SUMMARY AND CONCLUSIONS . . . . .	128
Summary . . . . .	128
Conclusions in terms of the criteria . . . . .	137
BIBLIOGRAPHY . . . . .	145
APPENDIX . . . . .	150



LIST OF TABLES

Table	Page
1. Sanpete County's school population between the age of six and eighteen years old attending school in 1909 . . . . .	21
2. Tax levy of Sanpete county in 1914-15 and tax levy of 1915-16 with mill increase or decrease by school consolidating . . . . .	22
3. Report of school census taken the month of October each year - South Sanpete School District . . . . .	69
4. Report of school census taken the month of October each year - North Sanpete School District . . . . .	70
5. Size and characteristics of effective schools of South Sanpete School District . . . . .	73
6. Size and characteristics of effective schools of North Sanpete School District . . . . .	74
7. Administrative and supervisory staff of South Sanpete School District schools . . . . .	77
8. Administrative and supervisory staff of North Sanpete School District schools . . . . .	78
9. Administrative and supervisory staff of the South Sanpete school district and North Sanpete school district . . . . .	78
10. Number of staff and qualifications of teaching staff of the South Sanpete School District . . . . .	80
11. Number of staff and qualifications of teaching staff of the North Sanpete School District . . . . .	81
12. Opinion concerning desirability of consolidating district with some other district . . . . .	90
13. Opinion on whether economies would result from consolidation with some other districts . . . . .	91
14. Feasibility of further consolidation of attendance areas with the district . . . . .	92

LIST OF TABLES

Table	Page
15. Opinion concerning economies through consolidation of attendance areas within district . . .	93
16. Opinion concerning adequacy of services in district as they are being provided . . . . .	94
17. Opinion. Could more services be provided by consolidating district with some other district.	95
18. Our school district has studied the possibility of consolidating with another school district . . .	95
19. Opinion concerning whether or not consolidation of your district with another would improve the educational program for our children . . . . .	96
20. The approximate industrial factors and occupations . . . . .	105
21. The approximate industrial factors and occupations . . . . .	106
22. The approximate religion and racial composition of the people living in the North Sanpete school district . . . . .	107
23. The approximate religion and racial composition of the people living in the South Sanpete school district . . . . .	108
24. Trend in population . . . . .	109
25. A satisfactory school meets the needs of youth at a level effectively and economically in South Sanpete school district . . . . .	110
26. A satisfactory school meets the needs of youth at a level effectively and economically in North Sanpete school district . . . . .	111
27. Assessed valuation for South Sanpete school district . . . . .	113
28. Assessed valuation for North Sanpete school district . . . . .	114
29. Assessed valuation for the South Sanpete and North Sanpete school districts . . . . .	114

LIST OF TABLES

Table	Page
30. Local school tax levy for South Sanpete school district . . . . .	115
31. Local school tax levy for the North Sanpete school district . . . . .	116
32. Local school tax levy for South Sanpete and North Sanpete school districts . . . . .	117
33. Per capita of school population assessed valuation of South Sanpete school district . . . . .	119
34. Per capita of school population assessed valuation of North Sanpete school district . . . . .	120
35. Per capita assessed valuation of South Sanpete and North Sanpete school districts . . . . .	120
36. School bonds outstanding of South Sanpete school district . . . . .	121
37. School bonds outstanding of North Sanpete school district . . . . .	121
38. School bonds outstanding of South Sanpete and North Sanpete school districts . . . . .	122
39. Sites and building value of the South Sanpete school district . . . . .	123
40. Sites and building value of the North Sanpete school district . . . . .	124
41. Sites and building value of South Sanpete and North Sanpete school districts . . . . .	124
42. Expenditures and per capita cost of the South Sanpete school district . . . . .	125
43. Expenditures and per capita cost of the North Sanpete school district . . . . .	126
44. Per capita cost of South Sanpete school district and North Sanpete school district . . . . .	126

## CHAPTER I

### INTRODUCTION TO THE PROBLEM

Educational administration exists to develop and guide the educational program. Every local public school system is a legal agency of the state for the conduct of public education. State laws usually set up the administrative units for school districts and places upon local boards of education the responsibility for the management of the local schools. Such boards represent the people of the state, and the district, and they perform a large number of legally designated functions.

The constitution of the State of Utah states clearly the responsibility for the maintenance and establishment of the schools. The following are extracts from the Utah constitution pertaining to such responsibility:

Section 1. The Legislature shall provide for the establishment and maintenance of a uniform system of public schools, which shall be open to all children of the State, and be free from sectarian control.

Section 2. The public school system shall include kindergarten schools; common schools, consisting of primary and grammar grades; high school; an agricultural college, a university, and such other schools as the Legislature may establish. The common schools shall be free. The other departments of the system shall be supported as provided by laws.<sup>1</sup>

As the constitution places the responsibility on the legislature to provide and maintain schools, the legislature

---

1.. School Laws of the State of Utah. State Department of Public Instruction. E. Allen Bateman, Superintendent. State Board of Education of Utah. 1955. p. vii.

has passed laws to organize and govern school districts throughout the state. In 1915 legislation was enacted which made it mandatory that the small local school districts in every county be organized into larger administrative units.

The real reason why these relatively small counties were allowed to organize two or three districts under the law probably was one of expediency. J. Preston Creer, Superintendent of Schools of Utah county in 1915, and one of the men who worked with the legislature for the enactment of the law, states that certain political leaders of great importance in the legislature, refused to support the measure unless it permitted these counties to divide. Leaders in favor of consolidation desired to secure support for the compulsory features of the proposed law, framed the bill to permit the division.<sup>2</sup>

This permitted several counties to organize these small administrative units. Sanpete county organized two separate school districts.

Education is vital to the welfare of a nation; therefore, it is important that continuous effort be exerted to improve the administration of school districts and administrative units. Administration of local units has undergone a vast transformation, especially during the last half century.

Results of school district reorganization may be viewed in a number of ways. Frequently progress is measured in terms of the number of local districts eliminated by incorporating their territory into larger units. Results may likewise be measured by increases in the number of new districts having certain characteristics commonly associated with efficient

---

2. E. Allen Bateman. Development of the County Unit School District in Utah. Contributions to Education No. 790, Teachers College, Columbia University, New York. 1940. p. 64.

local administrative units. Such methods have obvious practical values in looking at the results of reorganization and ascertaining its progress. The validity rests on the conviction that larger districts are more capable of providing the scope and quality of services required in a modern program of education than can be provided effectively and efficiently by districts of small size.

However valid this conviction may be, the establishment of larger districts is not a magic process automatically resulting in the improvement of educational services. It merely makes such improvements possible. In other words, the larger district constitutes a more adequate structure which enables local people to provide more efficiently a better education for their children.

This does not mean that school district reorganization is not directly concerned with better schools. Its important outcomes are educational in nature. Improvement of educational opportunity is the primary consideration. This is the underlying purpose of reorganization legislation and the guiding principle which charts the course for reorganization leaders.

The test lies in what is done for the pupils. Reorganization is the essential first step, but implementation of its purposes must come after the new districts have been created.<sup>3</sup> For this reason, in viewing results of reorganization it is important to examine the educational changes made in such

---

3. C. O. Fitzwater. Educational Change in Reorganized School Districts. U. S. Department of Health, Education, and Welfare, Washington, D. C. 1952. pp. 1-2.

districts after their establishment.<sup>4</sup>

In a very real sense counties have grown up with the nation. Transplanted in the early Atlantic seaboard colonies from England, their origin dates back to the ninth century when the English kingdom was established. The first colonial organization in this country came in 1634 when the colony of Virginia, growing in population and settled area, was divided into eight shires or counties. By the time of the American Revolution all of the colonies except Georgia and Rhode Island had established county governments.<sup>5</sup>

The county is the most universal pattern of local government in the United States. Although the influence of the county varies from region to region and even within states, almost everywhere rural people are strongly county minded.<sup>6</sup>

Education in Sanpete county can be best understood as it is analyzed in its relation to its historical background. This is reflected in the life of the people who founded the State. The first settlers of Utah came from predominantly the New England states and brought with them the pattern of school organization that was familiar to them.

The Mormons of Utah developed a system of church government that established a line of authority from the Church

4. Op. Cit., C. O. Fitzwater. p. 2.

5. John A. Fairlie and Charles M. Kniun. County Government and Administration. The Century Company, New York. 1930. pp. 1-23.

6. Shirley Cooper and C. O. Fitzwater. County School Administration. Harper & Brothers. New York. 1954. pp 1-2.

presidency downward. Although Utah became a territory in 1850, civil government existed only as it was a part of church government. Under such government, school organizations were controlled by the church organization. Under this form of government the Mormons had complete control of their schools in the early history of Utah.<sup>7</sup>

CONSOLIDATION...Consolidation of two or more small districts into one union district represents a commonly used device for getting a larger tax base and greater pupil enrollment together for educational purposes. Although educators have vigorously championed the consolidation of schools serving rural areas for more than one hundred years, relatively little progress has been made compared with the size of the task.

Cyr declares that this failure may be attributed to two main factors:

- (1) the lack of means of transportation and communication which makes effective consolidation possible, and (2) the lack of methods and techniques to bring about satisfactory consolidations.<sup>8</sup>

THE COUNTY UNIT...Frequently, the general recommendation has been made that the county be employed as the basic unit of administration in all states. This was particularly true twenty or thirty years ago when Cubberley and others strongly advocated this system as the best answer to the many

7. John Clifton Moffitt. The Development of Centralizing Tendencies in Educational Organization and Administration in Utah. The University of Chicago Libraries, Chicago, Illinois. 1940. p. 3.

8. Frank W. Cyr. Needed Research on the Reorganization of School Districts in Rural Areas. Teachers College Record XXXVII (January, 1937). p. 293.



administrative problems confronting education, particularly in rural areas.

Hart and Peterson summarize the reasons which have led to a demand for the county unit as follows:

1. the need for an administrative unit larger than the district;
2. the desire of professional leaders to give a more efficient and more professional school administration to the county;
3. the depopulation of rural localities which of necessity warrants the consolidation of small school districts into a larger area;
4. the necessity of transplanting both the principles and the business methods of city school administration into rural districts;
5. the need for supervision;
6. the need for better school buildings, and
7. in a broad sense, the need for equality of educational opportunities within the county.<sup>9</sup>

The fundamental purpose of consolidation of any type is to give to the county schools, especially in the rural areas, the advantages and benefits of organization and administration comparable to that enjoyed by children in the more progressive urban areas. The combining of the districts into one large unit makes it possible to pool the wealth of the county, to place the county schools under the control of one board, and under the direction and supervision of more competent and professionally trained leadership. A large area for taxation and supervision makes it possible to equalize both the burdens of support and educational opportunity.

Evidence of the effectiveness of the county unit for reaching these objectives lies in the fact that twelve states

9. F. W. Hart and L. H. Peterson. The County Unit of School Administration in Theory and Practice. California Quarterly Journal of Secondary Education, IX. January, 1934. p. 152.

have adopted the system in part or in whole, and revenue for school purposes is produced to some extent on a county-wide basis in thirty-three states.<sup>10</sup>

The county educational program, like public educational programs everywhere in the nation, has the task of preparing people for intelligent, socially effective, and personally satisfying citizenship. It is the purpose of the school districts to organize to the best of their ability to provide this service.

The study was selected to help develop some procedures and guides for school districts that wish to study the problem of consolidation of administrative units. The study will show some of these procedures and applications. It is designed to show approaches for further consolidation of administrative units.

#### STATEMENT OF PROBLEM

The central problem of the study is to determine the potential advantages and disadvantages that might result from the union of North Sanpete and South Sanpete School Districts into a single administrative unit.

Corollary to this problem is that of establishing some of the major elements in a procedure to be followed in the consolidation for other school districts.

Essential to both purposes is the formulation and

10. Timon Covert. Larger Units for Educational Administration: A Potential Economy. Pamphlet No. 45 United States Office of Education, Washington, D. C. U. S. Government Printing Office. 1933. pp. 38-39.

validation of criteria in terms of which the quality of a school administrative unit may be determined and to indicate the type of information upon which decisions may rest.

Delimitation. This study has been limited to the administrative units of North Sanpete and South Sanpete School Districts. The study is based primarily on the administrative units as they exist in Sanpete county as of the date of the study.

The principles and procedures developed in this study may serve as a guide for other districts that wish to study the problem of consolidation of administrative units.

#### PROCEDURES

The following procedures have been used in accomplishing this research:

1. This dissertation reports a study of the administrative units of North Sanpete and South Sanpete School Districts. Each school district was compared with the criteria recognized or recommended for a good administrative unit.

This study compared each school district as separate units with what might take place if the school districts were consolidated into one county administrative unit.

2. A survey of the literature was made with special attention given to the history and development of administrative units, and the criteria for a good school district was developed.

3. After developing the criteria of an adequate administrative unit, data sheets were made to collect the data

needed. By appointment the Boards of Education of North Sanpete and South Sanpete School Districts were contacted separately, and the plan of study was presented to them. Each board accepted the study and pledged its support and cooperation. Each board directed its superintendent and staff to lend all the assistance possible.

An opinion poll was used to collect information from the parents of the sixth grade students of each district. Personal interviews were used whenever possible; in other cases letters were used to contact resident and former superintendents of the two school districts.

4. Interviews with lay citizens and former superintendents of each school district were used. Data were needed to find the attitude of the people toward consolidation. Historical facts were collected in order to understand the present school organization of Sanpete County.

5. The data collected on population trends, geographical factors, size of school district, administrative and supervisory staff, assistants to administrative staff, teaching staff, finance, debts, buildings program, transportation, and educational program offered were analyzed.

#### ORGANIZATION OF MATERIAL

In chapter II, the historical factors, the background of the people and the settlement of Sanpete County are discussed. The chapter attempts to give insight into the school districts established.

In chapter III, the general characteristics and the

criteria for an adequate school district are developed and reviewed. These are designed to help guide in the evaluation of the two Sanpete School Districts. The chapter gives the characteristics and the criteria for a good school district.

In chapter IV, a discussion of the findings of the two Sanpete school districts is presented. The districts are evaluated in terms of established criteria of what constitutes a good school district.

In chapter V, the study is summarized, conclusions listed, and special reference is made to needs for further research observed by the author in conducting the present study.

## CHAPTER II

THE BACKGROUND AND HISTORICAL FACTS  
RELATED TO SANPETE COUNTY

The purpose of chapter II is to develop a background of Sanpete County and the two school districts which will help to give an understanding of the present school organizations of each school district.

Education in Sanpete County can be understood only as it is viewed in relation to the culture and the historical background of the colonial life of the religious people who were the pioneer founders of the territory. Their religious objectives and motives for coming hundreds of miles westward from the inhabited border of the American frontier must be understood, their peculiar and compact ecclesiastical organization with its own ideology, the plan of their church control, and their ideas of education must be analyzed, for these essentially determined their educational organization and administration during the first decades of their school history.

The Church of Jesus Christ of Latter-day Saints developed a system of church government that stressed a line of authority from their leaders (Joseph Smith and Brigham Young) to the membership of the church. Civil government existed only as it was a part of the church organization. The Mormons<sup>11</sup> settled

---

11. John Clifton Moffitt. The History of Public Education in Utah. Deseret News Press, Salt Lake City, Utah. 1946.  
p. 3.

close to the church headquarters and they depended upon it for leadership and direction. Under church government a diverse independent school organization was impossible. Probably no group of American people has had more highly centralized control than the Mormons in early Utah history.<sup>12</sup>

The "Journal of History" contains many detailed accounts of the church, and many references to schools are made. On December 13, 1856, Brigham Young gave the instructions to the bishops to establish schools in all wards.<sup>13</sup> Within this same month, the "Journal" reports several schools had been started in the settlements.<sup>14</sup>

EDUCATION AND MORMON THEOLOGY...Mormon theology contains many promises of reward for learning. Promises to the faithful are frequently enumerated, such as, "receiving increased knowledge and wisdom". Some of the more common beliefs are indicated in the following statements:

Seek not for riches but for wisdom.<sup>15</sup>

Seek ye diligently and teach one another words of wisdom; yea, seek ye out of the best books words of wisdom; seek learning even by study, and also by faith.<sup>16</sup>

12. Op. Cit., John Clifton Moffitt. p. 3.

13. Journal of History. M. S. Church Library, Salt Lake City, Utah. 1856. p. 10.

14. Ibid. p. 11.

15. Joseph Smith. The Doctrine and Covenants. The Church of Jesus Christ of Latter-day Saints, Salt Lake City, Utah. 1928. Sec. 11:7.

16. Op. Cit. Sec. 88:118.

He that keepeth his commandments receiveth truth and light, until he is glorified in truth and knoweth all things.<sup>17</sup>

The glory of God is intelligence.<sup>18</sup>

Whatever principle of intelligence we attain unto in this life, it will rise with us in the resurrection; and if a person gains more knowledge and intelligence in this life, through diligence and obedience than another, he will have so much the advantage in the world to come.<sup>19</sup>

It is impossible for a man to be saved in ignorance.<sup>20</sup>

These religious concepts greatly influenced the effort expended for education in the early history of the Mormon church.

#### THE MORMON VILLAGE MADE POSSIBLE CENTRAL SCHOOLS

The chief characteristic of Mormon colonization was the village life in every settlement. The Utah pioneers possessed a distinct difference from other pioneers who came westward across the American continent. The first people to build permanent homes typically lived a rural and rather isolated life. Only after farm lands were improved and other common interests were developed, were towns and cities built. The Mormons reversed this order, and they had a social, religious, and educational life different from that which had commonly characterized the settlers of the Mid-west and West. The Utah pioneers invariably lived in compact groups. Occasionally for

17. Op. Cit. Sec. 93:28.

18. Op. Cit. Sec. 93:36.

19. Op. Cit. Sec. 130:18, 19.

20. Op. Cit. Sec. 131:6.



a period of time, all people lived within a fort for common protection against the Indians. As Indian danger decreased, the village was plotted, lots were issued, and town residences were erected. When the village began, churches and schools were built.

The somewhat typical procedure of establishing colonies in new locations and the immediacy with which cities were plotted and schools and churches built may be noted in the case of the Sanpete area.

From the beginning of Utah history the people have not lived in strictly rural communities. Deeply embedded in their religious philosophy has been an injunction to build towns or cities. This religious concept became basic for the plan of colonization by which Utah was settled and continued to grow. Wherever the Utah pioneers settled, they planned and built towns. Through cooperation they built school houses and churches. Schools usually demanded their immediate attention. Levi Edgar Young says:

From an examination of the history of thirty-eight towns of the state, we find that, without any exception, a school was opened during the first season of their history.<sup>21</sup>

#### THE FIRST MORMON SCHOOLS

Shortly after the church came into existence in 1830 it began a system of organized proselyting. Male members of the new denomination needed to be instructed both in general education and in the theological doctrine they were to teach.

21. Levi Edgar Young. The Pioneers and Early Education. Utah Educational Review. Vol. VI (1913). p. 41.

This necessitated the establishment of an educational program that would train those who were to participate in the ministry. Schools for this purpose, therefore, were provided. At first, both children and adults were admitted, but the schools were so well attended that children were soon excluded to accommodate those who were to serve as advocates of the new religion.<sup>22</sup>

Education in Sanpete county can be understood only as it is analyzed in its relation to the historical background of the colonial life of the religious people who founded the state of Utah.<sup>23</sup>

In its origin and development, the public school system was a local institution. Beginning with the cooperation of neighbors and small communities to provide such education as they thought needful for their children, schools have always operated as community institutions.

#### THE SANPETE COLONISTS

In June, 1849, a delegation of Ute Indians under Chief Walker appeared in Salt Lake City and asked that colonists be sent to Sanpete valley to teach the Indians how to build homes and till the soil. A company of about fifty families left Salt Lake City for the southern part of the valley late in the autumn of 1849. They were under the direction of Isaac Morley, Seth Taft, and Charles Shumway. The company went due south to Salt Creek Canyon, through which they made a road into Sanpete

22. Deseret News. Salt Lake City, Utah. December, 1851.

23. Newton Edwards. The Courts and the Public Schools. University of Chicago Press, Chicago, Illinois. 1941. p. 1.

Valley, and on the evening of November 22, they pitched camp on the present site of Manti. It was a bitter cold winter with lots of snow; many families lived in dugouts. Levi Edgar Young stated:

In the spring of the year after crops were planted and log cabins built, a log schoolhouse at Manti was built under the direction of Isaac Morley. Jesse Fox became the first school teacher and so<sup>24</sup> began the educational program of Sanpete County.

Milton Hunter in his discussion of Sanpete county states the following:

From Manti, settlers had established thriving communities on several canyon streams. In the spring of 1852 James Allred and others had founded Spring City on Canal Creek eighteen miles northwest of Manti.

Madson D. Hambleton, Gardner Potters, and about a dozen families erected a cluster of houses immediately below the present townsite of Mount Pleasant and commenced clearing the land. The crops which they raised were excellent, and their success attracted other pioneers. At first the little colony was known as Hambleton's Settlement, but it grew rapidly into the rather important city of Mount Pleasant.

One of the most enterprising and attractive towns in Sanpete Valley is Ephraim. It is beautifully situated on Pine Creek to the base of the Wasatch mountains, in the center of the valley. The city was planned in regular Utah pioneer fashion of ten acre blocks with streets six rods wide.

The first settler of Ephraim was Isaac Behunin who located there in the fall of 1852. Within a little over a year after its establishment it boasted a population of 311 persons.<sup>25</sup>

- 
24. Levi Edgar Young. The Founding of Utah. Charles Scribner and Sons, San Francisco, California. 1923. pp 177-8.
25. Milton R. Hunter. Utah in Her Western Setting. Sun Litho. Co., Salt Lake City, Utah. 1946. p. 356.

Whenever a Mormon group settled, they set up their own school, and so Sanpete developed schools separately governed by each community.

#### DEVELOPMENT OF SANPETE SCHOOL SYSTEM

In the early history of Sanpete County each town, if the population warranted, had a school district. All functions of directing local education were carried on by the trustees. They hired the teachers, bought the supplies, levied the taxes, and built the schoolhouses.

Hunter made the following observation of the local school systems:

The method of having so many school districts and local school boards was lacking in efficiency, uniformity of school subjects taught, and in equalized educational opportunities for the Utah citizens.<sup>26</sup>

#### SOME SCHOOL LEGISLATION IN UTAH

One of the outstanding events in the development of Utah's public school system was the movement to consolidate the school districts on a county basis in 1905.

Early school legislation in Utah pertaining to the formation of county units was designed to establish school districts with pupil populations large enough to provide a comprehensive educational program. Legislation enacted in 1905 made it permissive for county commissioners to establish county-unit districts in all counties that had a school population of 3,000 or more. At this time only seven of the

26. Milton R. Hunter. Utah in Her Western Setting. Sun Litho. Co., Salt Lake City, Utah. 1949. p. 541.

twenty-eight counties in the state had enough children of school age to permit them to form county units under the provision of the law.

In improving educational opportunities for the Utah schools, the legislature voted a special tax (1910) for the support of high schools and the following year passed a law which authorized the county commissioners to consolidate the districts in a way that would best promote the cause of education.

During the ten year period following 1905 the population in the state increased until other counties became eligible to form county-unit districts. Eight counties took advantage of the permissive legislation and formed county-unit districts; four counties attempted reorganization and failed; and four counties took no official action.<sup>27</sup>

In 1915 legislation was enacted which made it mandatory that the small local school districts in every county be reorganized into larger administrative units.

Bateman summarizes the consolidation of Utah schools as follows:

The bill, therefore, permitted the creation of more than one school district in five counties of the state. Each of the eight counties that had consolidated under the optional plan, except Salt Lake, had organized only one district in the county. However, after the enactment of the high school law of 1911, two high school districts had been organized in each of Utah, Juab, and Sanpete counties and three such districts had been organized in Summit county.

---

27. E. Allen Bateman. Development of the County Unit School District in Utah. Contributions to Education No. 790, Teachers College, Columbia University, New York. 1940.

Although each was divided into distinct regions by industrial and physical conditions, it is probable that other counties were forced to organize on a single district basis were also divided by similar conditions. The real reason why these relatively small counties were allowed to organize two or three districts under the law probably was one of expediency. J. Preston Creer, Superintendent of Schools of Utah County in 1915, and one of the men who worked with the Legislature for the enactment of the law, states that certain political leaders of great importance in the legislature, refused to support the measure unless it permitted these counties to divide. Leaders in favor of consolidation desired to secure support for the compulsory feature of the proposed law, framed the bill to permit the division.

The bill became law without serious opposition. The house passed it by a vote of thirty-seven to eight; it was passed by the senate after minor amendments, without a dissenting vote; and the house concurred in the amendment by a vote of thirty-eight to three.<sup>28</sup>

CONSOLIDATION OF THE SCHOOL DISTRICTS...An article appearing in the Manti Messenger, August 26, 1909, which seems to express at least the feeling that prevailed in Manti on school consolidation, is as follows:

The consolidation of the school districts of the county is a question receiving much discussion right now, and it is high time it was, as the county commissioners at the time of their last session were pretty thoroughly converted to the move and unless some pretty strong opposition develops will doubtless consolidate at their next meeting, about ten days hence. It is possible this action will prove satisfactory to all but we would like to see the public study the question before action is taken.

The proposition is to consolidate all the schools of the county into one general district, governed by a board of five trustees that will take the place of the trustees of the schools, will be supreme. This board will be appointed by the<sup>29</sup>

28. Op. Cit. E. Allen Bateman, p. 64.

29. Manti Messenger, Manti, Utah. August 26, 1909.

commissioners to hold office till next December, after that the county will be formed into five divisions, each division to elect one trustee.

At present the county has 17 districts with 51 trustees drawing a salary of \$2049. Consolidation would mean five trustees, drawing salaries not to exceed \$1500. Another object sought is to close some of the smaller schools and haul the pupils to a larger school, thereby giving them the advantages of the best graded schools and supplying less teachers in the smaller schools where at best they cannot hope to give pupils the benefits to be derived at larger schools. This would give the pupil in the remotest corner of the country an equal chance with the one in the city.

The principal objection developing in Manti seems to be the fear that their schools will not be allowed to continue in the work planned for the immediate future, and carry on the work fully as planned, and for which the city has been bonded and a large indebtedness assumed. Having voluntarily shouldered this responsibility they feel that they should be allowed to continue this work, and they fear a board of five from different parts of the county may not favor assuming this indebtedness and continuing the course outlined.

As one district the county would be rather too large and a feeling is growing to form two districts with six trustees. This feeling is more noticeable in the north end of the county where indebtedness now standing is but little more than half that standing in that portion south of and including Ephraim. The school population is not sufficient to admit such a consolidation however, without being submitted to a vote of the people. The question is more important than most of the public realize and is not receiving the attention by the public that it should. Come out tonight to the meeting.<sup>30</sup>

This news article shows the concern of the people regarding school consolidation in 1909. It showed the fear they had toward school consolidation, also their thinking as a town and not as a county unit. During this school year there were approximately 5400 students in the schools of Sanpete County.

30. Op. Cit. Manti Messenger. August 26, 1909.

School statistics show the distribution of school population of 6-18 years of age as published in the Manti Messenger to be:31

Table 1. Sanpete County's school population between the age of 6 and 18 years old attending school in 1909.

Axtell	52
Centerfield	285
Chester	94
Ephraim	642
Fairview	565
Fayette	67
Fountain Green	270
Gunnison	564
Indianola	31
Manti	704
Mayfield	168
Meadowville	44
Milburn	61
Moroni	494
Mt. Pleasant	728
Pleasantview	22
Spring City	378
Sterling	119
Wales	110
Total	<u>5,398</u>

The following table shows the levy paid in 1914-15 and how much increase or decrease the mill levy was by consolidation

31. Manti Messenger, Manti, Utah. August 26, 1909.



of Sanpete County into school districts in 1915.<sup>32</sup>

Table 2. Tax levy of Sanpete county in 1914-15 and tax levy of 1915-16 with mill increase or decrease by school consolidating.

Town (1915-16)	Mill Levy 1914-15	Mills Increase or Decrease 1915-16
Chester	21	- 3½
Ephraim	19	- 1½
Fairview	19½	- 2
Fayette	18	- ½
Fountain Green	21½	- 4
Gunnison	18½	- 1
Indianola	15	+ 2½
Manti	15	+ 2½
Mayfield	16	+ 1½
Meadowville	14½	+ 3
Moroni	21½	- 4
Mt. Pleasant	22½	- 5
Pleasant View	17	+ ½
Spring City	19½	- 2
Sterling	17	+ ½
Wales	17	+ ½

It is noted that Manti shows the greatest increase in the tax levy of the larger cities. The writer of the news article also states the increase is really two mills more than is shown as this district would have dropped the levy two mills this season leaving the total tax of 13 mills, whereas it will be 17½ mills under consolidation. The table shows that all

32. Manti Messenger. Manti, Utah, August 20, 1915.

districts were taxed at  $17\frac{1}{2}$  mills. The county saved money on the consolidation as revealed by the mill levy.<sup>33</sup>

The floods of Mt. Pleasant destroyed papers filed between the years 1905-1915 of the Pyramid paper. The Ephraim paper does not have a complete file. The Manti Messenger has been relied upon because a complete record is available for these years.

#### CONSOLIDATION OF SCHOOLS

In an editorial in the Manti Messenger written by Editor Boyden the following statements were made:

School will open Monday, September 13, 1915 under the new consolidation. The system has been given us against our will, so far as Manti is concerned, but we are assured it is a good thing. It will be largely experimental this year and its success or failure will depend principally upon the management.

The first term under consolidation will be under the administration of the following Board of Education - J. B. Jacobsen, President, D. W. Thompson, Vice President, Clyde Whitlock, John M. Knighton, A. E. Fjelsted, E. T. Reid, Superintendent, Joseph Christensen, Clerk and Ernest Bardsley, Treasurer. There are 2616 students between the ages of 6 - 18 years old and 200 students over-aged who will attend high school.<sup>34</sup>

Sanpete County, having a school population over 5400, was eligible to consolidate its schools in 1905. Superintendent Larson made the first recommendation to create a county school district on September 4, 1906. The county commissioners denied the request. The question was revived in 1908 and was again denied. In 1909 a petition was again presented to the

33. Manti Messenger, Manti, Utah. September 10, 1915.

34. Op. Cit. Manti Messenger. September 10, 1915.

commissioners, and committees from various school districts met with the commissioners. The general attitude of the people appeared to be against consolidation, and the commission again refused to consolidate.

Bateman in his research of the Sanpete County records found the following:

During the period of 1906 to 1909, opposition to consolidation appears to have centered in the southern part of the county, especially in the towns of Manti and Ephraim.

The Manti Commercial Club, after a series of meetings on the problem, voted unanimously to oppose it. A meeting of district school trustees of the county, held in Ephraim on August 26, 1909, voted against consolidation by a majority of seven to one. The principal objection to consolidation appears to have arisen from fear that a county board of education would interfere with the local building program and the school work for which the buildings were designed.

After the passage of the high school law in 1911, the county superintendent of schools recommended the consolidation of the county into either one or two county school districts of the first class rather than the creation of separate high school districts. At this time meetings were held with representatives of all districts and the question was thoroughly discussed, but on February 6, 1912, the commission voted to leave the local districts as they were because they thought that consolidation could not be successful under the existing law. Two high school districts were then created.

Interviews with residents of Sanpete county gave information that the commissioners would have consolidated the schools in 1912 if the law had not limited the tax rate for county school districts of the first class to such an extent that Sanpete county could not maintain its school if it consolidated. This point of view agrees with data presented by the state superintendent, which show that between 1911 and 1913, insofar as ability to raise revenue was concerned, counties were actually penalized by creating county school districts of

the first class.<sup>35</sup>

Utah school superintendents who served during the period of county consolidation believe much progress was gained.

Following is the conclusion taken from an address given by Charles H. Skidmore at the convention of the Department of Superintendents, Cleveland, Ohio, February 27, 1934.

Experienced administrators who have served in both consolidated and non-consolidated county school districts invariably praise the county unit school organization for its efficiency and economy.

The dollar expended under the county unit organization is made to render a greater service than under a small, or local unit organization. Money spent for special school offerings which result in desirable accomplishments and which are accepted in our modern life as practical accomplishments, is regarded by school patrons generally as a good investment.<sup>36</sup>

Through the facilities of modern transportation, students may come to a good rural high school from a radius up to twenty-five or more miles. At such a high school they have the privilege of choosing from a broader elective course of study in addition to the regular academic subjects which will enrich their educational experiences.

STATE SCHOOL SUPERINTENDENT URGES  
SEVEN DISTRICTS CONSOLIDATE

There has not been any change in the school laws on consolidation of school districts since 1915, and Utah has undergone a tremendous change in population and industry during

35. Edward Allen Bateman, Development of the County-Unit School District in Utah. Teachers College, Columbia University, New York. 1940. pp. 58-59.

36. Charles H. Skidmore. Economies Effected Through County Consolidation. Utah Department of Public Instruction. February 27, 1934.

this period.

Consolidation of seven small school districts into three was recommended by E. Allen Bateman, State Superintendent of Public Instruction, in a section of his biennial report released 1954.

He urged the coming legislatures to create county-wide school districts in Juab, Summit, and Sanpete counties.

Superintendent Bateman noted that Utah has made "commendable progress" in eliminating needlessly small districts but no further action has been taken since 1915.

Bateman commented on the commission's survey as follows: The Public School Survey Commission recommended consolidation, but a proposed constitutional amendment was defeated in the 1953 special session. That amendment, however, would have opened the way to combined second class city districts with other districts in the same county. Superintendent Bateman said the defeat "probably was fortunate" in that it might have resulted in districts too large for the objective of more efficient administration.

Since no second class city districts are involved in Juab, Summit, and Sanpete counties, Bateman said, no constitutional amendment would be needed and the "Legislature has authority to proceed with the needed consolidation at once."

He recommended that consolidation be made effective as of June 30, 1957, in order to permit election of school board members for the new districts in November, 1956.

The report noted that educational authorities are not

agreed on the minimum size of a school district, population-wise, but the weight of opinion indicates at least 3000 school-age children.

At the other extreme, the report saw no advantages to be gained by consolidation which would send a district above 10,000 school population.

In each of these counties, the people are accustomed to working together on problems relating to county government. Consolidation of the small school districts would not destroy any essential element of democratic control of schools and would permit better organization and operation of the school program in each county.<sup>37</sup>

---

37. E. Allen Bateman, Superintendent of Public Instruction of Utah, Biennial Report. State Board of Education. 1954. pp. 18-19.

## CHAPTER III

## REVIEW OF LITERATURE

Chapter III will review the literature on school organization with special emphasis placed on the criteria for a good educational program. The purpose is to formulate and document the criteria of a good administrative unit.

Because the Federal Constitution does not mention education as a responsibility of any branch or agency of the national government, this responsibility has been assumed to belong to the several states by virtue of the Tenth Amendment, which reads:

All powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

This amendment has been traditionally interpreted, in relation to education, as if it ended with the word, "respectively", as if "or to the people" had not been added.

Under the generally accepted interpretations of the Federal Constitution, the state is recognized as the legislative and administrative unit in the management of control of schools. This priority of the state in educational matters applies not only to its relations with the Federal Government, but also with reference to its own local educational subdivisions. This very fundamental point has been well stated as follows:

Education is, then, a state as contrasted with a local function. Local districts are creatures of the state for the carrying out of the obligations of the state to educate its citizens....Local districts may be created, altered, or abolished as the legislature sees fit without the consent of the inhabitants thereof. Legally it is possible for the legislature to determine educational matters in all districts in every detail. As a matter of practice, the legislature delegates to various agencies or officers many of the details of school administration, but such procedure arises only from the fact that the legislatures consider it impractical or unwise to enact legislation in such detail as to provide for every contingency in every school district in the state. The fact that this procedure is followed in no way implies that the legislature has not the power to adopt if it deems wise.<sup>38</sup>

#### THE PLACE OF THE LOCAL SCHOOL DISTRICT

Government in the United States is classified as local, state, and federal, and it is sometimes said that these are three levels of government. Such a description is hardly accurate, because it suggests a hierarchy, whereas the real distinction is one of function. The public schools, having been developed in neighborhoods and communities through the cooperative efforts of families, have from the beginning been considered as primarily of local concern and their maintenance and control as a major function of local government.

The strong sentiment for local control of the public schools is understandable. To the people everywhere, and especially in rural areas, the public schools have indeed been "a cradle of democracy." They influence home and family living in some of its most vital aspects, guide children during the most formative years of their lives, and shape the moral and

---

38. R. R. Hamilton and P. R. Mort. The Law and Public Education. Foundation Press Inc. 1941. pp 15-17.



ethical standards that determine the tone of community living. The government of the schools has consisted of more than making budgets, levying taxes, accounting for financial expenditures, and exercising control over policies; it has provided unequalled opportunities for thousands of citizens to understand the real meaning of democracy through active participation in its processes as members of boards of education or as participants in public school meetings.

Local autonomy has been one of the principal issues in the conduct of the public schools, especially in the reorganization of school districts, and seldom have educational leaders or legislators been willing to circumvent it. On the contrary they have sought ways of securing active participation of the citizens in larger local areas - areas that can command the resources more nearly adequate to the kinds of educational programs needed. The extent to which citizens actively and intelligently participate in the reorganization of a local school unit has come to be accepted as one of the chief measures of a satisfactory reorganization.

Social and economic changes have resulted in the need for modification in the kind and extent of educational opportunities that should be provided for children and youth. It is a fundamental principle of good government that each unit of government should be able to perform the functions and services required of it; it logically follows that when circumstances render a local unit inadequate for the performance of its functions, its structure, organization, and resources should be

changed. If it is essential to preserve local units of school administration, it follows that it is imperative to create local units that can perform the services required of them.<sup>39</sup>

Because of the importance of these activities to the continuance of our plan of government and our way of life, the right of the local community to formulate its educational policies and control its schools has been jealously guarded in all parts of the country. Despite the fact that education is legally a state function, and that school districts are created in accordance with state law, it is accepted almost as a principle that school districts ought not to be abolished or altered without the consent of the citizens living in the areas affected. Even in the few instances in which state legislatures have established entirely new systems of local school organization, the control of schools has been delegated to local boards of education usually chosen by popular election and changed in the organization and location of schools have taken place by reason of the desires of a majority of the people affected.

SCHOOL ORGANIZATION CHANGES....Throughout the country there is a strong movement toward school district consolidation. This gives promise of better schools and improvement in the quality of education. The Utah Taxpayers Association made the following statement:

From 1942 to 1952 the number of school districts in the country was reduced from 108,597 to 67,343 or

---

39. Howard A. Dawson and Floyd W. Reeves. Your School District. Department of Rural Education, Washington, D. C. 1948. pp. 44-46.

thirty-eight percent. The reduction in Illinois was the largest or from twelve thousand one hundred thirty-eight to three thousand four hundred eighty-four. In Idaho the number was reduced from one thousand one hundred forty-eight to three hundred five with further reduction under way.

Although much progress has been made in school consolidation, there is much to be done. The Utah Taxpayers Association noted the following:

In 1953, according to the United States Office of Education, in the forty-three states surveyed - which contained eighty percent of the total school enrollment of the nation - fifty-two percent of all schools contained nine and twenty-one hundredths of school enrollment and were one-room schools. South Dakota was highest with eighty-four percent; Nebraska seventy-nine percent, Iowa seventy-three percent and Wisconsin not far behind with seventy-two percent. In Utah four percent or twenty-three out of five hundred nineteen schools were in this class. This shows what can be done. From the point of view of both school organization and operation there is vast room for improvement.<sup>40</sup>

The number of school districts in the different states ranges from 15 in Delaware to more than 10,000 in Illinois. Utah has at the present, 40 school districts.<sup>41</sup>

DEFINITION OF SCHOOL DISTRICT CONSOLIDATION. . . A school administrative district includes all the area under a single system of local school administration, under the jurisdiction of a single board of education.

School district reorganization refers to the creation of a new school administrative district by combining the

<sup>40</sup>. Utah Taxpayers Association. Bulletin No. 11, November, 1954.

<sup>41</sup>. Institute of Administrative Research. Teachers College, Columbia University, published by the National Education Association, 1201 16th Street, N. W., Washington, D. C. 1948. p. 33.

territory of two or more smaller administrative units which are abolished upon establishment of the larger district. In some instances the new administrative unit is called a consolidated school district, meaning that it constitutes a combination of two or more former administrative districts.

School district reorganization may or may not result in the consolidation of schools. The attendance units in existence prior to reorganization may be left unchanged.<sup>42</sup>

#### CRITERIA FOR A GOOD ADMINISTRATIVE UNIT

The success or failure of American public education depends primarily upon the efficiency of local school systems, which, in turn, are greatly affected by the size and character of the local administrative units. Since many of them are evidently too small, their enlargement has been the theme of constant discussion by school planners and a perennial object of attention by state legislatures.

The principal objective of these efforts has been the elimination of indefensibly small school districts and the substitution of them by adequate local units. Three measures of adequacy have been approved: (1) enough pupils to justify the operation of a broad, twelve-year curriculum; (2) enough well prepared teachers, supervisors, administrators, and others to operate the program efficiently; and (3) enough financial resources, when combined with state and other aids, to maintain satisfactorily the program and personnel.<sup>43</sup>

The criteria for a good administrative unit will be

<sup>42</sup>. C. O. Fitzwater. Educational Change in Reorganized School Districts. U. S. Department of Health, Education and Welfare. Washington, D. C. 1952. p. 4.

<sup>43</sup>. Benjamin Floyd Pittenger. Local Public School Administration. Mc-Graw Hill Book Company, Inc. New York. 1951. p. 26.

reviewed and documented by the authorities in the field of school administration.

THE NUMBER OF PUPILS NEEDED TO MAKE A SATISFACTORY ADMINISTRATIVE UNIT...The number of children and youth to be educated is, of course, a first essential in determining the size of the county educational enterprise.

The number of pupils for a satisfactory school district has been determined as being at least 1200 pupils between the ages of 6 and 18. If it has a much smaller number, it can offer a good program only at great cost per pupil. The more pupils it has up to 10,000, the broader the program it can offer at reasonable cost. If its enrollment is much below 10,000, it should team up with other basic units in larger intermediate districts in order to supplement its services.

In areas where school district administrative units of this size would be impracticable it is thought that school districts should have the minimum of 3,000 children. The trend in the United States is toward larger administrative units.<sup>44</sup>

School districts which range in size from 2,000 to 3,000 pupils in average daily attendance, are large enough to operate in an economical manner and provide a good instructional program, but they cannot usually supply a full program of services until they enroll approximately 14,000 students, Emmitt J. Bohne concluded after a study of "Criteria for the Size of Local School Administrative Units", a doctoral study at Stanford

<sup>44</sup>. The National Commission on School District Reorganization. A Key to Better Education. National Commission of School District Reorganization, Washington, D. C. 1947. pp. 10-11.

University, 1950.<sup>45</sup>

Dr. E. Allen Bateman, Superintendent of Public Instruction for the State of Utah, in his biennial period ending June 30, 1954, made the following statement:

School district consolidation should be made only for the purpose of improving the quality of the educational program. Authorities do not always agree as to the desirable minimum size of a school district, some placing it as low as 1500 school population, but the weight of opinion seems to favor a minimum population of 3000 school age children. For districts in excess of 3000, there is no compelling reason for further consolidation on the basis of school population.<sup>46</sup>

The American people, schooled in local self-rule, have altered and are continuing to adapt one of their oldest governmental institutions to the demands of changing conditions. The lack of widespread uniformity in population size and physical characteristics highlights the accomplishments the people have achieved through the countywide action.<sup>47</sup>

In an attempt to determine the minimum size of satisfactory local school administrative units Alonzo Briscoe set up the following criteria;

1. Ability of the unit to secure skilled and continuous educational leadership.
2. Economy in the use of the time of the leadership employed.

45. School District Reorganization. Phi Delta Kappa, 2034 Ridge Road, Homewood, Illinois. 1951. p. 18.

46. E. Allen Bateman. The State of Utah Department of Public Instruction. Utah State Board of Education. 1954. p. 17.

47. Shirley Cooper and Charles O. Fitzwater. County School Administration. Harper & Brothers, New York. 1954. p. 2.

### 3. Economical use of the funds spent for general control.

After these criteria were applied to the schools of Maryland and Connecticut it was concluded that a satisfactory local school administrative unit must employ at least 40 teachers. It was also concluded that no further economies are gained through size after the unit reaches 250 teachers, but that there is a rapid gain in economy as the size of the unit increases up to between 70 and 200 teachers.<sup>48</sup>

The number of pupils needed for a satisfactory administrative unit ranges from 1200 to 12,000 students between the age of 6 and 18. A school district of 3,000 pupils seems to be large enough to operate in an economical manner and provide a good instructional program but they cannot usually supply a full program of services until they enroll approximately 12,000 students.<sup>49</sup>

The trend is toward larger administrative units.

SIZE AND CHARACTERISTICS OF EFFECTIVE SCHOOLS...The primary purpose of a local school administrative unit is to provide an adequate educational program for all resident children and youth. It has been well established that the most effective school districts should have the following characteristics:

1. Only those administrative units are satisfactory that are large enough to provide schools in which:

48. Op. Cit. The National Commission on School District Reorganization. p. 85.

49. Op. Cit. The National Commission on School District Reorganization. p. 85.

a. The enrollment in the kindergarten and grades 1 to 6 is not fewer than 175 pupils with at least 7 full-time teachers, a more desirable minimum being 300 or more pupils with 12 or more teachers.

b. The enrollment in junior and senior high school grades is not fewer than 300 pupils, or 75 pupils of each age group, with a minimum of 12 full-time teachers.<sup>50</sup>

For a satisfactory school it is believed that elementary pupils should not travel more than 45 minutes, and high school pupils not more than an hour each way between home and school. Each elementary school should serve well-established neighborhoods or a small community center; each high school serves a larger community.<sup>51</sup>

Satisfactory local school administrative units provide the services of educational and business administration; supervision of attendance, instruction and transportation, school library services, physical and health examinations of children; specialists for the identification of a typical child; the services of school psychologists and nurse-teachers; and a research staff. In localities where the schools must of necessity be small, the central staff of the administrative unit should include special teachers in instrumental and vocal music, art, and specialized types of vocational education. In order to perform these services a school administrative unit should have according to Dawson and Reeves:

50. Howard A. Dawson and Floyd W. Reeves. Your School District. Department of Rural Education. 1948. p. 130.

51. Op. Cit. Howard A. Dawson and Floyd W. Reeves. p. 11.



- a. At least 1200 pupils between ages 6 and 18. Economies will result up to enrollments of 10,000 pupils ages 6 to 18.<sup>52</sup>

SIZE OF LOCAL UNITS...The average of the desirable characteristics of reorganized school districts as recommended by competent authorities would make a fairly satisfactory local school district. Recommendations by a number of authorities can be summarized as follows:

1. Local school units should be organized or reorganized in terms of the functions to be performed.

2. Since one set of functions is to provide an adequate education for the boys and girls of the area served it should conform to the minimum size necessary for efficiency.

3. The minimum size necessary for efficiency includes the following standards:

- a. Grades 1 to 6 - 220 pupils and 7 teachers.
- b. Grades 7 to 12 - 240 pupils and 10 teachers.
- c. Grades 7 to 9 - 260 pupils and 8 teachers.
- d. Grades 10 to 12 - 250 pupils and 8 teachers.
- e. Since one set of functions is social, it should conform to the area of the natural socialized rural community.

4. Where the density of population is too small and hence the natural sociological rural communities are too small to provide for a school meeting the minimum standards of size, communities should be combined, with the central school or high school located in the strongest of the communities.<sup>53</sup>

SMALL SCHOOLS HAVE A HIGH PER CAPITA COST...Where schools are

---

52. Ibid. p. 131.

53. M. L. Cushman, School District Reorganization. Phi Delta Kappa, 2034 Ridge Road, Homewood, Illinois. 1951. p. 19.

compared on the basis of similar program, the smaller the school the higher is the per capita cost. In elementary schools the cost per pupil tends to decrease rather rapidly up to an enrollment of about 100 pupils and to decrease less rapidly to nearly 300 pupils. There is evidence that per pupil cost in elementary schools for a given program remains fairly stable for enrollments of about 300 to 1,000 pupils.<sup>54</sup>

In high schools the per capita cost decreases rapidly to approximately 200 pupils and decreases less rapidly up to nearly 700 pupils. Some studies indicate that per pupil costs of a given program remain fairly stationary between school size of 700 to 3,000 pupils.<sup>55</sup>

The per capita cost in a school is related not only to the size (enrollment) but also to the breadth and quality of the program. When administrative units consist of small schools, the program cannot be broadened or enriched except at exorbitant cost.

Efficient schools provide a maximum of educational service at a minimum cost per pupil.<sup>56</sup>

ADEQUATE ADMINISTRATIVE SUPERVISION STAFF...The minimum standards for satisfactory administrative unit derived by Dawson from a study of the cost of an adequate educational program, the cost of providing the necessary administrative

54. William P. McLure. School District Reorganization. The Phi Delta Kappan. April, 1951. pp. 27-28.

55. Ibid. p. 20.

56. Ibid. p. 21.

and supervisory services, and the relationship between these two classes of expenditures were much more definite. From a study of practices in city and county unit school systems he found 31 persons are needed to provide the necessary administrative and supervisory functions in a standard administrative unit if overlapping of important functions is to be avoided.

- 1 superintendent
- 1 assistant superintendent
- 1 clerk for superintendent
- 1 business manager
- 1 bookkeeper and clerk for business manager
- 1 supervisor of buildings and grounds and transportation
- 2 attendance officers
- 2 clerks for attendance officers
- 1 psychologist
- 4 nurses
- 1 clerk for nurses
- 1 director of guidance
- 1 librarian
- 1 general supervisor
- 1 director of research
- 1 supervisor of atypical classes
- 1 supervisor of music
- 1 supervisor of art and writing
- 1 supervisor of health
- 1 supervisor of manual arts and vocational subjects
- 1 adult education coordinator
- 2 supervisors of physical education
- 3 clerks for supervisors

A school district large enough to permit the employment of such an administrative and supervisory staff at a cost bearing a reasonable relationship to the total cost of the educational program would have 12,000 pupils. Recognizing that an organization of this size would be impracticable in many rural districts, Dawson suggested modification that would permit various numbers of the administrative staff to perform more than one type of service.<sup>57</sup>

<sup>57</sup>. Op. Cit. Howard A. Dawson and Floyd W. Reeves. pp. 132-133.

The National Commission on School District Reorganization followed Dawson's recommendation with little change. After describing the educational program and the numerous general and special services which a modern local school system should provide, the commission stated:

Practices in the better school systems of the country indicate that a staff of from 30 to 40 persons will be needed to perform these services. A school district large enough to permit the employment of such a staff, at a cost bearing a reasonable relationship to the total cost of the educational program will need to have an enrollment of from 10,000 to 12,000 pupils.

In areas where an organization of this size would be impracticable, various numbers of the administrative staff may perform more than one type of service and principals, teachers, with specialized preparation may be used as supervisors in special areas of the curriculum. Employment of a staff large enough to provide the necessary administrative and supervisory services with median modification would require an administrative unit with an enrollment from 5,000 to 6,000 pupils. A maximum modification which would permit the employment only of a superintendent, a nurse-attendance officer, and a book-keeper-clerk would require about 1800 pupils.<sup>58</sup>

The trend is toward the elimination of the smaller administrative units and the establishment of larger units.

A report of the proceedings of a conference called by the Commissioner of Education, Washington, D. C., established the following principles concerning the setting up of administrative units for public schools:

The local unit of school government should be sufficient in size and resources to maintain schools that possess all major characteristics of satisfactory

58. Op. Cit. Report of the National Commission on School District Reorganization. pp. 260-262 .

schools and should be able to offer a complete educational program covering 12 years of instruction for all the children within its borders.

It should be sufficient in size to maintain, at a reasonable cost, desirable administrative and supervisory services.

The type of school district organization is closely associated with public school support. Any proposed modification in the plan for distribution of State subventions should be studied in relationship to the school district organization.

Since population and resources are subject to modification, and means of transportation also constantly improving, school district boundaries should be flexible.<sup>59</sup>

FACTORS RELATED TO THE ORGANIZATION OF ADMINISTRATIVE UNITS...A number of factors influence the organization of school districts and attendance units.

Among the more important are agricultural employment, rural population mobility, and rural birth rates; transportation facilities; the need to extend the former educational program to higher grade levels; and, more recently, the need to provide educational opportunities for adults. Other programs that are rapidly becoming the responsibility of the schools are health education, health services, vocational education, the education of handicapped persons, guidance, and educational services for young children. All of these factors must be considered in the organization of school districts and school attendance units designed to meet effectively the needs of present day society.<sup>60</sup>

Large numbers of boys and girls, men and women in rural sections all over the land are being robbed of opportunity for suitable education, and citizens are getting a low-quality education for their tax dollars in many places. All because

59. Reorganization of School Units. Bulletin No. 15. United States Office of Education. 1935. p. 48.

60. Op. Cit. National Commission on School District Reorganization. p. 19.

the school districts through which they buy education are too undersized and anemic, to deliver a full measure of modern educational goods.<sup>61</sup>

Education and civilization are based upon the characteristics which distinguish man from the other animals, the powers of articulate speech, of connected thought, and of inventing and making tools, weapons, clothing, and shelters.<sup>62</sup>

The education of the past has handed to the present many problems for solution. The historically minded educators will attack them with the vision provided by an experience far wider and more extended than his own view, even wider and more extended than that of any one people or epoch. This is as it should be.<sup>63</sup>

A SMALL COUNTY UNIT ADMINISTRATIVE STAFF...In relatively small county-unit districts a small staff of capable professional employees working under the general direction of the county superintendent has developed a forward-looking program of education in a typical rural county. A county-unit district with a little less than 5,000 students needs a professional staff to assure a good educational program.<sup>64</sup>

The professional staff of the county superintendent's

---

61. Ibid. p. 20.

62. H. G. Good. A History of Western Education. Macmillan Company, New York. 1947. p. 4.

63. Ibid. p. 560.

64. Charles O. Fitzwater and Shirley Cooper. County School Administration. Harper and Brothers, New York. p. 285.

office includes a director of instruction, who acts in the capacity of an assistant superintendent; a supervisor of instruction, an attendance officer, and a county librarian. Non-professional personnel include the supervisor of transportation, the bus drivers, the building mechanic and his crew of workmen, the lunch supervisor, and the secretarial assistants and clerk of the board of education in the superintendents office.<sup>65</sup>

The professional staff in this unit is not large enough to permit much specialization of function. Each staff member assumes a wide range of possibilities.<sup>66</sup>

CHANGE IN EDUCATIONAL UNITS...School districts are instruments created and sustained by people to serve them. As such their structure and function are modified from time to time as conditions change and new needs arise.

Each and every device for administrative control is an integral part of a single structure of administrative organization. It is not one or the other, but all of them, functioning in the manner in which the people of the state deem it best to use them. When conditions change so that any level of administrative control is not serving the people well, its functions and its structure will be changed in the future as they have been in the past.<sup>67</sup>

The weaknesses of the small-district system became manifest to thoughtful observers even before it had achieved its greatest strength. The early recognition of these weaknesses was chiefly responsible for the rise of state controls and

65. Ibid. p. 285.

66. Charles O. Fitzwater and Shirley Cooper. County School Administration. Harper and Brothers, New York. 1954. pp. 284-285

67. Ibid. p. 101.

also led to various devices for enlarging of the local districts. The rapid rise of city school systems after about 1820 and the use of counties as units of school support and control in some states are early examples of the movement toward larger local organizations.<sup>68</sup>

SIZE AND QUALIFICATIONS OF TEACHING STAFF...Size and qualification of staff is important. A satisfactory district has a corps of teachers, each one qualified to do a particular job well. It can provide one or more teachers for each grade or subject. It can employ specialists to give help in reading difficulties, health education, attendance problems, and pupil guidance. It can assemble a competent staff of administration, supervisors, and clerks to help teachers teach better and to set up good conditions for learning.

School districts and schools to be satisfactory must be big enough to provide all needed educational staff and services or supplements them by being part of a larger district.

The location of schools and the area which each covers are determined by the following three basic factors:

1. The number of pupils and teachers needed for a good program.

- a. For each elementary school bring together pupils so that at least one teacher may be provided for each grade. In six-year elementary schools 300 or more pupils are desirable.

- b. For each high school bring together not fewer than 300 pupils and a faculty of

---

68. Op. Cit. Benjamin Floyd Pittenger. p. 28.



not fewer than twelve teachers.

2. The travel time required of pupils.

a. That elementary pupils are required to travel not more than 45 minutes and high school pupils not more than one hour each way between home and school.

3. The national community groupings.

a. That each elementary school serves a neighborhood or small community center; each high school serves a larger community or area.<sup>69</sup>

The administration and finance of a satisfactory school district has its own board of education responsible to the people of the district. The superintendent is the chief executive officer responsible to the board. The board has ample resources from districts and state funds to provide essential services on a sound basis.<sup>70</sup>

SMALL DISTRICTS LOSE GOOD TEACHERS...The inadequacies of thousands of small school districts is most clearly shown in their inability to attract and keep well-qualified teachers. It is true that some of the best teachers in America are in small schools of rural districts, but it is difficult for such districts to keep them. Once their abilities are recognized, larger city schools offer them higher salaries, more secure tenure, and more favorable working and living conditions. In almost every state the small schools in rural areas are the proving ground for substantial numbers of teachers for urban

69. Op. Cit. The National Commission on School District Re-organization. pp. 10-11.

70. Op. Cit. W. R. Flesher. p. 11.

schools.

The emergency conditions during and following the recent war have increased and emphasized the long-standing handicap of small rural schools through the loss of teachers to better paying positions in cities.<sup>71</sup>

SCHOOL BUILDINGS AND ADMINISTRATIVE OFFICES...Educational plants cannot be evaluated intelligently until the scope of the program, curriculum content, and basic educational methods have been determined. The decisions can be made only with a sound philosophy of the aims and purposes of education as a base. Educational aims and objectives are not easy to define because education for an ever-changing society must be dynamic. Yet it is both an opportunity and an obligation for the local school system to undertake this task as the first step in a building program.

The collection, organization, and interpretation of data for the formulation of a sound school plant program are of major importance. In some situations these data are kept current and their implications continuously studied and re-studied by the superintendent of schools and the board of education. This procedure is desirable for all districts; but because it is not commonly practiced, a special effort in the form of a survey is often found necessary immediately prior to a plant expansion or school improvement program.

THE SCHOOL PLANT...The school building should emphasize:

---

71. Op. Cit. Howard A. Dawson and Floyd W. Reeves. p. 20.

(1) Optimum space allotments for instruction, administration, and auxiliary and community services; (2) flexibility in structural plan to permit ready adaptation to the changing content and methodology of education; (3) comfortable and efficient visual and hearing conditions; and (4) adequate provisions for heating and ventilating.<sup>72</sup>

Large buildings tend to score higher than small buildings. Larger school buildings are more economical to build and maintain because the facilities can be utilized to a better advantage. The purpose of the school plant is to provide for the educational program. If the school is small it is too expensive to have the needed facilities or if provided they are idle part of the school day.

ADMINISTRATIVE OFFICE...The administrative function must be performed in all school districts, whether small or a large city system. There must be space for the central administrative offices of the administrative unit, either in one of the school buildings or in a separate building or buildings. Separate facilities are preferred when the size of the system justifies them.

In addition to the facilities provided for the central administrative staff of the school system, administrative space must also be provided for the administration of each school within the system.

In recent years a changing concept of administration has been emerging. The newer concept of administration is that it is a leadership or service function. Administration must lead and develop leadership; it must stimulate creative efforts; it

---

72. W. R. Flesher, Guide for Planning School Plants. Peabody College, Nashville, Tennessee. 1953. pp. 8-9.

must serve.

The administrative offices must be planned to feature hospitality, pleasant and attractive design, and ease of access for pupils, teachers, and the public. Administrative space must be designed for (1) meeting the public, (2) administrator-public-pupil conferences, (3) routine office work, (4) inside and outside communications, (5) pupil guidance,<sup>73</sup> counseling, and (6) keeping and filing records.

The central administrative office should have ample size in the superintendent's office for small group conferences and a comfortable working room. The many services of the superintendent's office have expanded until a competent staff is needed. This staff of supervisors, clerks, and secretaries need ample space and rooms for their work. Each school district needs a work room, a book storage room, a supply storage room; and it has been proven that a repair room has been a worthwhile addition.

GEOGRAPHIC FEATURES...School districts must have geographic features that make it relatively easy for the people to contact one another. They should have good improved roads linking the communities together. A number of factors influence the organization of school districts. Among the more important are agricultural employment, rural population mobility, and transportation facilities. Topography must be adaptable to consolidation. The county is the pattern used mostly for the division into school districts. Generally the topography has in varying degrees been the determining influence on drawing

---

<sup>73</sup>. Op. Cit. W. R. Flesher. p. 82.

the boundary line of counties.<sup>74</sup>

ATTITUDES TOWARD SCHOOL CONSOLIDATION...The strength of the county depends upon the attitudes, interests, understandings, and social patterns of social participation of the people living in it. There is no better measure of that strength than the amount and variety of participation of the people in formal and informal countywide group activity. The fact that a group organizes itself on a county basis indicates its membership has a strong county consciousness to begin with.

The real strengthening process begins when a county group tackles a problem, develops a program, or accomplishes a purpose.<sup>75</sup>

Political forces, and public sentiment have, in combination, proved almost unsurmountable barriers to county consolidation.

Paradoxical as it may seem, counties are becoming stronger as the result of the national and state governments taking responsibility for service functions earlier regarded as matters of local concern.<sup>76</sup>

The real starting point in any program of school district reorganization is the decision of the people as to the kind of educational program they need and want. The American people expect a great deal from their schools. It is now generally recognized that many specialized services not now available in most small districts are necessary for adequate educational

---

74. Op. Cit. Howard A. Dawson. pp. 25-27.

75. The Council of State Governments, State-Local Relations, Chicago, Illinois. 1946. p. 216.

opportunities. These services include guidance, psychological services; special services and opportunities for handicapped children; supervision of attendance; supervision of instruction; health services, libraries, specialized vocational education for youth; and adult education.<sup>76</sup>

SCHOOL DISTRICT ORGANIZATION NEVER STATIC. . Many people living in small rural school districts have been aware of the educational opportunities their children were missing, and as a result some progress has been made in school district reorganization.

The problems of adaptation and reorganization of administrative units of school administration are never completely and permanently solved. Changes in the structure of social and economic life are continually creating new types of educational needs and vitally affecting the nature and extent of the resources available for educational purposes. Frequently, patterns of community life that a generation ago were well adapted to the support of an educational program and to participation in its activities have changed. The attendance areas of many school districts no longer conform to the boundaries of either neighborhood or community. An educational program that was satisfactory for a pioneer community would be very unsatisfactory at the present time, and the educational opportunities offered by the schools a decade ago, or even in most school districts operating at the present time, have many serious limitations when viewed in the light of present day problems.

The changes in the structure of school district organization that are now needed should not be surprising. Throughout the history of American public schools, there are indications on every hand that school organization has not been regarded as static and permanent. On the contrary, it has been looked upon as a means by which the people may facilitate the use of a part of their resources for the education of their children and of themselves. Despite

---

76. Op. Cit. Howard A. Dawson and Floyd W. Reeves. pp. 22-23.

much seeming resistance to change, the many modifications that have been made in school district organization indicate the willingness of the people to make needed adaptations in the administrative structure which supports the controls their schools as new educational needs arise and as new means of meeting them are developed.<sup>77</sup>

In general, the people in small school districts are making earnest and conscientious efforts to provide good educational opportunities for their children. They tax themselves heavily to get good teachers and equipment for their schools; but much of this effort is wasted because of the inadequacy of small administrative units. Adequate supervisory assistance is vitally needed and usually lacking. When there is lack of consolidation the educational experience of children is likely to be seriously limited and to be poorly adapted to their individual needs.<sup>78</sup>

A SATISFACTORY SCHOOL DISTRICT MEETS THE NEEDS OF YOUTH EFFECTIVELY AND ECONOMICALLY...A satisfactory school district meets the educational needs of all age groups within its boundaries. To do this it must do the following:

1. Bring all children into school at the age of six or earlier.
2. Holds at least 90 percent of its pupils until high school graduation.
3. Makes it possible for young people to secure needed education through grade 12.
4. Provides for the educational needs of adults. To be satisfactory it must have general education to

77. Op. Cit. Howard A. Dawson and Floyd W. Reeves. pp. 20-21.

78. Improving Opportunities in Rural Areas. University of New York, Albany, New York. 1946. p. 45.

develop in all citizens the ability to think clearly and act vigorously in a free society.

5. It emphasizes reading, arithmetic, and other skills needed for citizenship, for family life, and for productive work.

6. The districts must provide education comprehensive enough to meet the needs of all in the area served.

7. They permit efficient and economical school administration.

8. They give citizens an active share in shaping the policies of schools serving their communities.<sup>79</sup>

One of the most obvious results of a small school district is the inadequacy of high school opportunities for the students.

The underlying purpose of this secondary school has changed, not only in the minds of administrators and teachers, but also in the minds of parents and pupils. The high school is no longer regarded as a college preparatory institution. Its function is to prepare for life - life in the home, on the farm, in the shop, in business, in rural communities, villages, and large urban centers.<sup>80</sup>

These new and varied interests and needs called for revised curriculums, new courses, new shops, laboratories, and equipment, and additional specialized teachers. School districts that could employ a relatively large number of teachers and that have had pupil populations large enough to justify a diversified program have been able to make many of the needed

---

79. Op. Cit. The National Commission on School District Reorganization. pp. 8-9

80. Op. Cit. University of the State of New York. pp. 37-41.



adjustments in their educational offerings. In numerous small school districts, attempts to meet these new additional needs have been feeble; educational programs continue to be narrow, traditional, and academic.<sup>81</sup>

EARMARKS OF A GOOD DISTRICT...A good school district will have the following program:

1. A comprehensive program of elementary education, high school, and adult education.
2. A competent staff of teachers, administrators, supervisors, and other workers.
3. Schools properly located to:
  - a. meet community needs
  - b. be convenient to children, and
  - c. bring together enough pupils for good instruction at reasonable cost.
4. A sound way of financing and administering its program.<sup>82</sup>

INFLUENCES OF COUNTY POPULATION CHARACTERISTICS...The number of children and youth to be educated is, of course, a first essential in determining the size of the county educational enterprise. To get a sound perspective the number of pupils must be viewed in relation to such factors as birth rate, age distribution, and mobility of the people. But these are not constant factors. They vary greatly in response to social, economic, and cultural influences.<sup>83</sup>

The impact of industrialization on conditions of living

81. Ibid. pp. 42-43.

82. Op. Cit. The National Commission on School District Reorganization. p. 8.

83. Op. Cit. Shirley Cooper and Charles O. Fitzwater. p. 48.

in the rural county has by no means come entirely from outside the local situation. Deep-seated changes within agriculture itself have had a strong influence not only in the rural county but in the total national economy as well. In fact, industrialization could not have become predominant, nor living standards have reached present levels, without these changes.

The transition from predominantly agrarian to a highly industrialized economy has produced tremendous shifts in the occupational patterns of the nation's people. A century ago sixty-four out of every hundred workers were employed in agriculture; in 1947 the proportion had dropped to fourteen. The development of diversified occupational pursuits has of course been heavily concentrated in large urban centers but rural counties have also been profoundly affected.<sup>84</sup>

FINANCE AS RELATED TO SCHOOL DISTRICT REORGANIZATION...Perhaps no factor has a greater bearing on the reorganization of local school units than financing of schools. It may either accelerate or retard the organization of adequate local units. On the other hand, the type and size of local school units affect both the total cost of the educational program and the plan of apportionment of state funds to the local units. Accordingly it is in order to examine some of the major relationships of school finance to district reorganization.

Size of school and the cost of education are directly related. In general, the smaller the school the higher the

---

84. Op. Cit. Shirley Cooper and Charles O. Fitzwater. p. 57.

cost per pupil, and the smaller the administrative unit the smaller the schools maintained. Thus, the organization of administrative units is closely related to the per pupil cost of education.

A recent study of high schools in Idaho shows that schools having fewer than 50 pupils cost on the average about 53 percent more per pupil than schools having 300 or more pupils.<sup>85</sup>

An earlier study in the state of Washington showed an even more marked relationship. In that state, high schools having fewer than 50 pupils cost 67 percent more per pupil than high schools having 150 to 399 pupils. Moreover, there was a constant decrease in cost per pupil until enrollments reached 1500.<sup>86</sup>

Dawson's studies indicated that in elementary schools the cost per pupil tends to decrease rather rapidly to an enrollment of 100 pupils and to a less marked degree up to 300 pupils.<sup>87</sup>

The cost per pupil in high schools is related not only to the size of the high school but also to the variety of its offerings. It was the conclusion of the Regent's Inquiry in New York state that no high school with an enrollment that falls much below 300 pupils, unless it be an unduly expensive

---

85. John M. Booth. State School Administration in Idaho. Department of Public Instruction, Boise Idaho. 1946 p.356.

86. Washington University. A Survey of the Common Schools of Washington. Washington State Planning Council. 1938. p. 87.

87. Op. Cit. Howard A. Dawson. p. 90.

school, can be good in more than one or two phases of its program.<sup>88</sup>

DISTRICT REORGANIZATION AND TOTAL COST OF SCHOOLS...While the primary purpose of school district reorganization is not to reduce the total cost of education but to obtain better educational opportunities and a more effective use of the funds expended for education, it is nevertheless true that in most instances educational opportunity equal to that offered in numerous small units can be obtained for less expense under reorganization. In some wealthy areas reorganization would make possible better and more extensive educational opportunities for smaller expenditures. In a vast majority of cases, however, the schools will require increased expenditures following reorganization for the simple reason that more and better educational services are needed and wanted.<sup>89</sup>

Studies in Oklahoma, Wisconsin and California have indicated the possible effects of reorganization of school districts for the entire states involving a reduction from about 4900 to about 500 districts would for a comparable program of education, result in a saving of \$1,417,102 in a total annual expenditure of \$28,098,318.<sup>90</sup>

88. Francis T. Spaulding. High School and Life. The Regent's Inquiry, McGraw Hill Book Co., New York. 1938. p. 215.

89. S. P. Nanningin. California Journal of Education Research. December, 1951. pp. 356-364.

90. Henry F. Alves, Archibald W. Anderson, and John Guy Fowkes. Local School Units Project, Local School Unit Organization in Ten States. Bulletin 1938. No. 10. U. S. Office of Education, Washington, D. C. 1939. p. 12.

In Wisconsin the state superintendent of public instruction estimated that by closing 1374 small obsolete schools a net annual saving of \$1,447,000 would result.<sup>91</sup> In an extensive study that resulted in plans for the reorganization of 15 counties of California it was estimated that reorganization could provide a reduction of 7.4 percent in the cost per pupil for a comparable program and that net possible savings of nearly \$5,000,000 might be achieved.<sup>92</sup>

FINANCIAL ABILITY OF DISTRICTS AND STATE SUPPORT...All studies of the financial ability of school districts for school purposes have shown extremely wide variations in assessed valuation of taxable property per child.

The inequitable distribution of the burden of school support between farm people and the people living in village and urban centers is frequently a serious obstacle to school district reorganization. Thus, differences in the ability of local units to support schools constitute an important factor retarding reorganization of school districts. Wealthy districts often oppose mergers with poorer districts on the grounds that their financial burdens will be increased without commensurate improvement in their educational services. Poorer districts are fearful that the educational standards will be raised and this will increase their tax burdens. Material increases in

---

91. Wisconsin State Superintendent of Public Instruction. Thirty-first Biennial Report, 1942-44. p. 40.

92. The California State Department of Education in cooperation with the United States Office of Education. Study of Local School Units of California. California State Department of Education, Sacramento, California, 1937. pp. 109-110.

the state support of schools are an essential remedy for this situation.<sup>93</sup>

Usually people are willing to reorganize their schools only when they want more and better school services and educational opportunities. Many rural areas are not financially able under any plan of local taxation to finance the kind of educational program they need and want. The probability of school district reorganization that will provide adequate improvement of educational opportunities depends largely upon whether the state makes ample financial assistance available to guarantee the payment of the cost of an acceptable minimum program of education. The state should set up an equalization fund to supplement a uniform tax rate with sufficient funds to guarantee such a program.<sup>94</sup>

ASSETS AND LIABILITIES OF CONSTITUENT DISTRICTS...Bonded indebtedness for school buildings is a factor that has considerable influence on the reorganization of local school units. As a rule districts with little or no bonded indebtedness oppose consolidation with districts having large indebtedness, especially if the consolidation requires the assumption of the debt by the entire area of the newly formed district.

The reorganization law in the State of Washington gave county committees the responsibility of working out a plan for the disposal of each district's assets and liabilities as a part of the plan of reorganization. Each newly created district was thus made a special case to be worked out on the basis

---

93. Federal Security Agency, U. S. Office of Education. Statistics of State School System. U. S. Government Printing Office, Washington, D. C. 1944. p. 9.

94. Ibid. p. 10.

of local conditions. Frequently both the assets and liabilities were assumed by the newly created districts.<sup>95</sup>

In West Virginia indebtedness incurred by a magisterial or independent district before the adoption of the county unit has remained a debt against the property originally pledged as security. The county board of education imposes separate levies on the property in such districts sufficient to meet interest charges and retire the principal in the manner provided when the indebtedness was created. Buildings and equipment belonging to the magisterial or independent district prior to reorganization have become the property of the county unit board to be used in any manner deemed to be in the best interest of the educational program of the larger unit. Accumulations in any special funds of a district before the consolidation of the county unit have been transferred to the county board of education for control and expenditure, with the provision that such funds be expended for educational purposes in the part of the county where they were collected. Money in the general school funds of districts before reorganization has been transferred to the county board of education.<sup>96</sup>

The plan provided for by recent legislation in Iowa is similar to the practice followed in Washington.

#### THE STATE COMMISSION

In most states the first step in school district reorganization is the enactment of the legislation to provide for the appointment of a state commission on school district reorganization. There are advantages in giving this responsibility to a separate commission rather than to an existing board of education or department. Such a commission can center its whole attention on the problem, discharge its responsibility within a limited period, and then go out of existence, leaving

---

95. Op. Cit. Howard A. Dawson and Floyd W. Reeves. pp. 94-96.

96. Ibid. p. 96.

the operation of schools to the regular state agencies and the revived school districts.

The appointment is recommended by the governor, or otherwise, if a commission, of from five to nine lay members. The commission should be given from two to six years to complete its work.

The state commission should be held responsible for:

1. Developing standards of school districts organization to be used by the county local committee.
2. Working out procedures for making studies of school district organization.
3. Furnishing professional assistance to county or local committees.
4. Reviewing plans and proposals of county or local committees.
5. Vetoing unsound proposals.<sup>97</sup>

The state commission will need professional and clerical assistance. This should be provided under the administration of the state department of education. The chief state school officer should be a member of the state commission, without vote. Additional professional staff should include one or more persons trained in public school administration, educational finance, and rural sociology. Other professional assistance may come from the staff of the state department.

#### COUNTY REORGANIZATION

There is need for local committees organized by the boards of education of the county. The county boards of education

97. C. O. Fitzwater. Selected Characteristics of Reorganized School Districts. U. S. Department of Health, Education and Welfare. 1953. p. 13.



should be charged with this responsibility with help from the state superintendent's office. If a special committee is provided, it may be named by popular vote, by school boards, by county governing boards, by the state board of education, or by the chief state school officer. The local committee should be composed of from five to nine lay members and should be given two to six years to complete its work.

The county committee should be held responsible for:

1. Surveying the needs for reorganization in accordance with standards and procedures developed by the state.
2. Preparing a tentative plan of school district reorganization for the county including:
  - a. proposed district boundaries
  - b. proposed arrangements on bonded debt.
  - c. proposed use of disposal of school buildings.
3. Publishing the tentative plan.
4. Holding public hearings on the proposed plan.
5. Submitting the plan of district reorganization to the state superintendent's office for review and recommendations.
6. Revising the plan on the basis of the hearing and the state superintendent's office recommendations.
7. Publishing the revised plan approved by the state board of education.
8. Calling an election for a vote on the reorganization proposals unless the legislature itself has created the districts.<sup>98</sup>

The county or local reorganization committees will need

---

98. Op. Cit. The National Commission on School District Reorganization. p. 14.

professional assistance. Part of this should be provided by the superintendents of the county. Other needed professional assistance should be provided by the staff of the state school offices or the county may wish to hire an expert to aid in the study.

#### STATEMENTS OF CRITERIA

As stated previously, the success or failure of American public education depends primarily upon the efficiency of local school systems, which, in turn, are greatly affected by the size and character of the local administrative units. Since many of them are evidently too small, their enlargement has been the theme of constant discussion by school planners and a perennial object of attention by state legislature.

The principal objective of these efforts has been the elimination of indefensibly small school districts and the substitution of them for adequate local units as indicated in previous sections of this study. The criteria for measuring the adequacy of administrative units are based on many factors. Among the more important of these are the following:

1. The number of pupils to justify an adequate educational program has been determined as a minimum of between 3,000 and 5,000 students between the ages of 6 and 18. The more pupils it has up to 10,000 to 14,000, the broader the program it can offer at reasonable cost.

2. The size of schools for an adequate educational program should have enrolled in the kindergarten and grades 1 to 6 not fewer than 175 pupils with at least 7 full-time teachers,

a more desirable minimum being 300 or more pupils with 12 or more teachers. The enrollment of junior and senior high school grades should not be fewer than 300 pupils, or 75 pupils of each age group, with a minimum of 12 full-time teachers.

3. Adequate administrative supervisory staff for educational program should meet the state minimum standards to assure a good educational program. Dawson's study revealed that 31 persons are needed to provide the necessary administrative and supervisory functions in a standard administrative unit if overlapping of important functions is to be avoided. In rural areas this would be impracticable so it is suggested that staff members perform more than one type of service.

4. School districts should be large enough to employ a qualified teaching staff to assure an adequate educational program. A school district should have a corps of teachers with each individual teacher qualified to perform a particular job well. It should provide one or more certified teachers for each grade or subject.

5. School districts should have school buildings and administrative offices built in terms of the scope of the educational program and curriculum. School buildings should have space for instruction, flexibility in structural plan to meet changing content and methods in education, adequate visual and hearing conditions, and efficient heating and ventilation.

The administrative offices should be attractive and

provide easy access for pupils, teachers, and the public. The offices should be adequate for public meetings, office work, guidance-counseling, work room, and keeping and filing records. The central superintendent's office should have a conference room, a work room, rooms for staff members, a book storage room, a supply storage room, and a repair room.

6. Geographic features of a school district are an important factor in consolidation of an administrative unit. The school district should have good communication. Consolidated school districts should have good highways linking the communities and adequate transportation facilities. The topography should be free from dangerous mountain roads, and should have natural boundaries. The topography should be adaptable to consolidation.

7. Consolidation is more easily effected when the population of each school district has developed an attitude toward consolidation. These attitudes on consolidation depend upon common interests, understandings, participation, and a desire to improve the educational program.

8. A satisfactory school district is large enough to meet youth effectively and economically within its boundaries. It should bring all children between the ages of 6 and 18 together and hold at least 90 percent of the pupils until high school graduation. The districts should provide education that will meet the state requirements and comprehensive enough to meet the needs of all the areas served.

9. School consolidation is influenced by the county

population and their characteristics are essential to the school district. Population characteristics (social, economic, cultural and ethnic) influence the county educational program. The number of pupils must be viewed in relation to such factors as birth rate and age distribution.

10. Finance is related to school district reorganization. The size of schools and school districts is directly related to cost of education. Generally, the small school district maintains small schools, and the smaller the school the higher the cost per pupil. The primary purpose of school district reorganization is not only to reduce the total cost of education but to improve the educational program, and thus make a more effective use of funds expended. In the majority of cases, school districts will require increased expenditures following reorganization for the reason that more and better educational services are needed and wanted.

## CHAPTER IV

THE FINDINGS AND DISCUSSION OF THE SOUTH SANPETE SCHOOL  
DISTRICT AND THE NORTH SANPETE SCHOOL DISTRICT

In chapter IV South Sanpete and North Sanpete School Districts are measured with the criteria developed in chapter III. An effort has been made throughout this study to select and develop criteria which have received rather wide acceptance in educational practices. There is a need for testing these criteria in a variety of situations to determine their validity and limitations.

The people in rural school districts are making earnest and conscientious efforts to provide good educational opportunities for their children. They tax themselves heavily to get good teachers and equipment for their schools, but much of this effort is wasted because of the inadequacy of the small school districts. Their districts are unsatisfactory as tax bases; high cost per pupil is inevitable if more than the barest minimum of education is offered.

School district reorganization is imperative. It is imperative for the simple reason that a majority of the school districts now operating cannot give people the kind of educational program they need to deal with the complex problems of present-day life or prepare youth to cope with the problems of the future.

The people should desire an educational program of such quality and scope as to develop insight, cultural understanding, and breadth of vision that will enable different groups to work together on common problems of mutual interest. This should break down artificial economic and social barriers and promote the true ideals of democratic living. This should build up the special interests, aptitudes, and abilities of each individual and should seek to correct and remove personal shortcomings. This should insure the wise use of natural resources so as best to promote the welfare of present and future generations.

#### APPLICATION OF CRITERIA

The criteria developed and documented in the previous chapter will be applied to the two Sanpete school districts to measure the validity of the criteria and to determine the potential advantages and disadvantages that might result in consolidating these school districts into one administrative unit. If some of this criteria are not a major factor in this study, the same criteria may be a major factor in some other study.

NUMBER OF STUDENTS NECESSARY FOR A GOOD SCHOOL DISTRICT...The number of children and youth to be educated is the first essential in determining the size of the county educational program. No factor is more closely related to problems of school district reorganization than the number of students living in the school district.

The population as taken from the school census shows the school population trend for the past thirty years of South

Sanpete and North Sanpete school districts.

Table 3. Report of School Census Taken the Month of October  
Each Year - South Sanpete School District<sup>99</sup>

1925	2584
1930	2398
1938	2266
1939	2219
1940	2217
1941	2122
1942	2070
1943	2003
1944	1936
1945	1951
1946	1952
1947	1924
1948	1920
1949	1874
1950	1857
1951	1731
1952	1667
1953	1701
1954	1812
1955	1800

A study of the population trends in the South Sanpete School District as taken from the school census shows a steady decline in school population. For thirty years almost without exception each successive October has shown a decline in population. For example, in 1925 the district had a school census of 2,584, and in 1955 it had decreased to 1800.

The school census figures are larger than the school enrollment because they show all the pupils between a given age (6-18) whether they are attending private schools or are excused from public schools for various reasons, therefore the number attending school is always less. The census figures are important for this study because they show the trend in the school population. There are no apparent population

<sup>99</sup>. Superintendent of Public Instruction, Biennial Reports. State Board of Education, Salt Lake City, Utah. 1925-55.



increases visible in the South Sanpete School District, at present. Unless there is an economic change, it is reasonable to predict that the population will continue to decline.

A study of the population trends in the North Sanpete School District as taken from the school census shows a steady decline in school population.

Table 4. Report of School Census Taken the Month of October Each Year - North Sanpete School District<sup>100</sup>

1925	2770
1930	2612
1938	2282
1939	2203
1940	2190
1941	2148
1942	2114
1943	2118
1944	2014
1945	1973
1946	1910
1947	1877
1948	1842
1949	1829
1950	1754
1951	1749
1952	1595
1953	1623
1954	1653
1955	1640

For thirty years, except in 1952-53, each successive October has shown a decline in school population. For example, in 1925 the district had a school census of 2,770, and in 1955 it had decreased to 1,640. It is significant to note that North Sanpete School District had in 1955, 1130 fewer students than it had in 1925.

Dr. A. C. Lamberts, in his Educational Survey in 1947 of the North Sanpete school district, stated that it appeared

<sup>100</sup>. Superintendent of Public Instruction, Biennial Reports. State Board of Education, Salt Lake City, Utah. 1925-55.

that the school population could be projected by "using a straight line."

In conclusion, there are no apparent increases in the North Sanpete school district at present. Unless there is an industrial economic change, it is reasonable to predict that the population will continue to decline.

THE NUMBER OF STUDENTS IN SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICTS...The number of children and youth to be educated is, of course, a first essential in determining the size of the county educational enterprise.

As shown from the tables, the school population of South Sanpete school district and North Sanpete school district shows a steady decline in school enrollment for the past thirty years. At the present time it would appear that there are no foreseeable increases in these districts, unless there is an economic change.

While the trend in school population has been on the decline in these school districts, the general trend has been to increase the size of administrative units. The authorities on the size of administrative units have not been in complete agreement. The minimum seems to be between 1200-1500. If a district has a much smaller number than this, it can offer a good program only at a great cost per pupil. The literature has supporting evidence that up to 14,000 pupils, the broader the program that can be offered at a reasonable cost. In areas where school district administrative units of this size would be impracticable it is thought that school districts

should have a minimum of 3,000 pupils.

In 1925 South Sanpete school district had 2,584 students while North Sanpete school district had 2,770 students or a grand total of 5,354. Since that time there has been a steady decline in these two Sanpete county school districts. During the school year 1955, North Sanpete school district had 1640 while South Sanpete school district had 1800 with a total of the two districts being 3440. The school population of the two districts is 1914 less than they had together thirty years ago. The declining population had occurred in an era when school population is generally increasing.

If South Sanpete and North Sanpete school districts were consolidated into one administrative unit they would have approximately 3400 students. This is only 600 more students than North Sanpete had alone in 1925, and 800 more students than South Sanpete had in 1925. It is noted by the author that as the trend has been toward establishing larger administrative units, there has been a steady decline in school population in the Sanpete School Districts.

SIZE OF EFFECTIVE SCHOOLS OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...The primary purpose of a local school administrative unit is to provide an adequate educational program for all the children and youth residing in it. It has been well established that the most effective school districts should have the following characteristics:

1. Only those administrative units are satisfactory that are large enough to provide schools in which:

a. The enrollment in the kindergarten and grades 1 to 6 is not fewer than 175 pupils with at least 7 full-time teachers, a more desirable minimum being 300 or more pupils with 12 or more teachers.

b. The enrollment in junior and senior high school grades is not fewer than 300 pupils, or 75 pupils of each age group, with a minimum of 12 full-time teachers.<sup>101</sup>

Where the population is too small to provide for a school meeting the minimum standards of size, communities should be combined, with a central school located in the larger of the communities.

Table 5. Size and Characteristics of Effective Schools of South Sanpete School District, 1954-55.<sup>102</sup>

#### Schools

<u>Secondary Schools</u>	<u>Grades</u>	<u>Enrollment</u>
Gunnison Valley High School	7-12	276
Manti High School	9-12	204
Ephraim High attending Snow College	11-12	64
Ephraim Junior High School	7-10	144
 <u>Elementary Schools</u>		
Centerfield Elementary School	K-6	168
Gunnison Elementary School	K-6	208
Mayfield Elementary School	1-6	38
Sterling Elementary School	1-6	26
Manti Elementary School	K-8	395
Ephraim Elementary School	K-6	268

When the local school units of South Sanpete School District are measured against the characteristics for effective size of schools, there is a need for further consolidation of attendance units.

At the present time this district is making such a study.

101. Op. Cit. M. L. Cushman. p. 19.

102. Official Records. South Sanpete School District, Manti, Utah, 1955.

In the fall of 1955 a bond issue which was to be used to build new schools and additions to present buildings to consolidate local units was defeated. If the proposed plan for consolidating local units is put into action the school district will almost meet the size for effective schools.

Table 6. Size and Characteristics of Effective Schools of North Sanpete School District, 1954-55.<sup>103</sup>

<u>Name of School</u>	<u>Grades</u>	<u>Enrollment</u>
<u>Secondary Schools</u>		
Fairview Junior High School	7-10	110
Mt. Pleasant Junior High School	7-9	134
North Sanpete Senior High School	10-12	220
Spring City Junior High School	7-9	35
Moroni High School	7-12	240
Fountain Green Junior High School	7-9	43
<u>Elementary Schools</u>		
Fairview Elementary School	K-6	162
Mt. Pleasant Elementary School	K-6	351
Spring City Elementary School	1-6	68
Moroni (Lincoln) Elementary School	K-6	210
Wales Elementary School	1-8	39
Fountain Green Elementary School	K-6	109

When the local school units of North Sanpete school district are measured against the characteristics for effective size of schools, there is shown a need for consolidation of some of the attendance units. The board of education recognized this problem in 1947 when they employed A. C. Lambert, along with assistance from the state department of education, to make a complete study of the district. In a letter to the people April, 1948, the board of education asked the citizens to help solve the problem. The following is a statement from

<sup>103</sup>. Official Records. North Sanpete School District, Mt. Pleasant, Utah. 1955.

the letter that prefaced Lambert's study:

We have watched, over the past twenty or thirty years, our school enrollments diminish rapidly with the corresponding change in every town, community and school. It has been impossible to reduce the number of teachers needed as fast as the school population has decreased. Consequently, schools have become small and expensive, and difficulties have arisen in attempting to provide for such special subjects as music, physical education, coaching, art, home economics, libraries, and industrial arts.<sup>104</sup>

This was a comprehensive study of local units, but at present because of opposition, the small schools remain.

The small junior high schools of Fairview and Spring City should be consolidated with the Mt. Pleasant Junior High School, and Fountain Green's Junior High School should be consolidated with Moroni High School. A better educational program could be had at a decreased per capita cost.

SIZE OF EFFECTIVE SCHOOLS OF SOUTH SANPETE SCHOOL DISTRICT AND

NORTH SANPETE SCHOOL DISTRICT...The primary purpose of a local school administrative unit is to provide an adequate educational program for all the children in the district. Final approval or rejection of proposals for reorganization of local units should be made by the people in the proposed districts with approval of the entire district and with the help of the State Superintendent's office. There is evidence in both school districts for further consolidation of attendance units. Where the population is too small to provide for a school meeting the adequate size, communities should

<sup>104</sup>. Board of Education, North Sanpete School District. Letter to Citizens, Mr. Pleasant, Utah. 1948.

be combined, with a central school located in the larger community.

It has been the opinion that consolidation of administrative units would assist in consolidation of attendance units. Board of education members living in small communities feel an allegiance to the community and are aware of the pressure against closing the small schools. If he, the board member, represented more communities, he would not feel the pressure so greatly. From this standpoint there appears to be no advantage to consolidate administrative units. The local units that should be consolidated are and would be consolidated within the present districts.

ADEQUATE ADMINISTRATIVE SUPERVISION STAFF...In relatively small county-unit districts a small staff of capable professional employees working under the direction of the county superintendent has developed a forward-looking program of education in a rural county. A county-unit district with a little fewer than 5,000 students needs a professional staff to assure a good educational program.

The typical professional staff of the county superintendent's office should include a director of instruction, who acts in the capacity of an assistant superintendent; a supervisor of elementary education, an attendance officer, and a county librarian. Nonprofessional personnel include the supervisor of transportation, the bus drivers, the building mechanic and his crew of workmen, lunch supervisor, health services and secretarial assistants and clerk of the board of

education in the superintendent's office.

The professional staff in such a unit is not large enough to permit much specialization of function. Each staff member assumes a wide range of responsibilities.<sup>105</sup>

In small school districts it is impossible to supply the administrative staff that is needed. The state has recognized the importance of proper supervision, and has helped provide this service by giving a classroom unit for non-teaching personnel for every nine teachers; but even in relatively small districts this is not enough.

The district should be sufficient in size to maintain, at a reasonable cost, desirable administrative supervisory services.

Table 7. Administrative and Supervisory Staff of South Sanpete School District Schools<sup>106</sup>

Superintendent of Schools	1
Clerk of Board of Education	1
Elementary Supervisor	1
School Lunch Supervisor	$\frac{1}{2}$
School Nurse	$\frac{1}{2}$
Legal Advisor	As needed

School districts are instruments created and sustained by the people to serve them. As such, their structure and functions should be modified from time to time as conditions change and new needs arise. The South Sanpete School District for the past thirty years is continually decreasing in school population so perhaps the present staff is all it can finance.

105. Op. Cit. Shirley Cooper and Charles O. Fitzwater, p. 28.

106. Official Records. South Sanpete School District, Manti, Utah. 1955.



In small school districts the services are limited. The supervisory personnel are somewhat limited according to modern school organization.

Table 8. Administrative and Supervisory Staff of North Sanpete School District Schools<sup>107</sup>

Superintendent of Schools	1
Clerk of Board of Education	1
School Lunch Supervisor	$\frac{1}{2}$
Guidance Program	$\frac{1}{2}$
School Nurse	$\frac{3}{4}$
Serviceman	part time
Secretary and Bookkeeper	1

The administrative and supervisory staff are instruments created to serve the entire school district. The structure and function of school administration should be modified as conditions change and new needs arise.

During the past thirty years the North Sanpete school district has continually declined in school population. Usually in small school districts the administrative-supervisory personnel are somewhat limited according to modern school organization.

Table 9. Administrative and Supervisory Staff of the South Sanpete School District and North Sanpete School District<sup>108</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>
Superintendent of Schools	1	1
Clerk of Board of Education	1	1
Elementary Supervisor	1	0
Guidance Program	0	$\frac{1}{2}$
School Nurse	$\frac{1}{2}$	$\frac{3}{4}$
School Lunch Supervisor	$\frac{1}{2}$	$\frac{1}{2}$
Secretary-Bookkeeper	0	1
Utility Service	0	part time
Legal Advisor	As needed	0
Medical	0	part time

107. Official Records. North Sanpete School District, Mr. Pleasant, Utah. 1955.

108. Ibid.

When South Sanpete and North Sanpete School Districts are compared as to what might take place if they were consolidated, it is evident that, if the present staff or number were combined, the district would have a fairly good sized administrative-supervisory staff at the central office of the school district.

When each district's administrative-supervisory staff is examined, some of the essential services are missing. However, when the administrative and supervisory staffs of South Sanpete and North Sanpete school districts are compared, as to what might take place, if they were consolidated, it presents a different picture. It seems evident that if the present staffs were combined, there would be a staff of approximately nine people. This would be an adequate staff for this district. It would be necessary to shift the personnel into the areas where their services are needed. Where duplications are created it may be found necessary to reduce their personnel, and add others where services are needed. From this standpoint, the advantages of consolidation would result in giving the school district more educational services at the present combined cost, and it may result in a savings. Small administrative units are costly.

NUMBER AND QUALIFICATIONS OF TEACHING STAFF OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...Size and qualification of staff are important. A satisfactory district has a corps of teachers, each teacher qualified to do a particular job well. It can provide one or more teachers for

each grade or subject. It can employ specialists to give help in reading difficulties, health education, attendance problems, and pupil guidance. It can assemble a competent staff of administration, supervisors, and clerks to help teachers better and to set up good conditions for learning.

School districts and schools to be satisfactory must be big enough to provide all needed educational staffs and services or it supplements its efforts by being part of a larger district.

Table 10. Number of Staff and Qualifications of Teaching Staff of the South Sanpete School District.<sup>109</sup>

Elementary teachers	B. S. Degree	28
Elementary teachers	Letter of authorization	1
Elementary principals	B. S. Degree	6
Secondary teachers	B. S. Degree	33
Secondary teachers	M. A. Degree	6
Secondary principals	B. S. Degree	1
Secondary principals	M. A. Degree	2
Secondary librarians	B. S. Degree	1½

The South Sanpete School District has a staff of 77 teachers and principals. The school district has a corps of 36 elementary teachers and principals. It is noted that only one is teaching on a letter of authorization.

The school district has 41 secondary teachers and principals, and 1½ librarians. Of this group 6 teachers and 2 principals have Master of Science degrees and all other staff members have Bachelor of Science degrees. This is a fully certificated staff, but because of the size of the schools, a few of the teachers are teaching out of their major and minor fields.

109. Official Records. South Sanpete School District, Manti, Utah. 1955.

Table 11. Number of Staff and Qualifications of Teaching Staff of the North Sanpete School District.<sup>110</sup>

Elementary Teachers	B. S. Degree	18
Elementary Principals	B. S. Degree	6
Elementary Principals	M. A. Degree	1
Elementary Teachers	Letter of authorization	5
Elementary Teachers	Certificated	6
Secondary Teachers	B. S. Degree	24
Secondary Teachers	Letter of authorization	3
Secondary Principals	B. S. Degree	6
Secondary Principals	M. A. Degree	3

The North Sanpete School District has a staff of 72 teachers and principals. The school district has a corps of 36 elementary teachers and principals. It is noted that 5 of them are teaching on letters of authorization. This would be approximately 17 percent of the elementary staff authorized to teach in the "state of Utah." They have 6 teachers that are certificated but do not have a Bachelor of Science degree. Also one teacher has a Master's degree. In a time of shortage of elementary teachers it is difficult to staff the schools with certificated teachers; however, this percentage is rather high as compared with the state average.

In the secondary schools there are 36 teachers and principals. There are 30 teachers and principals who have Bachelor of Science degrees, with 3 teachers with letters of authorization, and three teachers with Master of Arts degrees. There are approximately 8 percent of the secondary teachers teaching on letters of authorization. Because of the small size of the secondary schools some teachers are not teaching in major and minor fields.

<sup>110</sup>. Official Records. North Sanpete School District, Mt. Pleasant, Utah. 1955.

The secondary principals do not have any secretarial help with the many details that principals have in a modern educational program.

NUMBER AND QUALIFICATION OF TEACHING STAFF OF SOUTH SANPETE AND NORTH SANPETE SCHOOL DISTRICT...The staff of teachers and principals of South Sanpete School District is 77, and the staff of teachers and principals in North Sanpete School District is 72, with a total for both districts of 149.

From this group South Sanpete School District has only 1 teacher teaching on letter of authorization while North Sanpete has 8. It is also noted that North Sanpete has 6 teachers who have state certificates without a Bachelor of Science degree. This would be about 6 percent of the teachers, with letter of authorization; however, some of the teachers are teaching out of their major and minor fields because of the small secondary schools.

From this point of view it would indicate that the consolidation of administrative units would not improve the certification of teachers when there is a shortage of elementary teachers. The benefits would come in providing added services from the central office and from the leadership of the supervisory staff.

SCHOOL BUILDINGS AND ADMINISTRATIVE OFFICES OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...Educational plants are created to provide the kind of educational program the people have envisioned. School districts can be consolidated without reorganization of attendance units. If this is

the case, no expenditures are necessary for new construction. Usually one of the first problems with which newly created districts are confronted is that of providing adequate buildings and equipment for the kind of educational program the people have envisioned.

Modern school buildings are aids to the educational program in an ever-changing society. It is both an opportunity and an obligation for the local school system to undertake this task of providing adequate buildings for the education of our youth.

The administrative function must be performed in all school districts, whether small or large systems. There must be space for the central administrative offices of the administrative unit, either in one of the school buildings or in a separate building. Separate facilities are preferred when the size of the system justifies it.

The central administrative office should have ample size in the superintendent's office for small group conferences and a comfortable working room. The many services of the superintendent's office have grown until a competent staff is needed. This staff of supervisors, clerks, and secretaries need ample space and rooms for their work. Each school district needs a work room, a book storage room, a supply storage room; and it has been proven that a repair room has been a good addition.

SCHOOL BUILDINGS AND ADMINISTRATIVE OFFICES OF THE BOARD OF  
EDUCATION OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE

SCHOOL DISTRICT... In comparing the state's commission rating, it is noted that South Sanpete school buildings are in a better condition than North Sanpete school buildings. However, the ratings of each district would indicate that a building program is necessary in both districts in the near future. South Sanpete at present is studying its building program. Superintendent Evans of North Sanpete stated, "that no further building was planned until the present bonded indebtedness was retired." With the condition of the school buildings as they are, it would appear North Sanpete should have a slight advantage. From the standpoint of the rating given the school buildings by the state commission's committee, the advantage of school consolidation would be in having a larger assessed valuation to tax to finance a building program.

SCHOOL BUILDINGS AND ADMINISTRATIVE OFFICES OF THE SOUTH SANPETE SCHOOL DISTRICT...The State of Utah's building committee rated the South Sanpete school buildings on the Holly Arnold Score Card as follows:

Ephraim Elementary and Junior High	Unsatisfactory
Manti Elementary and Junior High School	Fair
Manti High School	Fair
Sterling Elementary School	Poor
Mayfield Elementary School	Fair
Gunnison Elementary School	Poor
Centerfield Elementary School	Poor
Gunnison High School	Fair

This rating by the state committee indicates the need for a building program. A bond issue failed in the fall of 1955. If the bond issue had passed, it would have improved the building condition.

SCHOOL DISTRICT BOARD OF EDUCATION OFFICES...The South Sanpete Board of Education office is a reconverted four room home. It has ample space for the present staff but it is lacking in storage space. It has ample space for small group conferences, with a comfortable working room. The district needs a supply and book storage room, and a repair room would be worthwhile.

SCHOOL BUILDINGS AND ADMINISTRATIVE OFFICES OF THE NORTH SANPETE SCHOOL DISTRICT...The "State of Utah's" building committee rated the South Sanpete school buildings on the Holly Arnold Score Card as follows:

Fairview Elementary School	Poor
Fairview Junior High School	Poor
North Sanpete High School	Poor
Mt. Pleasant Elementary School	Poor
Spring City Elementary School	Poor
Spring City Junior High School	Poor
Moroni High School	Fair
Moroni Elementary School	Poor
Fountain Green Elementary School	Poor
Fountain Green Junior High School	Poor
Wales Elementary	Poor

This rating by the state committee indicates the need for a building program. Superintendent Evans stated no further building program was planned at present.

SCHOOL DISTRICT BOARD OF EDUCATION OFFICES...The North Sanpete Board of Education offices are located in three small office rooms in the North Sanpete High School building. It has ample floor space for the present staff but the work areas are very inadequate. It has a small conference room. It lacks a comfortable working room, a supply and book storage room, and a repair room.



SCHOOL BOARD OF EDUCATION OFFICES OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...When the school buildings of South Sanpete and North Sanpete school districts are compared, it is noted that South Sanpete school buildings are in better condition; however, judging by ratings, both school districts need an extensive building program. The assessed valuation of each district is small, but together they have the bonding power which would be large enough to construct some of the larger schools needed.

When the board of education offices of South Sanpete and North Sanpete school districts are compared, it is noted that the South Sanpete district has better facilities. Both districts are in need of a work room, supply storage room, book depository room, and a repair room or shop.

From this standpoint, if South Sanpete and North Sanpete School Districts were consolidated, the result would be a large enough district to have a modern board of education building.

GEOGRAPHIC FEATURES...Sanpete county is situated at the base of the Wasatch mountains. The topography of the county is given its special character by the Sanpitch River and the three mountain ranges bounding it, with the valley between them. With the exception of a few rolling hills in the northern part and southern parts of the county, the entire valley looks flat, but it gently slopes from east and west toward the Sanpitch River. The altitude varies from 5,000 feet at the junction of the Sanpitch River with the Sevier

River and at the Sevier Bridge Reservoir to 11,283 feet at the South Tent Peak in the Wasatch mountains. At Manti, where the elevation is 5,575 feet above sea level, the average minimum annual temperature is 32.2 degrees. The annual precipitation at the United States Weather Bureau Station near Ephraim averages 17.64 inches. The high altitude is somewhat offset by the surrounding mountains which tend to protect the valley from the worst of the winter's storms, giving the valley an ideal location for the production of large crops of grain. Owing to the productivity of the soil, the temperature, and the presence of sufficient water for irrigation purposes, as early as 1850 the county earned the sobriquet, "the granary of Utah," a name it has retained for some 40 years.

The tillable ground is arid and requires irrigation in order to mature crops; thus only those sections that are fed by mountain streams are used for agriculture.

The mountains are the principal water supply and also are excellent for grazing livestock. The Sanpitch River has been used for irrigation, and the Gunnison Reservoir has been built to catch the early run-off which provides water for the Gunnison Valley.

The North Sanpete School District is located in the northern half of the county with South Sanpete School District located in the southern part.

The communities are located relatively close to one another and the geographic features of Sanpete county make it relatively easy to have close contact with each other. There

are good hard surfaced roads connecting the towns to the main highways that run throughout the county. Many of the communities are located along the state highways which gives Sanpete county an excellent road system.

LOCATION...Sanpete is the most centrally located of the 29 Utah counties, and its history is among the richest in tradition. It is rectangular in shape except for the northwest corner, where the Sanpitch Mountains form the boundary and Juab county cuts deeply into the corner. The Wasatch Mountains comprise the eastern boundary; north and south boundaries are arbitrary parallels roughly established at the extremities of Sanpete Valley. The county is small in comparison with other Utah counties, containing approximately 1,820 square miles, being 60 miles in length and having an average width of 30 miles. Adjoining counties are Carbon and Emery on the east, Juab and Millard on the west, Sevier the south, and Utah on the north.

With the improved highways the people of Sanpete county are very mobile. There are no definite hazards in traveling between communities because of the relatively flat valley between the mountains.

With the improved roads and transportation facilities, and with a centrally located board of education office, the most distant school could be reached in the same time as it took in 1915 to reach the nearest town. The most remote school from a centrally located administrative office would be from 20 to 25 miles.

From this point of view the county district would have good highways, no mountain roads, and communities relatively close together. There are not any physical barriers that would hinder South Sanpete and North Sanpete school districts from consolidating into one school district.

ATTITUDES TOWARD SCHOOL CONSOLIDATION...The strength of the county depends upon the attitudes, interests, understandings, social patterns, and participation of the people living in it. There is no better measure of that strength than the amount and variety of participation of the people in formal and informal county wide group activity. The fact that a group county-consciousness is very beneficial at the beginning of any study or problem is recognized and used by most surveys.<sup>111</sup>

The sixty-man commission asked the superintendents of Utah what constituted the main obstacle for further consolidation in Utah. They listed public opinion as the number one reason for holding back further school consolidation.

Knowing the importance of public opinion it was decided to poll the parents of one of the grades of each district. The writer is aware of the limitation of an opinion poll. The results of the opinion poll indicated a deep interest in education. It is understood that the ones polled did not have the facts to help make their judgments. If they had been given an opportunity to study the problem, it is reasonable to believe that more would be favorable toward consolidation.

---

111. Op. Cit.. Shirley Cooper and Charles O. Fitzwater. p. 37.

All former superintendents of North Sanpete and South Sanpete school districts that were contacted were asked to give their opinion about further consolidation in this county. They gave consent for use of their statements in this study. The former superintendents would be one of the best groups of people to understand the districts' problems.

The opinion poll was given to all parents of the sixth grade students of each school district. It was thought that these students had reached the half-way mark in their education in the county schools; also the parents would be interested in the future educational program for their children.

There had been surveys on consolidating attendance areas in both districts which had some effect on this opinion poll. Some of the small communities seem to be fearful of losing their schools.

Seventy-one questionnaires were returned from South Sanpete and sixty-four questionnaires were returned from North Sanpete.

Table 12. Opinion Concerning Desirability of Consolidating District with Some Other District.

<u>Desirability</u>	<u>South Sanpete</u>		<u>North Sanpete</u>		<u>Total</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, desirable to consolidate	36	50.7	13	20.3	49	36.3
No	25	35.2	39	60.9	64	47.4
Uncertain	<u>10</u>	<u>14.1</u>	<u>12</u>	<u>18.8</u>	<u>22</u>	<u>16.3</u>
Totals	71	100.0	64	100.0	135	100.0

In the opinion poll concerning desirability of

consolidating district with some other district, it was found in South Sanpete that 51 percent were in favor of consolidation to 35 percent against consolidation with 14 percent uncertain. In North Sanpete school district, they were against consolidation. Their opinion poll found 20 percent for consolidation, and 61 percent against consolidation with nearly 19 percent uncertain. When the two districts are totaled, it is found that 36.3 percent favor consolidation and 47.4 percent against consolidation with 16.3 percent uncertain. There are 16.3 percent of the people uncertain as to the benefits of consolidation. Many of them stated they would like to study the problem before they would be able to answer yes or no to this question.

These opinions were given without a study or the facts on the problem; therefore, with the proper facts, it is reasonable to think more people would be favorable or change their attitude toward consolidation of school districts.

Table 13. Opinion on Whether Economies Would Result from Consolidation with Some Other Districts

	South Sanpete		North Sanpete		Total Both Districts	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, economies would result	35	49.3	15	23.5	50	37.0
No	19	26.7	28	43.7	47	34.8
Uncertain	<u>17</u>	<u>24.0</u>	<u>21</u>	<u>32.8</u>	<u>38</u>	<u>28.2</u>
Totals	71	100.0	64	100.0	135	100.0

South Sanpete School District opinion was that consolidation of the two districts would result in some economies. The

tabulation found that 49.3 percent thought economies would result, 26.7 percent thought that there would not be any economies and 24 percent were uncertain. North Sanpete school district opinion was that consolidation would not result in economies. The tabulation found that 23.5 percent thought economies would result from consolidation, 43.7 percent thought there would not be any economies, and 32.8 percent of the population were uncertain. When the two school districts were totaled, the results showed 37 percent thought economies would result if they were consolidated, 34.8 percent believed that no economies would result from consolidation, and 28.2 percent were uncertain. This table shows that the people are about evenly divided and that they would welcome additional information on this problem. Many of them stated they would want to study this problem before making a statement.

Table 14. Feasibility of Further Consolidation of Attendance Areas with the District

	South Sanpete		North Sanpete		Total	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, it is feasible to consolidate	40	56.3	24	37.5	64	47.4
No	18	25.4	26	40.6	44	32.6
Uncertain	<u>13</u>	<u>18.3</u>	<u>14</u>	<u>21.9</u>	<u>27</u>	<u>20.0</u>
Totals	71	100.0	64	100.0	135	100.0

North Sanpete and South Sanpete county school districts have had studies on consolidation of attendance areas within their own districts; however South Sanpete favors consolidation of attendance units 56.3 percent to 25.4 percent against

with 18.3 percent uncertain. The table shows about 2 to 1 are in favor of consolidation of attendance areas in South Sanpete. North Sanpete is about even on consolidation of attendance areas. The table shows 37.5 percent for consolidation of attendance areas with 40.6 percent against and 21.9 percent of the people uncertain. When returns from the two districts are combined, 47.4 percent were in favor of consolidation of attendance areas to 32.6 percent against with 20 percent uncertain.

This opinion shows that the school districts have made progress with their lay people toward improving education by consolidating their schools. It seems there are evidences that some of the communities were fearful of losing their small schools.

Table 15. Opinion Concerning Economies Through Consolidation of Attendance Areas Within Districts

	South Sanpete		North Sanpete		Total Both Districts	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, expect further economies	41	57.8	28	43.7	69	51.1
No	16	22.5	20	31.3	36	26.7
Uncertain	<u>14</u>	<u>19.7</u>	<u>16</u>	<u>25.0</u>	<u>30</u>	<u>22.2</u>
Totals	71	100.0	64	100.0	135	100.0

It would appear from the table that the people polled of both the North Sanpete and South Sanpete School Districts think economies would result from consolidation of attendance units within each district.

This appears to be the result of studies on consolidation



of attendance units which were conducted in each school district. This also points out the fact that if the people have a chance to study the problem and have the necessary information, they are willing to improve the educational program.

Table 16. Opinion Concerning Adequacy of Services in District as They are being Provided

	South Sanpete		North Sanpete		Total Both Districts	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, adequate service provided	31	43.6	22	34.4	53	39.3
No	29	40.8	26	40.6	55	40.7
Uncertain	<u>11</u>	<u>15.6</u>	<u>16</u>	<u>25.0</u>	<u>27</u>	<u>20.0</u>
Totals	71	100.0	64	100.0	135	100.0

The South Sanpete group being polled are approximately equally divided in their belief as to whether adequate services are being provided. The 41 percent thinking that adequate services are not provided would tend to make them more favorable to consolidation, and they also would welcome a study on this problem.

In North Sanpete approximately one-third of the people thought the school district did provide adequate services while 41 percent stated that school services were inadequate.

When the opinion for both districts are combined, they are almost equally divided between thinking that their school districts provided adequate service and that adequate services are not supplied. This fact probably shows that the people are more favorable to consolidation than appears. Usually when 41 percent of the people polled think that

inadequate services are provided in their districts, they are ready for an improved educational program. The 20 percent or one-fifth of the people uncertain on this problem shows that further study of the school districts is necessary.

Table 17. Opinion. Could More Services be Provided by Consolidating District with Some Other District

	South Sanpete		North Sanpete		Total Both Districts	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, educational services would be improved	37	52.1	29	45.3	66	48.9
No	20	28.2	16	25.0	36	26.6
Uncertain	<u>14</u>	<u>19.7</u>	<u>19</u>	<u>29.7</u>	<u>33</u>	<u>24.5</u>
Totals	71	100.0	64	100.0	135	100.0

Both school districts indicate that if the two districts were consolidated more services could be provided for the educational program. This suggests that those persons against consolidation of these districts in Table 1 are possibly using personal reasons and at least are not basing their judgments on additional services. When improvements or services can be added to school districts, the result should be an improved educational program.

Table 18. Our School District Has Studied the Possibility of Consolidating With Another School District

	South Sanpete		North Sanpete		Total Both Districts	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Yes, has studied	40	56.3	18	28.1	58	42.9
No	8	11.3	6	9.4	14	10.4
Uncertain	<u>23</u>	<u>32.4</u>	<u>40</u>	<u>62.5</u>	<u>63</u>	<u>46.7</u>
Totals	71	100.0	64	100.0	135	100.0

It would appear from Table 18 that people of South Sanpete School District are more aware of a study on consolidation; however, nearly one-third of South Sanpete and two-thirds of North Sanpete School Districts were unaware of any study of this kind ever being conducted. Table 18 shows that further study of this problem is needed to help the people become better informed on the problem of consolidation.

Twice as many people in South Sanpete stated that this problem of consolidation had been studied; however, one-third of these people were uncertain, so more people need to be informed on the study. The table shows that the problem of consolidation would need to be studied and the lay people informed.

Table 19. Opinion Concerning Whether or Not Consolidation of Your District with Another Would Improve the Educational Program for Our Children

	South Sanpete		North Sanpete		Total	
	Number	Percent	Number	Percent	Number	Percent
Yes, would improve educational program	34	47.9	17	26.6	51	37.8
No	18	25.4	23	35.9	41	30.4
Uncertain	<u>19</u>	<u>26.7</u>	<u>24</u>	<u>37.5</u>	<u>43</u>	<u>31.8</u>
Totals	71	100.0	64	100.0	135	100.0

This table is a cross check on Table 12. South Sanpete dropped 2 percent while North Sanpete gained 6.3 percent in the belief that consolidation would improve the educational program. The big change was in North Sanpete. In Table 12, 60.0 percent were against consolidation while in Table 19, 35.9 percent thought consolidation would not improve the

instructional program.

This is a change of 25 percent. The table also reveals that the large percentage of people listed as uncertain would welcome a study on this problem. When the two districts are totaled together, they are almost equally divided in their opinions. Probably the reason in Table 12 was sentimental and not based on their judgment of a better school program. If consolidating with another school district would improve the educational program, most of the public would want such a change. These opinions were given without all the facts on the problem; therefore, with the proper facts, it is reasonable to believe more people would be favorable to consolidation.

Because of the understandings, experiences, and knowledge of the former superintendents in regards to the two school districts, it was deemed necessary to get their opinions on consolidation of the two Sanpete county school districts. Perhaps no one is more capable to judge the school district, than the superintendents who have managed that district.

#### OPINIONS OF SUPERINTENDENTS OF SOUTH SANPETE SCHOOL DISTRICT...

Edgar T. Reid, former superintendent of South Sanpete, was appointed superintendent at the time of consolidation in 1915 and served in this capacity until 1935. He was of the opinion that if the people had had a choice in 1915 they would have consolidated the county into one school district. The directive and divisions were given to them by the state. He

stated that W. D. Candland from Mt. Pleasant, Utah, in the northern part of the county, who was Sanpete's Senator, had some hand in the division of the county. He also said poor roads and the two Stakes of Zion in Sanpete County were factors in the division of the county.

Mr. Reid said he thought it was all right in 1915 to have two school districts, but at the present time with improved roads, it should be consolidated into one school district. If Sanpete were one school district, more services could be had without any duplication. Each board of education member would represent a number of communities, and this would tend to make him more county-minded instead of a guardian of the one community he represented.<sup>112</sup>

Leland E. Anderson, former superintendent of South Sanpete from 1936 to 1951 and now a professor at Brigham Young University in Provo, Utah, was of the opinion there would not be any gains by consolidating North and South Sanpete School Districts. He stated that each district as it now stands has made local consolidation as far as the people desire. Further consolidations should be done only to save taxes and it is doubtful consolidation would make any savings in expenses. It is true it will do away with one board of education, but that would save only a little over \$1000 a year. It would do away with one superintendent, but would have to increase the supervisory staff. One superintendent would find the district so large geographically that he would find his time taken mostly

---

112. Interview Edgar T. Reid, Salt Lake City, Utah. September 8, 1955.

by office work. The people quite generally do not want one district. This came up before my board many times, and they voted it down.

Mr. Anderson stated there has always been a certain tension between the north and south parts of Sanpete County (caused in part because the south half has both the county seat and Snow College). The division of the two school districts was most agreeable and it always will be. In his opinion it should remain two separate school districts.<sup>113</sup>

OPINION OF THE SUPERINTENDENTS OF NORTH SANPETE SCHOOL DISTRICT... Aaron E. Jones, at present the President of Carbon Junior College at Price, Utah, and a former superintendent of North Sanpete School District, had the following to say, about consolidation:

It is my understanding that in order to get W. D. Candland and his group to support the consolidation movement, they had to agree on two districts in Sanpete County. In this way, the two districts came into being through a 'trade.' My information is here based on hearsay only.

At the time of consolidation, I believe the two districts in Sanpete County were desirable. I remember that I spent four hours getting from Spring City to Mt. Pleasant and lost a pair of new tire chains in getting through the mud. The roads were terrible. Movement from town to town was very difficult until after the roads were hard surfaced.

I can see no reason for a continuance of the two districts now.

The chief objection on the part of the citizens of North Sanpete District to a consolidation with South Sanpete while I was at Mt. Pleasant was the difference in debts of the two districts. It seems

113. Leland E. Anderson, Letter, Provo, Utah. January 5, 1956.

that South Sanpete's debt was considerably higher, and they had not paid their bonds off as regularly as had North Sanpete board. The northern people were unwilling to assume their share of the increased debt.

As far as I know, there was a good feeling between the people of the two districts. They got along in county government very well.

Some economies would be realized by consolidation and cooperation of only one office; but this would not be great. The chief value, I think, would be that the consolidation of schools could more easily be accomplished. There are now several junior and senior high schools which are too small to justify continued separate existence. As long as a board member comes from each community in which these small schools exist, there is little or no chance to discontinue any school.<sup>114</sup>

Wilburn N. Ball, Superintendent of North Sanpete School District from 1945-50 and now Director of Secondary Education for the State of Utah, stated he was of the opinion that Sanpete County would have better opportunities if the county had one school district instead of the present two school districts.

He stated that the present organization of two districts was expensive, and districts could not afford the needed services for a modern educational program. For example, North Sanpete at present does not have an elementary or secondary supervisor, nor a transportation, building, and grounds supervisor.

Mr. Ball thought it would help the county as a whole if there was one school district, which would result in a common interest and working more effectively together. It would also help consolidate the small schools because board of education

<sup>114</sup>. Letter from Aaron E. Jones, Price, Utah. January 5, 1956.

members would represent a larger group of communities and consequently not have the same community pressures to retain some small schools. This in turn would save considerable expense and assure a better educational program. The county has natural geographical features for one school district. The school districts are in the same valley and county. Sanpete County has a good road system, which is hard surfaced, and the communities are relatively close together. The size of the two districts is such that the area would benefit from consolidation.

The assessed valuation of each school district is small, but together they have the bonding power which would be large enough to construct some of the larger schools needed; otherwise some buildings would have to be constructed on a long range program.<sup>115</sup>

Howard Evans, superintendent of North Sanpete School District from 1950-55, was of the opinion that Sanpete County would have better educational opportunities if they had one school district instead of the present two school districts. It was his opinion that he needed more help on the administrative staff, such as some educational supervisors and supervisor of buildings and grounds. He thought the assessed valuation of the district was so small that it could not economically provide the services needed; therefore, the two districts would constitute a better economic unit if they were

---

115. Wilburn N. Ball, Director of Secondary Education for the State of Utah, Personal Interview, Salt Lake City, Utah, March 18, 1956.



consolidated in one school district.<sup>116</sup>

OPINIONS OF A TEACHER OF NORTH SANPETE HIGH SCHOOL...Daniel Rasmussen, of Mt. Pleasant and a teacher at North Sanpete High School at the time of consolidation and until 1939, stated in a letter that the following reasons for the establishment of two school districts in Sanpete county were:

1. There were two ecclesiastical stakes within the boundaries of the county, each with sufficient population for church organization.
2. Geographical feature between Spring City in the north and Ephraim is an open country of ten miles without any inhabitants.
3. He states that W. D. Candland, State Senator from Mt. Pleasant, had something to do with it.
4. Transportation problems helped to determine the grouping.<sup>117</sup>

DIGEST OF OPINION POLL...The opinion poll of the parents of the sixth grade students of South Sanpete School District and North Sanpete School District indicate South Sanpete more favorable to consolidation than North Sanpete. The people did not have all the facts to answer these questions, therefore, it is reasonable to believe that with the proper study they would become more favorable toward consolidating these two school districts into one. The author noted that the high percent of the people that checked "uncertain" stated they would like to have more information before they would be able to answer these questions.

<sup>116</sup>. Howard Evans, Superintendent of North Sanpete School District, Mt. Pleasant, Utah. Personal Interview. April 10, 1955.

<sup>117</sup>. Letter from Daniel Rasmussen, Mt. Pleasant, Utah. January 5, 1956.

The present superintendents of the Sanpete school district stated they had had studies of consolidating local units which would have an effect on this survey. This was evident from some of the comments on the questionnaire. Some of the comments in which the people were against consolidation stated they were fearful of losing their small schools. Others thought consolidation would improve the educational program. A few stated it would make the school district too large. Many comments were that all their governmental agencies were on a county basis, so why should not the district be. This group's opinion was that consolidation would improve the educational program.

Opinions from South Sanpete were predominantly in the belief that economies would result in consolidation with another school district while North Sanpete was just as heavily against the belief that consolidation would not result in economies. When the two districts are combined the results are about equally divided with a few more in favor of consolidation than against.

From this standpoint the two school districts with so much in common and both distinctly agricultural have no reasons why they should not be consolidated. It was the opinion of both districts that more services could be offered if South Sanpete and North Sanpete school districts were consolidated into one school district. This would indicate that if additional services should improve the educational program then perhaps the people will eventually welcome consolidation.

It was the opinion of South Sanpete School District that approximately on a 2 to 1 ratio, consolidation would improve the educational program while North Sanpete school district had approximately one-third thinking it would not improve educational program, with 37.5 percent of the people uncertain. When combined, the two districts were slightly of the opinion that consolidation would improve the educational program.

DIGEST OF OPINIONS OF FORMER SUPERINTENDENTS...In the opinions of the former school superintendents of these two school districts, all except one thought a better school program could be offered if the South Sanpete School District and North Sanpete School District were consolidated into one unit. Among their reasons were the following:

1. More services could be offered.
2. It is a natural county within one valley.
3. Each board of education member would represent more than one community tending to make him more county-minded.
4. There are not any geographical features that hinder consolidation.
5. They have an excellent road system.
6. The assessed valuation would be large enough to provide funds for new school buildings.
7. Give the consolidated district better combined bonding power.
8. They would have a better economical unit.
9. It would help with the consolidation of local units because each town would not have its own board of education member.
10. An improved educational program could be offered.

INFLUENCES OF THE POPULATION CHARACTERISTICS OF THE SOUTH  
SANPETE SCHOOL DISTRICT AND THE NORTH SANPETE SCHOOL DISTRICT...

The number of children and youth to be educated is, of course, a first essential in determining the size of the county educational district. To get a good perspective the number of pupils must be viewed in relation to such factors as birth rate, age distribution, and mobility of the people. But these are not constant factors. They vary greatly in response to social, economic, and cultural influences.

Table 20. The Approximate Industrial Factors and Occupations.<sup>118</sup>

Occupations:

Agriculture	75%
Mining	1%
Trades	5%
Professional	5%
Business	10%
Industry	3%
Other	1%
	<hr/> 100%

This table indicates that 75 percent of the people are engaged in agriculture while 10 percent are engaged in business. This would be an important influencing factor on their social and economic life. The economy of the people and the school district would rely upon the two major industries for support.

<sup>118</sup>. South Sanpete Stake of Zion. Statistical Records, June, 1955.

Table 21. The Approximate Industrial Factors and Occupations.<sup>119</sup>

Occupations:

Agriculture	73%
Mining	2%
In trades	5%
Professional service	4%
In business	10%
In industry	5%
Others	1%
	<hr/> 100%

The table indicates that 73 percent of the people living in the North Sanpete School District are engaged in agriculture with 10 percent in business. This would be an important factor influencing their social and economic life. The economy of the people and the school district would rely upon agriculture and business for financial support.

When comparing the industries of the two school districts, there is found a great similarity in industrial development. In fact, three-fourths of the rural workers are engaged in agricultural pursuits. Of those engaged in other work, most are rural nonfarm people, the majority of whom live in the towns and villages that constitute the community centers for the county. Approximately ten percent in each district are employed in business. This shows how nearly the peoples' occupations are related; therefore, their occupational patterns closely resemble each other.

<sup>119</sup>. North Sanpete Stake of Zion, Statistical Records, June, 1955.

Table 22. The Approximate Religion and Racial Composition of the People Living in the North Sanpete School District.<sup>120</sup>

Religions:

Latter-Day Saints	98%
Catholic	$\frac{1}{2}\%$
Presbyterian	$1\frac{1}{4}\%$
Others	$\frac{1}{4}\%$

Races:

White	99%
Other	1%

Note: The Wasatch Academy has about 150 students and 25 faculty members. The faculty members are Presbyterian but the students are from the Protestant religions as well as the Presbyterian. There are six LDS students from Mt. Pleasant attending the school. The academy is listed as a Presbyterian Mission. This school is not listed in the above table because they are not permanent residents.

Ninety-eight percent of the people of the North Sanpete School District belong to the Church of Jesus Christ of Latter-day Saints. The culture of these people has been influenced by the church to which they belong. The education of this district has been influenced by the early life of the religious people who were the pioneer founders of the county.

<sup>120</sup>. North Sanpete Stake of Zion. Statistical Records. June, 1955.

Table 23. The Approximate Religion and Racial Composition of the People Living in the South Sanpete School District.<sup>121</sup>

Religions:

Latter-day Saints	95%
Catholic	1%
Presbyterian	1%
Others	3%

Races:

White	96%
Japanese	2%
Mexican	1%
Indian	1%

Ninety-five percent of the people of the South Sanpete school district belong to the Church of Jesus Christ of Latter-day Saints. The church has influenced the culture of these people. The colonial life of the religious people has influenced the education of the school district.

THE MOBILITY OF SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...The pupils of both school districts are very mobile. The communities are located relatively close together. The geographical features of Sanpete county make it relatively easy to have close contact with each community. They have good hard-surfaced roads connecting the towns to the main highways that run throughout the county. Many of the communities are located along the state highways which give Sanpete county a good highway system.

POPULATION TRENDS IN THE SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...As previously stated in this chapter, the school population of each school district has

<sup>121</sup>. South Sanpete Stakes of Zion. Statistical Records. June, 1955.

declined steadily since 1925. At the present time there is not any indication the end is in sight.

Table 24. Trend in Population.<sup>122</sup>

Year	Population	Increase	Decrease	Percent of Increase or Decrease
1940	15,765			
1950	13,891		1,874	- 13.5%

As taken from the United States Census, it is noted that 13.5 percent decline in the population of Sanpete county during the ten year period 1940-1950. As previously stated this has taken place while the trend has been toward larger school districts. This presents a problem of keeping in step with the type of educational program that is needed in the present day educational program. We can expect the schools to decrease in population and this will in turn either decrease the educational services or make the program more expensive to operate.

A SATISFACTORY SCHOOL MEETS THE NEEDS OF YOUTH EFFECTIVELY AND ECONOMICALLY IN SOUTH SANPETE SCHOOL DISTRICT AND NORTH SANPETE SCHOOL DISTRICT...As stated previously a satisfactory school district meets the educational needs of all age groups within its boundaries. It should bring all children into school at the age of 6 or earlier and hold at least 90 percent of its pupils until graduation from the 12 grades. Schools should give citizens an active share in shaping the policies of schools serving their communities. An adequate school program

122. U. S. Bureau of Census. Vol. I and II. Characteristics of Population of Utah. U. S. Government Printing Office, Washington, D. C. 1950.



is provided to meet the needs of youth.

Table 25. A Satisfactory School Meets the Needs of Youth at a Level Effectively and Economically in South Sanpete School District<sup>123</sup>

I. Curriculum Elementary School in South Sanpete:

Social Studies  
English  
Reading  
Spelling  
Penmanship  
Arithmetic  
Science  
Health  
Music  
Art

II. Curriculum Secondary Schools, Grades 7 - 12 of South Sanpete

English, 6 years	Chemistry
Physics	Photography
Biology	General Science
Geometry	Algebra
Advance Mathematics	American Problems
U. S. History	Civics
Type, 2 years	Shorthand
Bookkeeping	Agriculture, 3 years
Home Economics, 4 years	Orchestra
Band	Chorus
Speech	Drama
Industrial Arts, 6 years	Utah History
Farm Mechanics, 2 years	Geography
Arithmetic, 2 years	Science
Physical Education, 6 years	Art
American History	World History

The South Sanpete School District is offering a curriculum beyond the minimum requirements of the program of studies of the State Board of Education. The school district is trying to improve the educational program by continually having curriculum studies and inservice educational programs in progress.

123. Official Records of South Sanpete School District, Manti, Utah. April 25, 1955.

One of the most obvious results of small secondary schools is inadequacy of opportunities for the students. Because of the size of the high schools some of the subjects are offered on an alternate year basis. One way to improve educational opportunities is to enlarge the enrollment by consolidation of attendance and administrative units so additional curriculum and service can be added.

Table 26. A Satisfactory School meets the Needs of Youth at a Level Effectively and Economically in North Sanpete School District<sup>124</sup>

I. Curriculum Elementary School North Sanpete District

Social Studies  
 English  
 Reading  
 Spelling  
 Penmanship  
 Arithmetic, 2 years  
 Science  
 Health  
 Music  
 Art  
 Physical Education

II. Curriculum Secondary Schools, Grades 7-12 of North Sanpete School District

World History	American Problems
American History, 8th grade	Civics
U. S. History	World History
Utah History	Geography
English, 6 years	Chemistry
Physics	Biology
General Science	Algebra
Geometry	Advanced Mathematics
Typing, 2 years	Shorthand
Bookkeeping	Agriculture, 3 years
Industrial Arts, 6 years	Orchestra
Farm Mechanics, 2 years	Band
Home Economics, 4 years	Chorus
Speech	Drama
Physical Education, 6 years	Art
Arithmetics, 2 years	Science

<sup>124</sup>. Official Records of North Sanpete School District, Mt. Pleasant, Utah. April 24, 1955.

The North Sanpete School District is offering a curriculum beyond the minimum requirements of the program of studies of the State Board of Education.

The elementary schools have a good program, but they are in need of help from an elementary supervisor.

Generally small secondary schools result in inadequacy of opportunities for the students. Because of the size of the high schools, some of the subjects are offered on an alternate year basis. One way to improve schools is to enlarge the enrollment so additional curriculum and services can be added. A SATISFACTORY SCHOOL MEETS THE NEEDS OF YOUTH EFFECTIVELY... The South Sanpete and North Sanpete School Districts are perhaps offering the curriculum that they can finance. The problem seems to be further consolidation of local units, so secondary schools will have a larger enrollment and can better meet the needs of the youth. Because of the location of the communities at present, local units would need to be consolidated in each present school district. Consolidation of the two districts would provide added services from the central office and would make possible a greater consolidation of attendance units.

With this point of view there would be no advantages of consolidating the two Sanpete school districts; however, more services could be provided from the central administrative office and it may help further consolidation of attendance units.

FINANCE AS RELATED TO SCHOOL DISTRICT REORGANIZATION...Perhaps

no factor has a greater bearing on the reorganization of local school units than financing of schools. It may either accelerate or retard the organization of adequate local units. Size of school and the cost of education are directly related. In general, the smaller the school the higher the cost per pupil; and the smaller the administrative unit, the smaller the schools maintained. Thus, the organization of administrative units is closely related to the per-pupil cost of education.

Table 27. Assessed Valuation for South Sanpete School District<sup>125</sup>

1948-49	\$5,540,582
1950-51	\$5,938,919
1952-53	\$7,025,602
1954-55	\$6,910,724

Since 1948 the assessed valuation of property in the South Sanpete School District has increased \$1,370,142. From a practical standpoint it would seem, therefore, that this raise in valuation is a healthy condition on a local basis. Since the general property tax is of relatively great importance in the support of schools, the assessed valuation of property is very important. Even though the assessed valuation is higher, the South Sanpete School District is a relatively poor district and depends heavily upon the state equalization program.

<sup>125</sup>. State Superintendent of Public Instruction, Biennial Report, published by State Board of Education, Salt Lake City, Utah from 1948 to 1955.

Table 28. Assessed Valuation for North Sanpete School District<sup>126</sup>

1948-49	\$6,794,288
1950-51	\$5,347,085
1952-53	\$6,057,998
1954-55	\$6,138,072

The assessed valuation of property in the North Sanpete School District has decreased \$656,216. This decrease in valuation is not a good condition in times of rising costs. The tax on assessed valuation is of relatively great importance in the support of schools, on the local effort basis, so it is important to keep the assessed valuation equal or higher than the past years. The North Sanpete School District depends heavily upon the state equalization program.

Table 29. Assessed Valuation for the South Sanpete and North Sanpete School Districts<sup>127</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>	<u>Total</u>
1948-1949	\$5,540,582	\$6,794,288	\$12,334,870
1950-1951	\$5,938,919	\$5,347,085	\$11,286,004
1952-1953	\$7,025,602	\$6,057,998	\$13,083,600
1954-1955	\$6,910,724	\$6,138,072	\$13,048,796

During this period there has been an increase in assessed valuation of South Sanpete School District while in the North Sanpete School District there has been a decrease of assessed valuation. At present the South Sanpete district has a larger assessed valuation than North Sanpete while in the school year of 1948-49 the situation was reversed. At present South Sanpete district has \$772,652 more on the assessed valuation.

<sup>126</sup>. Op. Cit. State Superintendent of Public Instruction.

<sup>127</sup>. Ibid.

From the assessed valuation North Sanpete School District would benefit from consolidation.

The advantages of consolidation of these districts would be on a combined assessed valuation. This would give the district better bonding power, and a combined leeway program would enable them to build some of the needed school buildings and help with their maintenance.

Table 30. Local School Tax Levy for South Sanpete School District<sup>128</sup>

1948-49	17.3 Mills
1950-51	21.5 Mills
1952-53	25.7 Mills
1954-55	27.6 Mills

There has been a steady increase in the tax levy for school purposes from 1948 to 1955; the tax levy has been increased 10.3 mills. At the same time while the mill levy has been increasing, the school enrollment has been decreasing. This shows the effort the school district is making to maintain its school program. This does not mean that there have not been some very beneficial results from the local effort to maintain schools; and while it is recognized that a larger proportion of the support of education comes from state sources, it is also recognized that a certain degree of local responsibility for financing of education is beneficial in its results. Equalization of the burden of support of a foundation program requires that the financial burden of the foundation shall be distributed in such a way as to represent a like burden on the people of all communities. This can be achieved

<sup>128</sup>. Op. Cit. State Superintendent of Public Instruction.

by the use of local support assessed against districts at a uniform rate as long as that rate is not higher than that which would be required to provide complete support for the foundation program over the most wealthy district. Mort, one of the leaders in school finance, thinks the equalization program should represent the cost of the foundation program in districts 200 times the number of weighed pupils.<sup>129</sup>

There is every reason to believe that the educational program which a school district builds upon its foundation program should be in part at least supported by local effort. Local responsibility for raising funds to support the school keeps the public informed with respect to the type of educational program that is being carried on and is probably a help in stimulating the school districts to adopt their program to meet the needs.

Table 31. Local School Tax Levy for the North Sanpete School District<sup>130</sup>

1948-49	18.00 Mills
1950-51	22.15 Mills
1952-53	22.40 Mills
1954-55	26.80 Mills

There has been an increase in the tax levy of 8.8 mills for school purposes from 1948 to 1955, and during this time in which the mill levy has been increasing, the school enrollment has been decreasing. This shows the effort the school district is making to maintain its school program.

129. Paul R. Mort and Walter C. Reusser, Public School Finance. McGraw-Hill Book Company, New York. 1951 p. 420.

130. Op. Cit. State Superintendent of Public Instruction.

There is every reason to believe that many worthwhile things result from the local effort to maintain schools. Although a larger proportion of the support of education comes from state sources, it is also recognized that a certain degree of local responsibility for financing of education is beneficial and results in a better program.

The educational program that a school district builds upon its foundation program should be in part at least supported by local effort. Local responsibility for raising funds to finance the school keeps the public interested and informed with the type of educational program the district has and is probably instrumental in stimulating the school districts to adopt programs needed.

Table 32. Local School Tax Levy for South Sanpete and North Sanpete School Districts<sup>131</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>	<u>Difference + or -</u>
1948-1949	17.3	18.0	+ .7
1950-1951	21.5	22.15	+ .65
1952-1953	25.7	22.40	-3.3
1954-1955	<u>27.6</u>	<u>26.80</u>	<u>-.8</u>
Increase in 6 year period	10.3	8.8	-1.5

When the local school tax levies of South Sanpete and North Sanpete School Districts are compared, they are relatively the same except for the school year 1952-53; during this school year South Sanpete's levy was 3.3 mills higher.

There does not appear to be any advantage through consolidation in regards to the school tax levy.

If people believe in the state equalization program, the

<sup>131</sup>. Op. Cit. State Superintendent of Public Instruction.



same equalization should hold true on a local basis.

PRINCIPLE OF EQUALIZATION...The State of Utah has recognized the principle of equalization of a minimum educational opportunity for all children. It has been slow to implement this principle adequately. One of the chief reasons why practice has lagged far behind theory has been the failure to base the financial support of organized districts upon adequate measures of educational need in foundation programs.

Improvement of district structure makes it possible to develop better minimum programs to be financed through state and locally shared taxes. Reorganized districts are in position to consolidate the small, inefficient schools. Transportation service is operated on a larger and more efficient scale. The result is that extra educational costs for transportation and small schools are reduced to a minimum and can be justified as elements of cost of a foundation level of support which the state equalization program helps.

In theory it would seem that the adoption of the principle of equalization places a premium on efficiency and economy of school administration which would logically lead to the organization of larger school districts. This result would logically be expected because when schools are supported almost entirely by local property taxes, or when a relatively small amount of state funds is distributed on a per pupil basis, there is likely to be small interest outside of the districts affected in how school funds are used. On the other hand, as the principle of equalization becomes effective,

efficiency of operation in any district would seem to become the interest of all other districts in the state and thereby establish a strong stimulus for district reorganization. . . . Actually the process has been very slow unless the plan of distribution of state funds is such as to encourage the organization of larger school districts or unless the leadership of the state department of education has been positive and active in encouraging school district reorganization or unless the state legislature has by law brought about district reorganization.

County units of school administration create conditions more favorable for the equalization of educational opportunities, effective use of educational resources, and improvements in the quality of the educational program in rural areas than are commonly possible in small school districts.

Table 33. Per Capita of School Population Assessed Valuation of South Sanpete School District<sup>132</sup>

1948-49	\$2,899
1950-51	\$3,198
1952-53	\$4,352
1954-55	\$3,758

The change in the increase over this period of per capita assessed valuation is based on two factors. First, there has been a decrease in school enrollment. Second, the valuation of property dropped a little in the school year 1954-55 and there was an increase in school population. When the 1948-49 school year is compared with 1954-55, there is both an increase in property valuation and a decrease in school

<sup>132</sup>. Op. Cit. State Superintendent of Public Instruction.

enrollment.

Table 34. Per Capita of School Population Assessed Valuation of North Sanpete School District<sup>133</sup>

1948-49	\$2,886
1950-51	\$3,049
1952-53	\$3,798
1954-55	\$3,713

Since 1948 there has been an increase in per capita on assessed valuation. It is based on one factor - the steady decrease in school enrollment. North Sanpete School District has decreased in assessed valuation. When the 1948-49 school year is compared with the 1954-55 school year, there is a decrease in both assessed valuation and school enrollment. This points out the local effort this school district is making during the increase in school costs to maintain its schools.

Table 35. Per Capita Assessed Valuation of South Sanpete and North Sanpete School Districts<sup>134</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>	<u>Average</u>
1948-49	\$2,899	\$2,886	\$2,892.50
1950-51	\$3,198	\$3,049	\$3,123.50
1952-53	\$4,352	\$3,798	\$4,075.00
1954-55	\$3,758	\$3,715	\$3,736.50

The change in the increase over this period of per capita assessed valuation is based on two factors. First, there has been an increase in the assessed valuation of property, and second, there has been a decrease in school enrollment.

The per capita assessed valuation of the two school districts is relatively the same with the exception of the school

<sup>133</sup>. Op. Cit. State Superintendent of Public Instruction.

<sup>134</sup>. Ibid.

year 1952-53. South Sanpete had a larger school enrollment and also had \$43 higher per capita assessed valuation. North Sanpete would stand to benefit slightly if these districts were consolidated.

Table 36. School Bonds Outstanding of South Sanpete School District<sup>135</sup>

1948-49	\$93,000
1950-51	\$65,000
1952-53	\$36,000
1954-55	\$16,000

Bonded indebtedness for schools is a factor that has considerable influence on the reorganization of local school administrative units. As a rule, districts with little or no bonded indebtedness oppose consolidation with districts having large bonded indebtedness.

It should be kept in mind, however, that the district which has the debt also has school property that may be needed to serve the children of some of the districts included in consolidation.

South Sanpete School District has almost retired the bonded indebtedness. This would not have been the case if the bond issue had passed in the fall of 1955. South Sanpete is in an excellent financial condition in respect to debtedness.

Table 37. School Bonds Outstanding of North Sanpete School District<sup>136</sup>

1948-49	\$ 000
1950-51	\$191,000
1952-53	\$146,000
1954-55	\$104,000

135. Op. Cit. State Superintendent of Public Instruction.

136. Ibid.

Bonded indebtedness for schools is a factor that has considerable influence on the reorganization of school administrative units. North Sanpete school district is rapidly retiring bonded indebtedness. The school district has been retiring its bonds at approximately \$25,000 a year. As a rule districts with little or no bonded indebtedness oppose consolidation with districts having large bonded indebtedness. The indebtedness of North Sanpete school district is not excessive and in a few years the bonds will be retired.

Table 38. School Bonds Outstanding of South Sanpete and North Sanpete School Districts<sup>137</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>
1948-1949	\$93,000	\$ 0000
1950-1951	\$65,000	\$191,000
1952-1953	\$36,000	\$146,000
1954-1955	\$16,000	\$104,000

When comparing the present bonded indebtedness, North Sanpete School District has \$104,000 and South Sanpete School District \$16,000. Even though North Sanpete's bonded indebtedness is greater, the difference is relatively small. On the opinion poll some of the North Sanpete parents that were against consolidation with South Sanpete School District stated that they did not want to help pay the debts of South Sanpete School District. This, at the present, is erroneous because North Sanpete has the larger debt, and indebtedness should be received in relation to building valuation.

If these districts were consolidated, they would have better bonding power with a better tax base to refund them.

<sup>137</sup>. Op. Cit. State Superintendent of Public Instruction.

They would be in a better position to build and finance a building program.

The North Sanpete School District would benefit by consolidation because the whole county would help pay off the indebtedness.

Table 39. Sites and Building Value of the South Sanpete School District<sup>138</sup>

	<u>Enrollment</u>		<u>Per Capita</u>
1948-49	1920	\$623,759	\$324.87
1950-51	1857	\$631,257	\$339.93
1952-53	1667	\$759,820	\$455.80
1954-55	1812	\$759,820	\$419.32

There has been a gradual increase in the valuation of school buildings. This is partially due to some new school building, and partially by the increase in general property valuation. A bond issue failed in the fall of 1955. If the bond issue had passed it would have improved the building condition. It would seem the proper thing to study the consolidation of the two districts before a new building program was begun. Such a study might have some bearing on the location of the schools. South Sanpete was planning to consolidate some of the local units provided the bond issue passed. The building needs of the district as planned by the bond issue would have been as follows: New Elementary and Junior High School - Ephraim; New Gymnasium and remodeling of Manti High School - Manti; New Gymnasium and remodeling of Gunnison High School - Gunnison; New Elementary School for Gunnison Valley - Gunnison.

<sup>138</sup>. Op. Cit. State Superintendent of Public Instruction.

Table 40. Sites and Building Value of the North Sanpete School District<sup>139</sup>

	<u>Enrollment</u>		<u>Per Capita</u>
1948-49	1842	\$458,150	\$248.72
1950-51	1754	\$741,150	\$422.54
1952-53	1595	\$771,200	\$483.51
1954-55	1653	\$776,493	\$469.74

Sites and building values of North Sanpete School District have increased during the past few years. This is due to the building program they have had and to the increase in general property valuation. The increase in the value of sites and buildings is the result of the new addition to North Sanpete High School and Moroni High School. Superintendent Evans stated no further building program was planned until the present bonded indebtedness was retired in 1958.

Table 41. Sites and Building Value of South Sanpete and North Sanpete School Districts<sup>140</sup>

	<u>South Sanpete</u>	<u>Per capita</u>	<u>North Sanpete</u>	<u>Per capita</u>
1948-49	\$623,759	\$324.87	\$458,150	\$248.72
1950-51	\$631,257	\$339.93	\$741,150	\$422.54
1952-53	\$759,820	\$455.80	\$771,200	\$483.51
1954-55	\$759,820	\$419.32	\$776,493	\$469.74

The value of sites and buildings is nearly equal, with the North Sanpete School District buildings worth approximately \$16,000 more than South Sanpete's. This amount is relatively small.

It is noted that South Sanpete School District's buildings are in better condition. North Sanpete School District has more school buildings, accounting for a slightly larger

<sup>139</sup>. Op. Cit. State Superintendent of Public Instruction.

<sup>140</sup>. Ibid.

value on buildings.

There are not any apparent disadvantages for these districts to consolidate. If South Sanpete and North Sanpete School Districts were consolidated, they would find financing their building program much easier.

Table 42. Expenditures and Per Capita Cost of the South Sanpete School District<sup>141</sup>

1. Based on average daily membership.

1948-49	\$390,105.45	<u>\$200.41</u>
1950-51	\$413,492.79	\$213.80
1952-53	\$440,862.34	\$264.46
1954-55	\$433,879.35	\$243.21

The information was taken from the State Superintendent's Biennial Report for the State of Utah. The cost of education during this period has increased in South Sanpete School District \$43 on a per capita based on average daily membership.

During this period the cost increases are related to many factors, such as decrease in school enrollment, higher salaries, higher cost for books and supplies and high cost of materials, building, and maintenance. This has been a period of rising costs in all areas of activities throughout the school systems.

<sup>141</sup>. Op. Cit. State Superintendent of Public Instruction.



Table 43. Expenditures and Per Capita Cost of  
the North Sanpete School District<sup>142</sup>

1. Based on average daily membership.

		<u>1</u>
1948-49	\$357,434.36	\$181.60
1950-51	\$404,876.93	\$245.13
1952-53	\$407,643.41	\$255.58
1954-55	\$434,244.70	\$261.28

The cost of education during this period has increased in North Sanpete School District \$80 on a per capita based on average daily membership. Part of this increase is the result of constructing a few additions to their buildings. Some of the cost increase is related to the continued decrease of in-school enrollment, but the school districts must not lose sight of the increase in higher costs in the school.

Table 44. Per Capita Cost of South Sanpete School District and North Sanpete School District<sup>143</sup>

	<u>South Sanpete</u>	<u>North Sanpete</u>	<u>Difference / or -</u>
1948-49	\$200.41	\$181.60	- \$18.81
1950-51	\$213.80	\$245.13	/ \$31.33
1952-53	\$264.46	\$255.58	- \$ 8.88
1954-55	\$243.21	\$261.28	/ \$18.07
Average	\$230.47	\$235.89	/ \$ 5.42

During the period from 1948-55 there has been a general increase in the expenditures on a per capita basis. When per capita expenditures are compared between South Sanpete and North Sanpete School Districts, it is noted during this period North Sanpete School District has increased 27 dollars per capita more than South Sanpete School District. During the school year 1954-55 North Sanpete spent on a per capita

<sup>142</sup>. Op. Cit. State Superintendent of Public Instruction.

<sup>143</sup>. Ibid.

basis \$18 more than did South Sanpete School District. North Sanpete has more small schools, indicating that small schools cost more for an educational program.

The two Sanpete school districts participate heavily in the state financial equalization program.

During the school year of 1954-55 the South Sanpete School District received 68.01 percent of their operation expenses and capital outlay from state funds. North Sanpete School District received 71.51 percent from the state equalization program.<sup>144</sup>

As these districts continue on a declining enrollment, they can expect a higher per capita cost. The assessed valuation of each school district is relatively small. Together their assessed valuation would be large enough to build some of the school buildings needed.

From this standpoint, consolidation would provide a better economic unit which would bring about a small-equalization within the county.

---

<sup>144</sup>. Op. Cit. State Superintendent of Public Instruction.

## CHAPTER V

## SUMMARY AND CONCLUSIONS

It is evident from a study of the literature pertaining to school consolidation throughout the United States that the trend is very much in the direction of larger administrative units. There is a general agreement of opinion among educators regarding the necessity of units large enough to allow economical operation and proper administration and supervision. While the school district consolidation trend in the United States is continually moving forward, it is lagging considerably behind what the literature in the field would indicate it should be.

Obstacles that have stood in the way of effecting satisfactory school districts have been poor roads, inadequate means of transportation, leadership, state aid, laws, and lack of sources of revenue other than taxes on real and personal property. It is only as these obstacles have been overcome that satisfactory educational opportunities have been extended into more sparsely settled rural areas.

During recent years there has been a rapidly growing recognition of the right that all youth should have the opportunity of a good education. Many school districts have made vigorous efforts to develop an administrative unit that would provide these opportunities. The struggle has been long and difficult with every forward step challenged.

Opposition has come from those who have been reluctant to see the control of the schools pass from the local neighborhood to a larger governmental unit. This type of resistance has caused legislation of a compromise nature to be enacted in many states. This is what happened in Utah in 1915 when several small counties were organized into two or more school districts.

One of the first problems with which a newly created district is confronted is that of providing adequate buildings and equipment for the kind of educational program that the people have envisioned. Usually the necessary funds for such outlays are secured by incurring bonded indebtedness against the taxable property of the district. Limited tax resources preclude the construction of adequate plant or the purchase of essential equipment, and high rates of levy resulting from the bonded indebtedness prejudice people against further consolidation.

No one type of school district has been proved superior to all others. There are undoubtedly a number of satisfactory administrative arrangements. But the one thing that is certain is that there needs to be an immediate reorganization of school districts throughout the United States. Reorganization is imperative now.

The county is the most universal pattern of local government in the United States. Although the influence of the county varies from region to region and even within states, almost everywhere rural people are strongly county-minded.

Over the years it has become much more to them than a political unit for determining and administering the limited governmental functions suited to their economy. New functions have been added; new services in keeping with changing social and economic conditions have made their appearance. Coincident with this development has come an increasingly frequent use of the county as the area for participation in a wide variety of voluntary associations, both social and economic in nature. So strong have been these influences that in a large sense the history of a county is the history of the progress of the schools.

Function of Administrative Units. --- There is rather general agreement that the administrative organization should perform the following functions:

1. Provide at a reasonable cost an educational program designed to meet the needs and requirements of all children of school age from the kindergarten through the twelfth grade.
2. Provide at reasonable cost an able, efficient leadership and an adequate program of special services.
3. Provide at reasonable cost special education and adult education whenever the need for such services becomes sufficient to justify their presence in the educational program.
4. Provide sufficient taxable wealth to finance a program of education beyond the minimum program provided by the state.

When all factors are considered it is probable that

those school districts which are large enough to provide all the essential elements of a good educational program with the aid of state equalization are more efficient. It is also desirable from the standpoint of economy of operation and efficiency of the educational program to place all schools of each county under one board of education and one superintendent of schools.

Statement of the Problem. --- Obviously, if the administrative unit is expected to provide a reasonably broad educational offering, it must be adequately financed and contain a sufficient number of pupils to justify the program. An effort has been made in the present study to determine: (1) how large the school district should be before it can be expected to provide an adequate educational program at reasonable cost, and (2) the extent the population and sociological factors are likely to limit the size of school districts.

The central problem of the study is to determine the potential advantages and disadvantages that might result from the union of North Sanpete and South Sanpete School Districts into a single administrative unit.

Corollary to this problem is that of establishing some of the major elements in a procedure to be followed in the consolidation for other school districts.

Essential to both purposes is the formulation and validation of criteria in terms of which the quality of a school administrative unit may be determined and to indicate the type of information upon which decisions may rest.

Approach to Problem. --- The approach to the problem of determining the minimum and optimum size of the school district was made from four separate points of view: (1) economy of operation, (2) number of pupils to be educated, (3) efficiency of the instruction program, and (4) special services.

The population and socio-economic factors were studied mainly from the standpoint of expert opinion and current practices.

In an effort to determine their usefulness under a variety of conditions, the criteria developed in this study were applied to a practical problem consisting of two contiguous Utah school districts, both of which are greatly in need of having their school districts reorganized.

Areas Selected for Study. --- The school districts selected are South Sanpete and North Sanpete, which lie in the central part of the state. Together these school districts constitute an area which is roughly sixty miles long and thirty miles wide. The Sanpete county is a typically rural area containing several small towns.

Approach to Problem. --- For convenience in presenting the data, each school district was considered separately, and then they were presented together to show what might take place if they were consolidated into one school district.

Application of Criteria to South Sanpete and North Sanpete School Districts. --- While an effort has been made throughout this study to select criteria which have received

rather wide acceptance in educational practices, there is need for testing all conclusions in a variety of situations to determine their validity and limitations. This seems especially desirable in view of the limitations which density of population and socio-economic factors place upon size of administrative units.

The County. --- The county in Utah is an intermediate unit in the sense that it assists the State in looking after school units and assists the school districts in the exercise of their power and duties.

Future of Large Units. --- While it is obvious to any experienced school administrator that the county unit is not a panacea for all administrative problems, it must be admitted on the face of the evidence amassed on the subject that it does provide a convenient and economical way for equalizing educational opportunities within a large area.

The county unit does not of itself improve schools. It simply removes some of the difficulties in the way of conducting schools. It still remains for the people of the county, through their elected officials and school employees, to work out plans for a better program of education for the children and youth of the county.

Regardless of what may happen to the county unit, the future in educational planning points to larger districts for administrative purposes. How large such districts should be is a moot question which still needs considerable study and investigation. It seems logical to assume, however, that the



districts of the future will be much larger than have been considered in the thinking on reorganization in general.

Efficiency of the Instructional Program. --- When considered from the standpoint of the instructional program, elementary schools should have a minimum of one teacher per grade. Based on the ratio of 30 pupils per teacher, schools of this size may be expected to enroll 210 pupils for seven teachers in a K-6 type of organization or 270 pupils for nine teachers in a K-8 program.

The optimum size of the elementary school for instruction purposes is approximately 420 pupils in a K-6 or 540 in a K-8 program. Schools of this size may be expected to provide two teachers per grade and a reasonably diversified program under the leadership of a full time supervising principal.

The desirable minimum staff in a four-year high school is twelve teachers, sufficient to place one specialist in each of the twelve major subject fields normally included in the secondary program. At the ratio of 25 pupils to a teacher, a staff of twelve teachers may be expected to handle 300 pupils exclusive of free periods and non-teaching personnel.

The optimum size of the high school from the standpoint of efficient instruction is approximately 750 to 900 pupils. Schools of this size are sufficiently large to provide a full-time specialist in each major subject field and offer a well rounded program of activities. At the ratio of 25 pupils per teacher, schools of this size will require a staff of 30 to 36 teachers exclusive of free periods and non-teaching

personnel.

When limited population makes it impossible to establish schools which correspond to at least the minimum criteria for size as presented above, smaller schools may be established by assigning two grades to each teacher in the elementary school and to subject fields to each teacher in the high school. The enrollment in such schools will be approximately 90 pupils in a six-grade elementary school and 175 pupils in a junior high school. There will be 175 pupils in a senior high school. Schools of this size, however, are likely to be more expensive to operate than larger attendance centers and may also be inferior from the instructional point of view.

Attendance Centers. --- Little difficulty was experienced in establishing schools which varied in size from 200 to 400 pupils in North Sanpete School District where the predominate occupation of the people is agriculture and the population is fairly well scattered. A few pupils would be required to travel from five to fifteen miles to reach a school of standard size, but in more than 90 percent of the cases the distance to travel would be less than ten miles.

In South Sanpete School District the population is predominantly agricultural, and the population is fairly close together. The pupils would be required to travel from five to fifteen miles to reach a central school that would meet the standard size.

An examination of the high school attendance centers in the north and south part of the county revealed that the

average high school enrollment in the rural schools is approximately 200. Consequently, it may be assumed in well settled areas, high schools of the minimum size can be established without difficulty.

From the standpoint of economy of operation, the following conclusions may be drawn as to the size of attendance centers and administrative units:

1. Elementary attendance centers should have a minimum of 120 to 180 pupils in average daily attendance.
2. High school attendance centers should have a minimum of 300 pupils in average daily attendance with some prospect of increased savings up to 700 or more pupils. From the standpoint of the efficient use of high school plants, economies may be expected up to at least 1,200 to 1,500 pupils.
3. A school district should have a minimum of 2,000 to 3,000 pupils with increased savings possible up to at least 10,000 or 14,000 pupils.

Application of Criteria. --- When a hypothetical school district which coincided with existing boundaries was formed out of South Sanpete and North Sanpete School Districts, no difficulty was experienced in organizing one unified school district with approximately 3400 students.

While the one district plan would make it necessary for the two school districts to cooperate under one administration for school purposes, it was possible in each area to relate the smaller local units to the larger trading center which

exercised a position of leadership over the area.

Special Services. --- Evidence presented in Chapter 3 indicates that a school district should enroll approximately 10,000 to 14,000 pupils before it may be expected to offer a full program of services at a cost which bears a reasonable relationship to the total budget.

When school district population is limited, the personnel will need to be assigned to more than one of these areas.

#### CONCLUSIONS IN TERMS OF THE CRITERIA

1. As the general trend has been to organize larger administrative units, the school population of South Sanpete and North Sanpete School Districts have had a steady decline in school enrollment for the past 30 years. At the present time it would appear that there are not any probable future increases of population in these districts unless there is an industrial economic change. The literature has supporting evidence that between 10,000 to 14,000 pupils, the broader the educational program can be at a reasonable cost. In areas where school administrative units of this size would be impracticable, it is thought that school districts should have the minimum of 3,000 pupils. The two Sanpete school districts combined would have a school enrollment of approximately 3400 pupils.

Consolidation of the two administrative units would not decrease or destroy any of the values that are present in the school districts as they are now organized. Their potential to improve the educational program would be increased.

From this standpoint, with a declining school enrollment and the general trend toward larger administrative units, one school district would conform more fully to the criterion of size as measured by school population.

2. From the location of the respective communities, the small schools, which at this time could be consolidated to improve the educational program of each district, are located in each district as they are now organized; however, it would give them the potential to go further in consolidation of attendance units.

From this standpoint there appear to be no advantages to consolidate administrative units. The local units are geographically located in such a way they could be consolidated under the present organization; however, consolidation would give them the potential to go further into consolidation of attendance units. They would have the advantage of additional educational services from the larger administrative district.

3. With the present school organization, both school districts have inadequate administrative and supervisory staffs.

From this standpoint, in terms of the criterion consolidating the two present administrative units could provide the school district with more adequate administrative supervisory staffs. Consolidation would not have duplications in personnel. An adequate administrative-supervisory staff could be had without additional costs, and would probably

result in a savings.

4. South Sanpete and North Sanpete School Districts have most of their teachers certified in a time of shortage of elementary teachers.

From this point of view it would indicate that the consolidation of administrative units would not improve the certification of teachers. The benefits would come from the added services provided from the central office.

5. It is evident from the state building survey committee reports there is a need for new school buildings in these districts.

From this standpoint the consolidation of these districts would provide an assessed valuation large enough which would give them a bonding potential sufficient to build some of the needed school buildings. The school district would be large enough to have a modern administrative office. It also would help consolidate some of the small schools because board of education members would represent a larger group of communities and consequently not have the community pressure to retain small schools. This would result in some savings and provide a better educational program.

6. Both Sanpete school districts are located in the same valley. They have good hard surfaced highways. Almost all of the communities are located on the state highway. There are not any definite hazards in traveling between communities. The county is relatively small with communities located rather close together.

From the standpoint of good highways, communities relatively close together, no hazardous mountains to travel, all living in the same valley, and a relatively small county, the geographic features of the two Sanpete school districts are favorable for consolidation into one administrative unit.

7. The attitudes of the parents of the sixth grade students of each school district showed that South Sanpete parents were more favorable to consolidation than the parents of North Sanpete School District. These opinions were given without a study or all the facts on the problem; therefore, if the people had the proper facts to make their decisions, it is reasonable to believe more people would be favorable toward consolidation.

In the opinion of the former school superintendents of these two districts, all except one thought a better school program could be offered if the two Sanpete school districts were consolidated into one county unit. Their reasons were as follows:

- a. More services could be offered.
- b. It is a natural county within one valley.
- c. Each board of education member would represent more than one community which would tend to make him more county-minded.
- d. There are not any geographical features that would hinder consolidation.
- e. The road system is adequate.
- f. The assessed valuation would be large enough to provide funds to build the needed school buildings.
- g. Consolidation would provide a better

bonding power.

h. It would help with the consolidation of local units because each town would not have its own board of education member.

i. An educational program could be provided that would better meet the needs of youth.

j. It would provide the county with an adequate economic unit.

The disadvantages listed are as follows:

a. There would not be saving of school expenditures.

b. The administrative unit would be too large.

c. There are definite feelings between each part of the county.

d. The people have consolidated as much as they desire.

From this standpoint it would seem evident that the parents of South Sanpete School District seem more favorable toward consolidation than North Sanpete School District parents of the ones polled; however, many parents could see the advantages of consolidating the two school districts into one administrative unit. The former superintendents, except one, thought there were many advantages in consolidating these districts into one administrative unit. This is a significant factor because the former superintendents should know the needs of these school districts.

8. The two school districts are offering, at present, the curriculum they can finance. The schools are meeting the state minimum program of required studies. One of the most obvious results of small secondary schools is inadequate



opportunities for the students. Because of the size of the high schools, some of the subjects are offered on an alternate year basis and there is need of a broader curriculum.

From this standpoint the two school districts are meeting the state minimum program of studies. Without the consolidation of small local units within each district, there does not seem to be any advantage of consolidating these school districts into one.

9. The Sanpete School Districts have a population that mostly belong to the predominant church of Utah. The people are similar in their social and cultural background. The most important industry is distinctly agriculture which makes their economic conditions similar. They are living in a small county with a declining population. The influence of the population characteristics of both school districts lend themselves toward consolidation.

From the standpoint of the criterion it seems evident that the two Sanpete school districts constitute no significant barrier in consolidating them into one administrative unit.

10. There is a general trend toward larger administrative units, while South Sanpete and North Sanpete School Districts have been declining in school enrollment during the past 30 years. The size of schools and costs of education are directly related. As these districts continue on a declined enrollment, they can expect a higher cost per capita. Each district has a small assessed valuation. Financially,

from the standpoint of bonded indebtedness, they are partially free from bonded indebtedness.

From this standpoint it would seem evident there are advantages in consolidating the two districts into one administrative unit. Each school district has a small assessed valuation, but together they would have assessed valuations large enough to build some of the needed school buildings. The decline in population makes it too expensive to hire the needed service, but together they would have adequate services with reduced costs. There would be a small amount of equalization.

When analysis is made of the conclusions, it is evident there are more advantages than disadvantages in consolidation of the North Sanpete and South Sanpete School Districts into one administrative unit.

Recommendations:

The writer feels there is a need for further study of administrative units in the State of Utah. When the law of 1915 which forced school district consolidation is examined, the state legislature has remained the same. Since that time many of the areas of Utah have grown rapidly in populations while others have declined.

1. Any further changes of consolidation of administrative units in the State of Utah should be based on an objective study such as this one or a similar one.

2. It is recommended that the State of Utah make further study of administrative units. This could be done by the

state legislature, the state legislative council, or the state board of education, or it could be assigned to a special survey committee.

## BIBLIOGRAPHY

- (1) Alford, Harold D. Procedure for School District Reorganization. Contributions to Education, No. 852. Teachers College, Columbia University, 1942.
- (2) Alves, Henry F., Anderson, Archibald W., and Fowkes, John Guy. Local School Units Project. United States Office of Education, Washington, D. C., 1939.
- (3) Bateman, E. Allen. Development of the County Unit School District in Utah. Contributions to Education No. 790, Teachers College, Columbia University, New York, 1940.
- (4) Booth, John M. State School Administration in Idaho. Idaho State Department of Public Instruction, Boise, Idaho, 1946.
- (5) Burke, Harry A. Reorganization of Public Administration in Nebraska. Doctorial Dissertation, School of Education, Stanford University, 1943.
- (6) Butterworth, Julian E., and Dawson, Howard A. The Modern Rural School. McGraw-Hill Book Company, New York, 1952.
- (7) Chase, Francis S., and Morphet, Edgar L. The Forty-eight State School Systems. Council of State Government, Chicago, Illinois, 1949.
- (8) Cooper, Shirley and Fitzwater, Charles O. County School Administration. Harper and Brothers, New York, 1954.
- (9) Cooper, Shirley and Fitzwater, Charles O. County School Administration. McGraw-Hill Book Company, New York, 1951.
- (10) Covers, Timor. Larger Units for Education Administration. United States Office of Education, Washington, D. C., 1933.
- (11) Cubberley, E. P. Public School Administration. Houghton Mifflin Company, Boston, Massachusetts, 1929.
- (12) Cubberley, Ellwood P., Elliot, Edward C. State and County School Administration. The Macmillan Company, New York, 1927.
- (13) Cushman, M. L. School District Reorganization. Phi Delta Kappa, Homewood, Illinois, 1951.

- (14) Cyr, Frank W. Needed Research on the Reorganization of School Districts in Rural Areas. Teachers College Record, Columbia University, January 1937.
- (15) Dawson, Howard A. and Reeves, Floyd W. Your School District. The National Commission on School Reorganization, Department of Rural Education, Washington, D. C., 1948.
- (16) Deseret News. Salt Lake City, Utah, December 10, 1951.
- (17) Edwards, Newton. The Courts and the Public Schools. University of Chicago Press, Chicago, Illinois, 1941.
- (18) Engelhardt, Fred. Public School Organization and Administration. Ginn and Company, Boston, Massachusetts, 1931.
- (19) Fairbi, John A. and Kriun, Charles M. County Government and Administration. The Century Company, New York, 1930.
- (20) Fitzwater, C. O. Educational Change in Reorganized School Districts. U. S. Department of Health, Education and Welfare, Washington, D. C., 1952.
- (21) Fitzwater, C. O. and Cooper, Shirley. County School Administration. Harper and Brothers, New York. 1954.
- (22) Fitzwater, C. O. Selected Characteristics of Reorganized School Districts. U. S. Department of Health, Education and Welfare, Washington, D. C., 1953.
- (23) Flesher, W. R. Guide for Planning School Plants. Peabody College, Nashville, Tennessee, 1953.
- (24) Good, H. G. A History of Western Education. The Macmillan Company, New York, 1947.
- (25) Hayes, Wayland J. The Small Community Looks Ahead. Harcourt Brace and Company, New York, 1947.
- (26) Hamilton, R. R. and Mort, P. R. The Law and Public Education. Foundation Press, Inc., 1941.
- (27) Hart, F. W. and Peterson, L. H. The County Unit of School Administration in Theory and Practice. California Quarterly Journal of Secondary Education, 1934.
- (28) Hunter, Milton R. Utah In Her Western Setting. Sun Litho Company, Salt Lake City, Utah, 1946. p. 356.

- (29) Improving Opportunities in Rural Education. University of New York, Albany, New York, 1946.
- (30) Institute of Administrative Research. Teachers College, Columbia University, The National Education Association, Washington, D. C., 1948.
- (31) Journal of History. M. S. Church Library, Salt Lake City, Utah, 1856.
- (32) Judd, Charles H. and others. Administration and Supervision. Rural School Survey of New York State, Cornell University, Ithaca, New York, 1923.
- (33) Manti Messenger. Manti, Utah, 1909.
- (34) Moehlman, Arthur B. School Administration. Houghton Mifflin Company, Boston, Massachusetts, 1940.
- (35) Moffitt, John Clifton. The History of Public Education in Utah. Deseret News Press, Salt Lake City, Utah, 1946.
- (36) Moffitt, John Clifton. The Development of Centralizing Tendencies in Educational Organization and Administration in Utah. The University of Chicago Libraries, Chicago, Illinois, 1940.
- (37) Mort, Paul R. Principles of School Administration. McGraw-Hill Book Company, New York, 1946.
- (38) Mort, Paul R. and Rensser, Walter C. Public School Finance. McGraw-Hill Book Company, New York, 1951.
- (39) Mort, Paul R. and Cornell, Francis. American Schools In Transition. Bureau of Publications, Teachers College, Columbia University, New York, 1941.
- (40) Nanningin, S. F. California Journal of Educational Research. December, 1951.
- (41) North Sanpete School District. Official Records. Mt. Pleasant, Utah, 1955.
- (42) North Sanpete Stake of Zion. Statistical Records. June, 1955.
- (43) Ogden, Jean and Jesse. Small Communities in Action. Harper and Brothers, New York, 1946.
- (44) Phi Delta Kappa. School District Reorganization. Phi Delta Kappa, Homewood, Illinois, 1951.

- (45) Pittenger, Benjamin Floyd. Local Public School Administration. McGraw-Hill Book Company, New York, 1951.
- (46) Reorganization of School Units. Bulletin No. 15, United States Office of Education, 1935.
- (47) Rugg, H. Foundations for American Education. World Book Company, Yonkers, New York, 1947.
- (48) Sears, Jesse B. The Nature of the Administration Process. McGraw-Hill Book Company, New York, 1950.
- (49) Skidmore, Charles H. Economies Effected Through County School Consolidation. Utah Department of Public Instruction, Salt Lake City, Utah, 1934.
- (50) Smith, Joseph. The Doctrine and Covenants. The Church of Jesus Christ of Latter-Day Saints, Salt Lake City, Utah, 1928. Section 11:7.
- (51) South Sanpete Stake of Zion. Statistical Records. June, 1955.
- (52) South Sanpete School District. Official Records. Manti, Utah, 1955.
- (53) Spaulding, Francis T. High School and Life. McGraw Hill Book Company, New York, 1938.
- (54) State Department of Public Instruction. Biennial Report. The Authority of the State Board of Education of Utah, 1925 to 1955.
- (55) State of Utah. Public School Survey Commission. Report. 1954.
- (56) Strazer, George D. A Report of A Survey of Public Education in the State of West Virginia. Legislative Interim Committee, Charleston, West Virginia, 1945.
- (57) The California State Department of Education. Study of Local School Units of California. California State Department of Education, Sacramento, California, 1937.
- (58) The Council of State Governments. State-Local Relations. Chicago, Illinois, 1946.
- (59) The National Commission on School District Reorganization. A Key to Better Education. The National Commission of School District Reorganization, Washington, D. C. 1947.

- (60) United States Bureau of Census. Characteristics of Population of Utah. United States Government Printing Office, Washington, D. C., 1942 and 1952.
- (61) United States Office of Education. Statistics of State School System. United States Government Printing Office, Washington, D. C., 1944.
- (62) United States Bureau of Census. Volume I and II Characteristics of Population of Utah. U. S. Government Printing Office, Washington, D. C., 1950.
- (63) Utah Taxpayers Association. Bulletin No. 11, November, 1954.
- (64) Washington University. A Survey of the Common Schools of Washington. University of Washington, Seattle, Washington, 1938.
- (65) Wisconsin State Superintendent of Public Instruction. Thirty-first Biennial Report. 1942-44.
- (66) Work, George A. and Lessor, Simon. Rural America Today. University of Chicago Press, 1942.
- (67) Young, Levi Edgar. The Founding of Utah. Charles Scribner and Sons, San Francisco, California, 1923.
- (68) Young, Levi Edgar. The Pioneers and Early Education. Utah Education Review, 1913.



APPENDIX

STUDY OF DATA  
IN  
PROCEDURES IN PLANNING  
A LOCAL ADMINISTRATION  
UNIT

By Leon F. Christiansen  
Brigham City, Utah

---

School District

I. Significant events in the development of the district, events, dates, sponsors and source, etc.

1. \_\_\_\_\_  
\_\_\_\_\_
2. \_\_\_\_\_  
\_\_\_\_\_
3. \_\_\_\_\_  
\_\_\_\_\_
4. \_\_\_\_\_  
\_\_\_\_\_

II. Present population of school district.

1. Total population \_\_\_\_\_
2. School population \_\_\_\_\_
3. Population map or chart of school district.
4. Population of each city or town and date.

Name	Population	Date
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

III. Trend in population growth or decline.

Population	Increase or decrease	Percent of Increase or Decrease
1945 _____	_____	_____
1950 _____	_____	_____
1954-55 _____	_____	_____

IV. Number, population, composition of each school precinct.  
(Current)

Number	Population	Composition (Agricultural, Town, etc.)
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

V. Number and approximate tax valuation of each school district precinct.

Number	Valuation	1945	1950	1954-55
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

VI. The administration, supervision, and service personnel, etc.

In terms of full or part time equivalent and comments.

1. Superintendent of Schools \_\_\_\_\_
2. Clerk of Board of Education \_\_\_\_\_
3. Secondary Supervisor \_\_\_\_\_
4. Elementary Supervisor \_\_\_\_\_
5. School Lunch Supervisor \_\_\_\_\_
6. Building and Grounds Supervisor \_\_\_\_\_
7. Transportation Supervisor \_\_\_\_\_
8. Guidance Program \_\_\_\_\_
9. Student Personnel \_\_\_\_\_

- 10. Secretary and Bookkeeping \_\_\_\_\_
- 11. Legal Advice \_\_\_\_\_
- 12. Educational Survey \_\_\_\_\_
- 13. Engineering Service \_\_\_\_\_
- 14. Other \_\_\_\_\_

VII. Qualification of Administrative and Supervisory Staff.

1. Superintendent of Schools

Degree held - B.S., M.A., Ph.D. \_\_\_\_\_  
Degree equivalent \_\_\_\_\_  
Certificate held \_\_\_\_\_  
Salary \_\_\_\_\_  
Experience \_\_\_\_\_

2. Secondary Supervisor

Degree held - B.S., M.A., Ph.D. \_\_\_\_\_  
Degree equivalent \_\_\_\_\_  
Certificate held \_\_\_\_\_  
Salary \_\_\_\_\_  
Experience \_\_\_\_\_

## 3. Elementary Supervisor

Degree held - B.S., M.A., Ph.D. \_\_\_\_\_

Degree equivalent \_\_\_\_\_

Certificate held \_\_\_\_\_

Salary \_\_\_\_\_

Experience \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

## 4. Guidance and Counseling

Degree held - B.S., M.A., Ph.D. \_\_\_\_\_

Degree equivalent \_\_\_\_\_

Certificate held \_\_\_\_\_

Experience \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## 5. Building, Grounds and Transportation

Degree held or training \_\_\_\_\_

Salary \_\_\_\_\_

Experience \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## 6. Clerk of Board of Education

Degree or training \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Salary \_\_\_\_\_

Experience \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## 7. Bookkeeper for Board of Education office

Training \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Salary \_\_\_\_\_

Experience \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## 8. Stenographer of Board of Education office

Training \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Salary \_\_\_\_\_

Experience \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_9. Others: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

VIII. Board of Education of school district

Board Members

	A	B	C	D	E
1. Education - highest grade attained	_____	_____	_____	_____	_____
2. Length of service	_____	_____	_____	_____	_____
3. Rate of overturn	_____	_____	_____	_____	_____
4. Representativeness in occupation, etc.	_____	_____	_____	_____	_____
5. Experience of board members:					
a. _____					
_____					
_____					
b. _____					
_____					
_____					
c. _____					
_____					
_____					
d. _____					
_____					
_____					
e. _____					
_____					
_____					



## IX. Names and information about each school

- 
- |                                                                            |       |
|----------------------------------------------------------------------------|-------|
| 1. Name of school                                                          | _____ |
| 2. Location of school                                                      | _____ |
| 3. Grades in each school                                                   | _____ |
| 4. Enrollment of school                                                    | _____ |
| 5. Rooms and kinds in school                                               | _____ |
|                                                                            | _____ |
|                                                                            | _____ |
| 6. Use of rooms                                                            | _____ |
|                                                                            | _____ |
| 7. Projected school enrollment<br>of each school for at least<br>six years | _____ |
|                                                                            | _____ |
| 8. Number of staff members in<br>each school                               | _____ |

## X. The Educational Program and School Organization

- |         | Number |
|---------|--------|
| 1. K-6  | _____  |
| 2. 1-6  | _____  |
| 3. 1-8  | _____  |
| 4. 6-9  | _____  |
| 5. 8-12 | _____  |
| 6. 9-12 | _____  |

## XI. List of subjects taught or offered at elementary level.

_____	_____
_____	_____
_____	_____



## XIV. Personnel policies of district

1. Employment practices \_\_\_\_\_

---

---

---

---

---

---

2. Present average salary \_\_\_\_\_

3. Tenure policy \_\_\_\_\_

---

---

---

---

4. Retirement policy \_\_\_\_\_

---

---

---

---

## XV. Method of purchasing school supplies and equipment

1. Method of ordering supplies and books \_\_\_\_\_

---

---

---

---

2. Method of purchasing supplies and books \_\_\_\_\_

---

---

---

---

3. Method of ordering equipment

---

---

---

---

4. Method of purchasing equipment

---

---

---

5. Method of ordering audio-visual supplies and equipment

---

---

---

6. Method of purchasing audio-visual supplies and equipment

---

---

---

---

7. Others:

---

---

---

---

XVI. Geographic features and size of each school district

1. Area in square miles

---

2. Geographic features

---

---

---

3. Highways and conditions

---

---

---

---

XVII. Transportation facilities for the school district

1. Number of school busses \_\_\_\_\_

2. Model and year of each bus \_\_\_\_\_

---

---

---

---

3. Capacity of each bus \_\_\_\_\_

---

---

---

---

4. Length of each bus route \_\_\_\_\_

---

---

---

5. Plan to purchase new busses as needed

---

---

---

---

---

6. Number of students transported by contract \_\_\_\_\_

7. Number of students transported by Board of Education  
\_\_\_\_\_

8. Director of bus routes or any overlapping \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

XVIII. Method of finance of School District

1. Private property \_\_\_\_\_

2. Public utilities \_\_\_\_\_

3. Local mill levy \_\_\_\_\_

4. State equalization program \_\_\_\_\_

5. Federal money \_\_\_\_\_

6. School district indebtedness \_\_\_\_\_  
\_\_\_\_\_

7. Bond retirement \_\_\_\_\_  
\_\_\_\_\_

8. School district budget

a. Instruction \_\_\_\_\_

b. Auxiliary \_\_\_\_\_

c. Operation of plant \_\_\_\_\_

d. Maintenance of plant \_\_\_\_\_

e. Fixed charges \_\_\_\_\_

f. Capital outlay \_\_\_\_\_

g. Debt service \_\_\_\_\_

h. G. I. Program \_\_\_\_\_

i. Other \_\_\_\_\_

- 9. Per unit cost in school district \_\_\_\_\_
- 10. Evaluation of school property \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

11. District budget and revenue available. (Attach.)

XVIX. Approximate Industrial Factors and Occupations

- 1. Per cent of people in agriculture \_\_\_\_\_
- 2. Per cent of people in mining \_\_\_\_\_
- 3. Per cent of people in trades \_\_\_\_\_
- 4. Per cent in professional services \_\_\_\_\_
- 5. Per cent of people in business \_\_\_\_\_
- 6. Per cent of people working in industries \_\_\_\_\_
- 7. Others \_\_\_\_\_

8. Source of above information \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

XX. Evaluation of Buildings (See State Commission Reports)

- 1. Evaluation of present buildings  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Building needs of the district

---

---

---

3. Building expenditures for the past ten years

---

---

---

4. Building program in the district planning

---

---

---

XXI. School district Board of Education offices

1. Location and number of rooms

---

---

2. Facilities

---

---

---

3. Equipment

---

---

---

4. Supply room for district

---

---

---

5. Books deposition for school district

---

---

---



6. Books and audio-visual library \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

XXII. Approximate composition of people living in school district

1. Religions
  - a. Per cent L. D. S. \_\_\_\_\_
  - b. Per cent Catholic \_\_\_\_\_
  - c. Per cent Presbyterian \_\_\_\_\_
  - d. Others \_\_\_\_\_
2. Race \_\_\_\_\_
3. Social \_\_\_\_\_
4. Other \_\_\_\_\_

XXIII. Provision for reorganization at the state level

\_\_\_\_\_

\_\_\_\_\_

XXIV. Provision for reorganization at the local level

\_\_\_\_\_

\_\_\_\_\_

XXV. Problems in reorganization

1. Redistricting school precincts
2. Accepting school indebtedness
3. Public opinion
4. Planning a better school district
5. School finances on unit basis

Dear Parents,

This questionnaire is part of a study conducted under the auspices of the Utah State Agricultural College at Logan, Utah, and approved by the North Sanpete and South Sanpete Boards of Education. Your cooperation will be most helpful in making a study which should result in benefits to the Districts.

Yours truly,

Leon F. Christiansen

This questionnaire is an opinion poll of the Organization and Administration of the Sanpete County School Districts. Check (yes, no, or uncertain) the one, in your opinion, that best represents your school district.

1. Opinion concerning desirability of consolidating district with some other district.

Desirability:

Yes, desirable to consolidate \_\_\_\_\_

No \_\_\_\_\_

Uncertain \_\_\_\_\_

2. Opinion on whether economies would result from consolidation with some other districts.

Yes, economies would result \_\_\_\_\_

No \_\_\_\_\_

Uncertain \_\_\_\_\_

Reasons why economies would result \_\_\_\_\_

\_\_\_\_\_

Reasons why economies would not result \_\_\_\_\_

\_\_\_\_\_

3. Feasibility of further consolidation of attendance areas within the district.

Feasible:

Yes, it is feasible to consolidate \_\_\_\_\_

No \_\_\_\_\_

Uncertain \_\_\_\_\_

4. Opinion concerning economies through consolidation of attendance areas within district.
- Yes, expect further economies \_\_\_\_\_
- No \_\_\_\_\_
- Uncertain \_\_\_\_\_
5. Opinion concerning adequacy of services in district as they are being provided.
- Yes, adequate services are provided \_\_\_\_\_
- No \_\_\_\_\_
- Uncertain \_\_\_\_\_
6. Opinion - Could more services be provided by consolidating district with some other district?
- Yes, educational service would be increased \_\_\_\_\_
- No \_\_\_\_\_
- Uncertain \_\_\_\_\_
7. Our school district has studied the possibility of consolidating with another school district.
- Has studied.
- Yes, our district has studied the possibility of consolidating with another school district \_\_\_\_\_
- No \_\_\_\_\_
- Uncertain \_\_\_\_\_
8. Opinion concerning whether or not consolidation of your district with another would improve the educational program for our children.
- Would improve
- Yes, would improve our educational program for our

