

CONSOLIDATION OF SELECTED SCHOOL DISTRICTS
IN CENTRAL POLK COUNTY, OREGON

by

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TABLE OF CONTENTS

	Page
CHAPTER I. INTRODUCTION	1
Purpose of the Study	3
Characteristics of the Area	4
Number of Districts	7
Sources of Data	9
CHAPTER II. BACKGROUND STUDIES	11
Beginning of Consolidation and its Spread	11
Consolidation in Washington and California	17
Oregon's School District System	19
The Holy Study and Recommendations	25
Oregon Laws on Consolidation	34
Factors Making Consolidation Advisable in Area	42
Enrollments	42
Assessed Valuations	43
Per-pupil Costs	45
Teachers	48
Need for a Co-ordinated Program	49
CHAPTER III. PRESENT STATUS OF EDUCATIONAL PROGRAM IN THE AREA	53
Dallas	53
Falls City	60
Perrydale	62
Rickreall and Pedee	65
Other Districts	68
CHAPTER IV. PROPOSED CONSOLIDATION	75
CHAPTER V. SUMMARY AND RECOMMENDATIONS	98
Recommendations	106
BIBLIOGRAPHY	109

LIST OF TABLES

Table	Page
I Districts in Proposed Consolidation, Their Assessed Valuations, Millage Rates, Census and Enrollments for the School Year, 1939-40 . . .	38
II Districts in Proposed Consolidation, Their Assessed Valuation, Millage Rates, Census and Enrollments for the School Year, 1944-45 . . .	39
III Districts in Proposed Consolidation, Their Assessed Valuation, Millage Rates, Census and Enrollments for the School Year, 1949-50 . . .	40
IV Districts of Proposed Consolidation, Their Assessed Valuations, Millage Rates, Census and Enrollments for the School Year, 1950-51 . . .	41
V Elementary Per Capita Costs within Proposed Consolidation Area	46
VI High School Per Capita Costs within Proposed Consolidation Area	47
VII Districts in the Proposed Consolidation and Salaries of Teachers for the School Years, 1939-40, 1944-45, 1949-50, and 1950-51	50
VIII Assessed Valuations, Budgets and Millages of All Districts in the Proposed Consolidation for the year, 1951-52	90

LIST OF PLATES AND MAPS

Plate	Page
I	56
II	59
III	61
IV	64
V	67
VI	69
VII	72
Map of Proposed Consolidation	8
Transportation Map	82

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CHAPTER I

INTRODUCTION

Reorganization of school districts is becoming more imperative as time goes by. It is becoming imperative because so many local school districts are finding it impossible to maintain the type of educational program needed by the children to meet the complex problems of today or prepare them adequately to cope with the problems of the future.

Too many districts are operating schools which no longer meet the standards for school buildings, sanitary facilities, equipment, teachers or educational program, and are operating with enrollments which in themselves are too low to justify their existence or maintenance cost.

The limited program offered places the children of the district at a tremendous disadvantage. Little or no opportunity is offered for the development of special talents in art, music and drama, or for the development of social poise or aesthetic appreciations. Health services are usually not available nor are lunchroom facilities where a pupil may get a nourishing hot lunch. Teachers attracted to these schools with their meager social and educational facilities are too often poorly prepared to

teach in such situations. Library facilities in many of the rural schools are almost negligible. An educational program cannot be considered satisfactory unless it can offer the people of the area a reasonable share of these advantages and can offer the assistance they need to cope with the problems of personal and community living.

In origin, the American school system is a local development. It has had its beginning in the cooperation of neighborhood groups who wanted to provide such educational advantages for their children as they felt were needed, and schools have continued to operate as community institutions. Their maintenance and control have always been considered as major functions of local government. The local schools, especially in rural districts, have provided for thousands a better understanding of the real meaning of democracy as they took an active part in local school meetings or in serving as members of the local boards of education. In this respect local school organizations have been considered as the "cradle of democracy." They have influenced the home and family life; have been guides to children in their most formative years; and have aided in forming the moral and ethical standards which influence community life.

It is an accepted principle that such school districts should not be reorganized or abolished without consent of

the citizens of these districts. The state has made no effort to prevent local authorities from exercising their rights in the conduct or reorganization of local districts. However, there have been efforts made to encourage participation in larger units, in areas large enough to provide the resources necessary for more adequate educational programs which are needed and desired.

Social and economic changes have brought to the forefront the needs for modification of the educational programs of many of the smaller schools to cope with present day problems and needs of the boys and girls. It seems logical, that when circumstances prevent local units from adequately meeting their desires and obligations in providing the best educational opportunities for their boys and girls, that a reorganization to accomplish these purposes should be undertaken. If it is important to preserve local units of school organization, it is more important to establish units which can adequately provide the program to meet the needs of our young people in terms of today (5, pp.43-45).

Purpose of the Study

The purpose of this study is to determine the advisability of reorganizing and consolidating several school districts in central Polk County. All except two of the

districts in this proposed consolidation are sending their high school pupils to Dallas High School at the present time. All districts in the proposed consolidation are within easy transportation distances of Dallas and satisfactory road conditions exist to make transportation practical and reasonably economical.

It is not proposed to transport all grade school pupils to Dallas, but to maintain grade schools at desirable locations within the consolidated area and transport students from sparsely settled areas to these larger units. All high school pupils would continue to attend Dallas High School. The transportation of elementary school pupils to the larger schools maintained within the district outside Dallas would be a minor problem, as the same buses could be employed.

It is believed that through the proposed consolidation, the resources of the consolidated district could be used to provide a broader and enriched educational program for all the boys and girls of the entire area and they would be enabled to find satisfactions and purposes in their school lives.

Characteristics of the Area

The area included in the proposed consolidation would be approximately one-half the total area of Polk County.

(See map, page 8.) However, a large portion, the western section of this area, is mountainous, timbered and cut-over lands which is accessible only by logging roads or trails. In the small valleys along the rivers and creeks in this section farms and agricultural communities have been established which afford a livelihood for a limited number of people. Many of these people work in the woods or in the sawmills when their crops and other businesses do not require their attention at home.

The eastern half of the area is devoted to agriculture which is very diversified and includes grain and seed crops, dairying and stock raising, particularly beef cattle and sheep, poultry raising, with large flocks of turkeys and chickens, hop raising, particularly along the Willamette River in the Independence region, and fruit raising, especially in the low foothill section around Dallas. The principal fruit crops are berries, cherries and prunes. Also much acreage is devoted to the growing of walnuts and some filberts.

As can be seen from the above statements, the two chief industries of the area are agriculture which ranks in first place, and lumbering which includes both the logging industry and the manufacture of lumber and lumber products. Many sawmills, planing mills and wood-processing plants are located in this area.

The largest center of population within the proposed consolidation area is Dallas, county seat of Polk County, located near the center of the populated area. Dallas has a population of approximately five thousand inhabitants within the city limits, but with an immediate trading area much larger. Dallas is nestled in the low foothills where the broad level valley begins to give way to the hills. It is the terminal point of the Salem-Dallas highway which crosses state highway 99W, four miles east of Dallas at Rickreall.

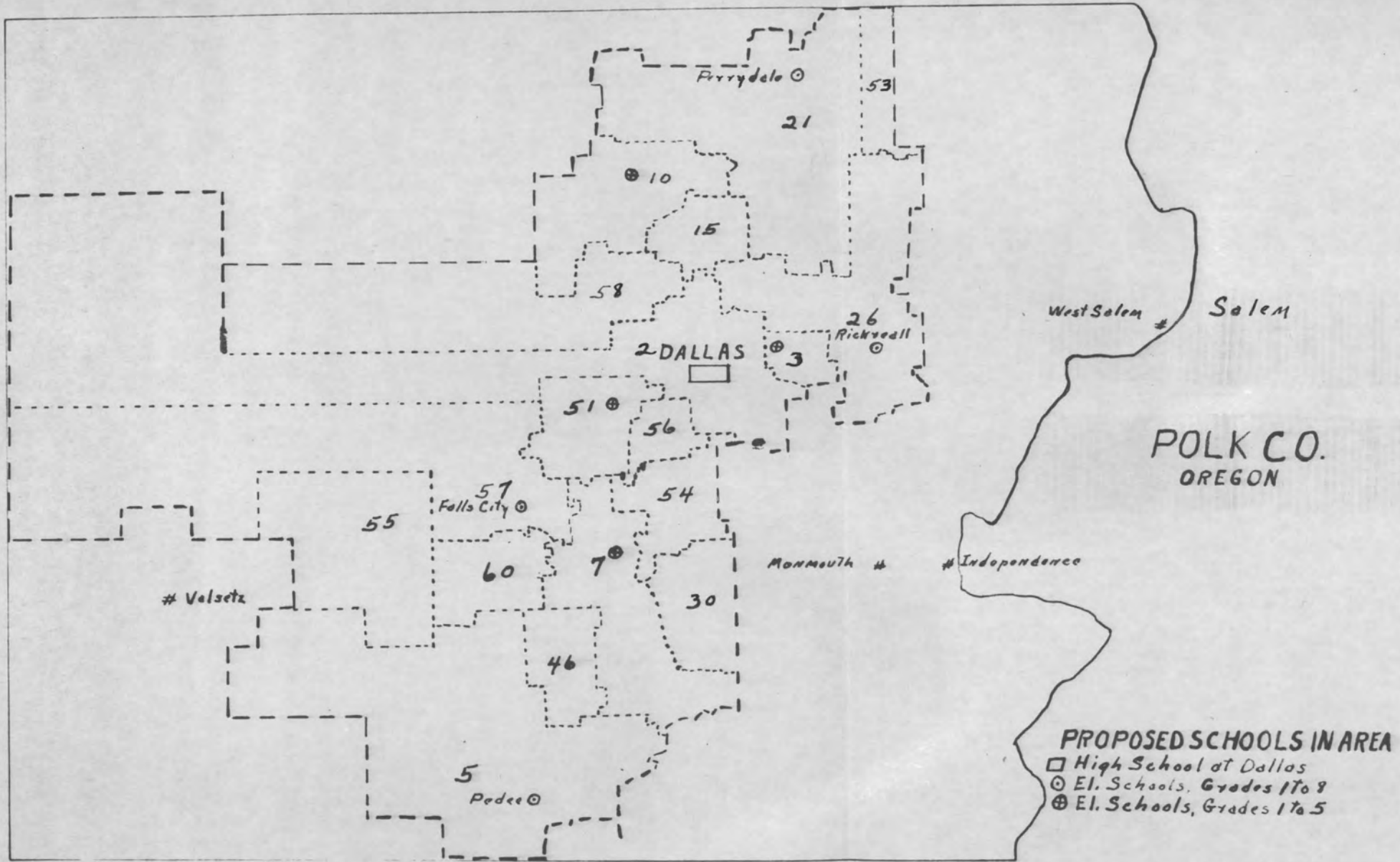
Other population centers which directly affect the proposed consolidation are those of Falls City and Perrydale. (See map, page 8.) Falls City is about eight miles southwest of Dallas at the base of the Coast Range Mountains and has a population of less than a thousand inhabitants whose chief occupations are logging and lumbering. The road to the more isolated logging town of Valsetz, about twenty miles beyond in the Coast Range Mountains, passes through Falls City. Both a grade and a high school are maintained at Falls City, the high school with an enrollment of about sixty students and the grade school with approximately one hundred fifty. Perrydale is nine miles north of Dallas and is unincorporated. There are perhaps two hundred people living within a radius of one mile of Perrydale. It is being considered here as

a population center because of its concentration of people in a rich farming area with grain, seed crops and dairy-
ing predominating. It is further considered because at Perrydale both a grade and high school are being operated. The high school enrollment is forty to fifty students, some attending there as the result of consolidation and others by tuition from surrounding districts. Falls City and Perrydale are included in the proposed consolidation presented in this study.

Number of Districts

To consolidate eighteen districts represents an ambitious program, but since all but the Falls City and Perrydale districts are at present sending all or part of their high school students to Dallas, and since Dallas is the natural center of the entire area, and since by joining forces, a much improved program of education could be made available to all the boys and girls of the area, it seems to be the only logical and practical solution to such perplexing problems as equalization of opportunity for the students, equalization of cost to the taxpayers, and an opportunity to enrich the curriculum to take care of the special aptitudes and interests of all students.

SCHOOL DISTRICTS IN PROPOSED CONSOLIDATION



The districts included are: Dallas, District #2; Orchard View, District #3; Pedee, District #5; Bridgeport, District #7; Salt Creek, District #10; Orchards, District #15; Perrydale, District #21; Rickreall, District #26; Antioch, District #30; McTimmons Valley, District #46; Oakdale, District #51; McCoy, District #53; Guthrie, District #54; Black Rock, District #55; Liberty, District #56; Falls City, District #57; Pioneer, District #58; and Oakhurst, District #60.

Roads leading from Dallas into the above named districts are of hard surface construction or graveled. The abundance of roads make it possible to prevent too much overlapping or back tracking on most bus routes and would permit economic and safe transportation for students over roads which are open and passable throughout the year.

Sources of Data

The chief sources of data for this study were the records, kept in the office of the Polk County School Superintendent. Information concerning school enrollments, school district evaluations, tax levies, costs of operation, warrant and bonded indebtednesses of each district, teachers' salaries, as well as maps and charts and personal counsel were made available by the County School Superintendent.

Other sources of material were: The Itemizer-Observer, newspaper in Dallas; the Oregon State Library; the Dallas City Library; the office of the City Superintendent of Schools, Dallas, Oregon; and personal interviews with teachers, board members and patrons of the various school districts.

CHAPTER II

BACKGROUND STUDIES

Beginning of Consolidation and its Spread

The present traditional district system of school support and administration, with its small one-room schools, has been carried over from pioneer days when the legislatures of the various states delegated to localities the responsibility of providing schools. At that time each community was practically isolated from other communities. There were no centers of wealth and communications were very slow and difficult. These conditions have all changed. The counties are more thickly populated, highways have been built and communications have improved until no community is isolated. During the decade 1920 to 1930, with the movement of population to the cities, the enrollment in our one-room schools decreased materially, but the number of schools did not. The small district with its small school belongs to a social order which has long been obsolete. The necessity which once demanded such a system has passed, but the small school still exists.

When consolidation began, as the word is generally understood, it is hard to say. In the early New England states, from very early times, schools were abandoned for the sake of economy and the children were sent to

neighboring schools. This happened in the State of Massachusetts so many times before 1869 that the question was brought before the legislature as to whether the children from an abandoned district might be transported to another district at state expense. The legislature acted favorably and enacted a law which read:

Any town in the commonwealth may raise by taxation or otherwise and appropriate money to be expended by the school committee in their discretion in providing for the conveyance of pupils to and from public schools.

The first children transported to school at public expense under provisions of this act were in the town of Quincy, in the eastern part of Massachusetts. There in 1874, a school with less than twelve children was closed and the children taken to another one-room school, the union making a school not too large for one teacher. The district abandoning its school found that its outlay was less after paying tuition and transportation, than the amount which would have been required to maintain its own school. No educational advantages were gained in this consolidation, however, except from the association with a greater number of students.

The first consolidation for the definite purpose of serving the pupils better and securing for them better educational opportunities, appears to have occurred in Montague, Massachusetts. In 1875 three district schools

were abandoned and a new brick building was erected at a central location to which all children from the abandoned districts were transported at public expense.

The second consolidated school in Massachusetts was probably the one at Concord. Here a central building was erected replacing several rural one-room schools, included in an area of about twenty-five square miles. Concord at the time was a township of about 4,000 inhabitants. Prior to the consolidation, there were twelve schools in the area housed in eleven buildings. The new building, the Emerson School, had eight rooms and replaced, at first, only the five schools within the township, but later took in the other seven to consolidate the district. The consolidation was heralded as the result of the intelligence and foresightedness of its able men. "An institution is but the lengthened shadow of a man."

From this beginning consolidation spread to other of the New England states, slowly at first and then more rapidly as the advantages of consolidation became more apparent. By 1888, 104 of the 240 townships in Massachusetts were spending money for the transportation of pupils.

The movement soon spread to the South and West. Ohio and Indiana, organized on the township basis as was Massachusetts, took hold of consolidation more easily and rapidly than most states. A law was passed in Ohio,

April 25, 1904, authorizing the board of education in any township to suspend schools in any of the sub-districts in the township and convey pupils to a centralized school, with the provision that no school with an average daily attendance of twelve or more could be abolished against the opposition of a majority of the voters of the district. By 1910 there were 178 centralized districts and by 1916 there were 539 (8, pp.24-38).

In Indiana, consolidation began in 1889 and by 1912 there were 589 consolidations and by 1916 there were 706. In 1920 State Superintendent Hines of Indiana wrote, "The consolidated school has come to Indiana to stay. We have almost a thousand of the institutions and we want the day to come when the last one-room school will have disappeared." (8, pp.6-16).

What difference does school district reorganization make? To the citizen it offers a revitalized community educational program, where misunderstandings and conflicts may be resolved by working together. Many services are available to the public which were not available under the old district plan, such as, supervision of work, better educational planning, help for the handicapped and other services.

To the parent it offers a richer educational program for his children. Depending upon the size of the school,

upon the creative leadership and upon the financial resources available, the reorganized district may give better instruction in music, art, industrial arts, agriculture, home economics and in all other subject fields and can provide a functional guidance program as well.

The taxpayer normally brings a demand for a broader educational program which naturally costs more. However, fewer teachers are usually needed to handle the program in the consolidated school than are needed in the several small schools with small enrollments. Money spent for education is an investment rather than an expenditure.

To the community, state and nation, investment in education brings rich returns, and to the individuals, satisfaction. The effectiveness of the reorganized district will depend upon the intelligence with which it is administered and upon the money that is provided.

The teacher in the consolidated school is able to do a better job because she is required to teach only one grade or in only one subject field. Strong school districts provide better laboratories, better library facilities and more teaching equipment and supplies. Better trained teachers are demanded and obtained and in return the teachers' salaries are usually better. The larger school increases the chances of doing something educationally constructive, makes the work more interesting and challenges

superior men and women (3, pp.297-298).

In 1920 North Carolina adopted a systematic plan for the consolidation of schools when the legislature abolished the common school district and made the county the basic unit of school administration. New York and Arkansas also made notable strides toward school district reorganization during the 1920's. In New York in 1932 there were 132 central districts involving the consolidation of 1,334 former districts, and by 1950, all districts were reorganized into larger units involving 6,048 former districts. By 1950 Arkansas had, as the result of an initiative act abolishing all school districts having less than 350 pupils of school age, reduced her number of districts from 4,598 to 424.

The number of school districts established in the United States continued to grow until sometime between 1920 and 1930. Since 1932, the trend in number of districts has been continuously downward. So rapid has been the rate of reduction in the past few years that a drop of at least 50 per cent in the number of districts extant in 1950 is expected in the next ten years. Most of the reorganization is toward the community school administrative units. Independent city school districts are becoming consolidated with the suburban and rural areas adjacent (4, pp.302-304).

Consolidation in Washington and California

In 1937 there were 1,609 school districts in the state of Washington. Since that time Washington has grappled with the problem of reorganization and has succeeded in reducing the number to 672 districts or an elimination of 937. This, however, has not completely solved the problem.

Progress was due largely to the fact that the 1939 Legislature appropriated funds to conduct studies and to point out possibilities of improving the educational service and to secure a wiser expenditure of public funds.

A workable reorganization law was put in effect in Washington in 1941. At that time there were still 1,323 school districts remaining. The law provided for a four-man commission to work under the direction of a Director of School District Reorganization.

The goal of the commission was:

1. The retention of about 70 districts with one-room schools serving remote areas or island territories.
2. The combining of all other districts into 210 districts, thereby reducing the total from 1,323 to 280.

After the law had been in operation and expired in 1945, there still remained about 672 districts, 150 of

which were one-room districts, 69 of which did not operate schools. Many of these districts were unnecessary but resisted every effort to change their status. The 392 surplus districts constitute an unsolved but serious problem in the state of Washington which will take a strong reorganization statute to successfully solve (2, p.27).

California at the outset established common school districts with enrollments limited to elementary school children which through the years has made marked modification in district organization to provide educational opportunities for youth at the high school and junior college levels. California still has far to go before achieving a generally satisfactory organization of school districts and attendance units.

Early local district organization established a separate district for every school--for elementary grades only. Later when the high school was added the legislature in 1891 authorized the organization of union high school districts by permitting several elementary districts to pool their assets to organize a separate high school district. In 1907 high school districts were permitted to organize separate junior college districts.

Some districts elected the same person to both the elementary and high school boards and in some cases to the

junior college board as well. In 1935 the legislature unified all districts that elected the same persons to both elementary and high school boards and as a result there were 57 unified units which included 64 per cent of all the pupils of the state.

The most recent development in California relative to school districts was the enactment of a law in 1945 providing for a State Commission and County Committees to plan the reorganization of administrative units and the consolidation of schools. The work of the commission and committees is now under way (5, p.1-13).

Oregon's School District System

Section 3 of Article VIII of the State Constitution states: "The legislative assembly shall provide for the establishment of a uniform and general system of common school." By 1888 this responsibility, both financial and administrative, had been delegated to 1,600 independent school district governments; by 1898 the number of districts had increased to over 2,000; by 1918 to 2,556. In 1943 there were 1,898 such districts.

The 1,898 district governments to which was delegated the responsibility for the arrangement of the education of our children in 1943 consisted of the following:

1st class districts	41
(1,000 or more children of school age)	
2nd class districts	127
(200 to 999 children of school age)	
3rd class districts	1607
(less than 199 children of school age)	
County unit school districts	4
County high school districts	2
Union high school districts	88
Non-high-school districts	<u>29</u>
Total	1898

Five-hundred and five of the third-class districts did not maintain schools but continued to draw state and county funds. The non-high-school districts do not maintain schools, thus making a total of 534 districts which had no reason for existence except financial. In 220 of the districts, the educational opportunities were very limited because not more than ten pupils were enrolled and the average daily attendance was much less. A total of 666 districts maintained one-room schools. Educators agree that in one-room schools where 5 to 30 pupils are taught by one teacher either educational opportunities or financial economy are sacrificed, or both.

In 1943, 58 third-class districts maintained high schools at a great sacrifice. Most of these schools could not be accredited because accrediting officials believed that the enrollments and the faculties were too small to

maintain proper educational standards. Eleven of these high schools had an average daily attendance of 5 to 15, and only one had as many as 60. Equal educational opportunities are not provided in such areas.

Standards in costs of education can hardly be established where so many small district governments exist. The cost per child is bound to vary greatly when the number of children per teacher may vary from 2 to 40. There were 7 counties in the state that had over 100 separate and independent school governments. Lane county had 134. Board members and clerks numbered over 8,000 and exceeded the number of teachers employed. These are all examples of inefficiency and waste.

That there is necessity for many small schools to be maintained is granted but small schools need not imply small districts. There are many instances where small districts are continued because of financial or other interests of people who are not parents and who are not concerned with the educational welfare of the children of the community.

The lack of financial responsibility to the local constituents is another cause of inefficiency. In 1941 there were 486 districts which levied no tax upon their property owners. In most cases they were suspended districts and used state and county funds to pay the tuition costs of their children in adjoining schools. They had no financial

or educational control whatever over the schools their children were attending. Instances where teachers' salaries were cut and the school budgets were pared to the bone to avoid having to levy taxes were evidenced. The number of no-tax districts fell to 347 in 1943 but jumped to 604 in 1944 due to the increased apportionment of state funds.

It is true that people get their only experience in true democracy in the local school meetings and the school district is looked upon as the "cradle of democracy." Self-government without financial obligation does not make for efficient spending of public funds. Such local governments cannot long remain strong and independent.

Boundaries of school districts for the most part were laid out at an early date, before much of the land was taken up and before a system of roads and highways was built. Consequently our district boundary lines sometimes extend for miles over uninhabited waste or timbered land, to include all of the land of the state in some elementary school district. (There is a very small area of unorganized territory in twelve counties.) Many queer and unnatural boundaries were established to allot taxable property to each district according to its need. One district in Harney County includes territory 100 air-line miles from the school house.

Such an allocation could not long remain suitable as the tax base changes. Timber is harvested or burned. Property is forfeited for non-payment of taxes. The need for funds changes. Industries move in or move out, changing the need for local school revenue. Boundaries of school districts are not re-established to meet these changes.

Some third-class districts are 300 times as able to support a school as others. The inequality is shown by a choice example from Clackamas County. One third-class district with a valuation of \$2,205,000 in 1944, needed to raise only \$648.25 in taxes which amount to about .3 mill. There were only three pupils enrolled in the school. Other districts in the county were paying taxes up to 39.8 mills in 1944, and up to 65 mills in 1941. This is a tremendous waste of tax base where practically the only contribution the above mentioned property was making to elementary education was through the county school library tax.

Such an unfair distribution of the cost of education also has an adverse effect upon land ownership and use. On two adjoining pieces of property of equal value separated only by an imaginary district line, the property taxes may vary as much as five or six hundred dollars. And, again the property with the lower tax in another year or two may be the one with the higher tax. Situations

such as this aggravate tax-delinquency problems and make future planning almost impossible.

The County-unit System would only partially solve this problem of inequality of costs, as some counties in Oregon are nine times as able to support schools as others. The need for a broader sharing of the responsibility for education, whose benefits are for all, is very evident.

The Oregon Constitution provides for a uniform and general system of common schools. This is a State responsibility. State aid helps, but without administrative reorganization of the school district set-up, State support, by whatever formula distributed, is largely ineffective as an equalization measure.

Effective administrative reorganization will eliminate nearly all third-class districts, replacing them with units large enough to be financially and educationally efficient. Each unit should be responsible for the maintenance of one or several schools. Reorganization should enable the electors to provide for themselves in a democratic fashion: (1) a more nearly equal educational opportunity for the children residing in third-class districts; (2) for a wiser use of local and state school funds and of buildings and transportation facilities; and (3) for the elimination of excessive and unstable school tax loads on property.

Reorganization is needed, too, to revitalize the local self-government in school affairs and prevent the collapse with which it is threatened in many communities. The rural school system should be brought into harmony with modern needs and resources of education through avenues of democratic expression, and should provide for all children, equal educational opportunities no matter how remote or how lacking in taxable wealth the district in which their parents live and work (6, pp.4-6).

The Holy Study and Recommendations

The rising costs of education, the request for more state aid, the increased school population with the consequent need for more school housing, and the inefficiency of our administrative units of organization carried the problem straight into the 1949 session of the Oregon State Legislature. As a result, a House Joint Resolution No. 27 was adopted April 22, 1949, authorizing a study of elementary and secondary education in the State as follows:

Whereas, the State of Oregon is one of the most rapidly growing states in the nation; and

Whereas, this growth in population is immediately reflected in the growth of our public schools and their increased cost of operation; and

Whereas, the educational program may be seriously affected by overcrowding and lack of

ability of districts to support a school program desired by the people of the state; and

Whereas, the state board of education under the provisions of Chapter 357, Oregon Laws 1947, has authority and funds to make periodic studies of the operation and quality of education under the basic school fund; now therefore

Be it Resolved by the House of Representatives of the State of Oregon, the Senate jointly concurring:

That the state board of education is requested to establish an advisory committee of seven members appointed by them as follows: Two members from the house of representatives and one member from the senate of the forty-fifth legislative assembly and four members from the state at large:

1. To make, under the direction of the state board of education, a study of the public elementary and secondary schools of the state and any questions relating to the improvement of the public school system of Oregon, including particularly a study with a view toward making recommendations on the state organization and supervision of schools, the equalization of educational opportunities, the reorganization of local administrative units, the financing of school from the state and local level and its effect on taxation, the effect of the basic school fund, transportation, simplification of school laws, financing school buildings and building requirements. In making the study, the state board of education shall obtain, insofar as possible, the assistance and cooperation of interested groups to the end that the recommendations shall represent the public, the taxpayer, and professional opinions on what will be the best educational advantage for the greatest number of children in the schools of Oregon.

2. To suggest and draft proposed legislation to carry into effect its recommendations.

3. To complete its study before January 1, 1951, and make available to the members of the forty-sixth legislative assembly a report of its study, together with recommendations and proposed bills.

Holy, Director, Bureau of Educational Research, The Ohio State University, was selected to conduct the study, under the general direction of the State Board of Education. Holy was aided by committees and a staff of 58 persons, 54 of whom were residents of Oregon. The study was completed on time with recommendations and proposed measures ready for the 1951 session of the legislature.

With reference to Oregon's school district organization, the Holy report commented:

Oregon's present school district system is complex, inefficient, uneconomical, and educationally damaging.

Many citizens in Oregon still live in three different school districts with three separate school boards: one for the elementary school, one for high school, and one for the rural school district. All three boards have and exercise tax authority.

The difficulties faced by the different types of districts are reflected in the wide variation in quality of their educational programs:

Districts with small elementary or high schools are operating at a much higher cost per pupil than unified districts.

Union high schools now have the tendency to prevent the development of adequate unified districts.

Non-high-school districts have only the responsibility to contract for the education of their children at neighboring high schools, and to pay for their tuition. Tuition does not cover the full cost of these students and the operating high school district is forced to pay the additional cost of educating non-resident students. Almost 8,000 children, about 15 per cent of all young people attending high school, are secondary tuition pupils.

The rural school district is finding it difficult to get budgets passed, with the rich and poor districts aligning themselves against each other at the polls. Many rich rural districts are thus weakening the rural school district and reducing its ability to equalize school taxes on a county-wide basis. This job of equalization should be carried on by new unified districts and by the state.

Recommendations of the Holy report for school district reorganization were:

1. School district reorganization be carried out over a period of three years, in accordance with principles approved by the State Board of Education.

That unified districts be formed, adequate in size and financial structure to provide a modern program of education at a reasonable cost, each district to contain both elementary and high schools. Districts which choose to remain small shall be required to raise a higher local levy in order to receive state funds if their choice is not justified by isolation or other factors beyond the control of the district.

Most unified districts would have several individual schools operating under a single district school board. This plan looks to ultimate elimination of union, non-high, non-operating and other types of districts except unified districts.

2. A Commissioner of School District Reorganization be appointed for a period of three years by the State Board of Education.

The Commissioner to work with county reorganization committees, and review, approve or disapprove plans for reorganized districts.

County reorganization committees be formed to develop and submit plans for the redistricting of their counties.

If a committee plan is not approved by the Commissioner, the committee will be requested to submit further plans.

3. Small school districts be reorganized to form units of sufficient size to offer an adequate instructional program at an economical cost.

4. That the maximum size of elementary schools be approximately 500 pupils.

In schools of 500 or less, individual differences and problems of pupils can be worked out more satisfactorily.

In reference to high schools, Holy found that 60% of Oregon high schools have enrollments of 200 or more, while 38% have enrollments of 100 or less.

All high schools of 100 or less enrollment cost more than \$525 per pupil (the highest was \$2,200 in 1948-49.) Only one high school of more than 100 students cost \$525 per pupil.

Schools with less than 100 enrollment also have disadvantages of:

1. Short administrative and teacher tenure.
2. Inability to offer a rich and varied curriculum.

3. Teachers teaching subjects for which they are not prepared.
4. Limited extracurricular activities for students. (5, p.1-13)

Resulting directly from the study of Holy and his recommendations, Senate Bill 315 providing for the reorganization of school districts so that all territory in Oregon shall become a part of some unified school district, was passed by a large majority of both houses of the Legislative Session of 1951. The Senate approved by a vote of 22 to 4, while the House concurred 42 to 17 (17).

Senate Bill 315 provides:

1. That the State Board of Education prepare criteria for the development of school district reorganization so that all territory in Oregon shall be a part of a unified school district.

A unified district means a school district which operates both elementary and secondary schools.

2. In developing such criteria, the State Board of Education shall give due consideration to the development or continuation of schools in rural areas within proposed unified districts, geography of the state, size and assessed valuation of proposed unified districts, available school buildings, school population, convenience of children attending school, economics of administration and transportation, needs and desires of rural communities and other matters which it deems important. The criteria shall also provide for the continued operation of small schools whose continued existence can be justified on the basis of isolation or sparsity of population.

3. That a Commissioner of School District Organization be appointed by the State Board of Education from recommendations of the Superintendent of Public Instruction and to proceed to carry out the provisions of the act.

Every effort was made in the drafting of Senate Bill 315 to allay the fears of rural people who did not wish to see their schools, as centers of community interest, taken away from them. Many references to education in rural areas were made throughout the measure.

These references are:

(a) In developing such criteria, the State Board of Education shall give due consideration to the development or continuation of schools in rural areas within proposed unified districts, geography of the state, size and assessed valuation of proposed unified districts, available school buildings, school population, convenience of children attending schools, economics of administration and

(b) transportation, needs and desires of rural communities, and other matters which it deems important.

(c) The criteria shall also provide for the continued operation of small schools whose existence can be justified on the basis of isolation or sparsity of population.

(d) The rural school district will always have a majority of members on the county committee. The county committee will consist of 5, 7, or 9 members of which 5 will come from the rural district.

(e) Provision for local committees of 3 members upon petition. The function of the committee shall be to care for school property, determine its use for civic purposes, visit the school at frequent intervals, report to the

superintendent of schools the progress and need of the school and the wishes of the people concerning the school, and to recommend improvements in the school property and to make recommendations within the attendance unit.

(f) Provides for the retaining of an existing school for 5 years which meets state standards, upon petition of at least 50% of the parents of children attending the school unit.

(g) Election of the school directors at large or by zones.

(h) Previous bonded indebtedness assumed by the unified district. Certain minor exceptions are provided for when previously bonded districts do not become a part of the unified district in total. (17)

The new reorganization law, Senate Bill 315, will speed up unification of school districts in Oregon, since all districts will be called upon to vote upon the issue of consolidation, and since a provision exists that districts which elect to remain small will be required to raise a higher local levy in order to receive state funds if their choice is not justified by isolation or other factors beyond the control of the district.

However, through referendum petition as provided by Oregon law, the reorganization law has been referred to the people of the State of Oregon, and will appear on the ballot in November, 1952. Opposition is centered in rural areas, afraid of losing their local schools or from

districts of high assessed valuations which on an equalized basis would probably be obliged to pay a larger portion of the cost of education than they do at present. Another fear expressed is that they will lose local control of the educational functions of their communities.

Acting upon the advice of a group of its leaders, the Oregon State Grange circulated referendum petitions, which action has postponed the operation of the reorganization program at least until after the general election this fall.

In answer to some of the above criticisms, the reorganization measure provides for a greater equalization of cost but at the same time provides that rural schools shall operate where practicable, and that control will remain largely in the hands of the rural area directors through the propertunate district board positions bill, under the new reorganization plan.

One of the duties of the State Board of Education under the reorganization plan is to set up the criteria for school district reorganization to include (1) consideration of continuation of schools in the rural areas, (2) geography of the state, (3) size and assessed valuation, (4) available buildings, (5) school population, (6) convenience of children, (7) economies of administration,

(8) needs and desires of rural communities, (9) continued operation of schools in isolated or sparsely populated areas, and (10) other matters the board deems important.

The heart of the plan is that every child should have an equal opportunity to attend school in a unified district offering education in grades one through twelve under a single administration.

Oregon Laws on Consolidation

Laws for the consolidation of school districts of the State of Oregon Sec. 111-813, O.C.L.A. and amended in the legislative sessions of 1943, 1945 and 1949 now read as follows:

Whenever two or more contiguous or non-contiguous school districts in this state shall desire to consolidate for the purpose of forming one district, a petition from each of such districts shall be presented to the district boundary board of the county in which the district having the largest school census shall be situated, setting forth specifically the districts it is proposed to consolidate. Such petition, if from a district of the first class, must contain the signatures of at least one hundred legal school voters; if from a district of the second class, at least fifty legal voters, and if from a district of the third class, must contain at least five legal school voters, or one-third of the legal voters of districts of any class, and shall request the district boundary board to submit to the legal voters of the several districts, the question of consolidation of such districts. Upon receiving such petition, the district boundary board shall, within ten days,

notify the district school board of each of the districts designated by the petition, fix the date of and be responsible for the giving of notices for a school meeting in each district to vote upon the question of consolidation of the districts designated in the notice from the district boundary board, which districts shall specifically be designated in the notice of the meeting (Ch. 295, Sec. 111-813).

It is my opinion that when districts are consolidated they are consolidated for all purposes and since they have heretofore consolidated for high school purposes only, as soon as they have been consolidated for all purposes, the union high school district is automatically dissolved and merged into the consolidated district, and all of the property, real and otherwise, belonging to the union high school district becomes the property of said consolidated district and is therefore, subject to the control of the district school board of said consolidated district. (Opinion of the Attorney General, June 27, 1922.) (A.G.O. 6-1-31; 6-4-31; 5-2-34; 5-31-34; 7-15-35; 7-8-37; 4-15-39; 8-4-44; 5-12-45.) (12, p.39).

If the board shall determine from the returns that a majority of all votes cast in each of the said districts is in favor of consolidation, it immediately shall notify the district school board of each district concerned of the result of such election. Within ten days from the date of such notices, the district boundary board shall consolidate all said districts into one district, the limits and boundaries of which shall conform to and be the same as the limits of the boundaries of the territory included in all of the districts thus consolidated; provided, that the district boundary board, when it is deemed to the best interest of the districts, may order a consolidation to become effective at the beginning of the next fiscal school year. If the district boundary board shall

determine that less than a majority of the votes cast in any one of the said districts is in favor of consolidation, then said board shall notify the district school board concerned that the proposition to consolidate said district is defeated. After such district boundary board shall have canvassed the vote on the proposition to consolidate, the county school superintendent shall preserve in his office the ballots, tally sheets and poll lists in their original envelopes for a period of one year. If a majority of the vote cast in each district is not in favor of the consolidation, those contiguous and non-contiguous districts which voted in favor of the consolidation shall be consolidated into one district; provided, however, if within ten days after the election ten of the legal voters of any one of such contiguous or non-contiguous districts shall file a remonstrance with the district boundary board, it shall direct the board of directors of such district to hold a special election for the purpose of determining whether such school district shall become a part of such consolidated district, the time of the election to be determined by the district boundary board; provided, that it shall not be necessary in any such district to require more than a majority of the legal voters to sign such remonstrance. If, at such election, the vote is against becoming a a part of such consolidated district, such district shall not be included in the consolidated district (Ch. 295, Sec. 111-834).

The machinery of consolidation is plainly given in the school law just cited and is relatively simple. The only difference between this consolidation and most others that have already taken place is that this one is larger and involves several districts. However, the procedure is the same.

Many findings of the Holy study giving criticisms of the Oregon School System and his recommendations for improving it have been quoted. This was done to show that his most important recommendations for improving Oregon schools hinge upon the reorganization of the present school district system.

TABLE I

Districts in Proposed Consolidation, Their Assessed Valuations, Millage Rates, Census and Enrollments for the School Year, 1939-40

District and Number	Valuation	Bonds Outstanding	Millage	Census	Enrollment (Elem)	Enrollment (H. S.)
Dallas #2	\$1,805,230	\$84,430	29.2	1419	636	422
Orchard View #3	112,430		11.1	79	49	
Pedee #5	115,885		2.7	56	34	
Bridgeport #7	141,685		2.1	50	36	
Salt Creek #10	122,975		11.1	57	29	
Orchards #15	94,540		1.8	65	45	
Perrydale #21	661,895	5,500	16.7	112	83	50
Rickreall #26	463,260	2,500	16.3	83	76	31
Antioch #30	97,860	600	6.2	57	33	
McTimmons Valley #46	37,910		0.0	9	Transporting to #13	
Oakdale #51	73,615		4.7	17	13	
McCoy #53	156,780		1.2	47	17	
Guthrie #54	127,505		1.7	31	17	
Black Rock #55	60,505		9.6	17	13	
Liberty #56	71,050		0.0	24	17	
Falls City #57	407,780	2,500	13.6	302	165	65
Pioneer #58	164,065		4.0	37	24	
Oakhurst #60	33,325		7.1	31	13	

TABLE II

Districts in Proposed Consolidation, Their Assessed Valuation, Millage Rates, Census and Enrollments for the School Year, 1944-45

District and Number	Valuation	Bonds Outstanding	Millage	Census	Enrollment (Elem.)	Enrollment (H. S.)
Dallas #2	\$1,940,100	\$49,780	26.2	1468	799	349
Orchard View #3	122,250		14.0	83	46	
Pedee #5	175,170		0.0	54	39	
Bridgeport #7	153,315		0.1	42	25	
Salt Creek #10	108,150		4.5	40	43	
Orchards #15	96,005		2.5	44	27	
Perrydale #21	676,655	3,768	20.7	138	118	35
Rickreall #26	492,640		27.2	77	61	14
Antioch #30	36,725		21.5	26	20	
McTimmons Valley #46	19,540		4.7	9	Transporting to #5	
Oakdale #51	76,295		3.3	37	27	
McCoy #53	155,710		1.7	26	Transporting to #21	
Guthrie #54	123,810		9.4	21	10	
Black Rock #55	47,875		0.0	5	Transporting to #57	
Liberty #56	69,455		4.0	29	20	
Falls City #57	345,235		23.2	285	158	60
Pioneer #58	137,000		9.3	34	20	
Oakhurst #60	38,605		13.7	19	9	

TABLE III

Districts in Proposed Consolidation, Their Assessed Valuation, Millage Rates, Census and Enrollments for the School Year, 1949-50

District and Number	Valuation	Bonds Out- Standing	Millage		Census	Enrollment (Elem.)	Enrollment (H. S.)
			*Spec.	-Rural			
Dallas #2	\$2,695,205	\$331,430	58.5		1853	956	456
Orchard View #3	139,685		15.6	22.5	83	47	
Pedee #5	328,110		10.9	22.5	102	93	
Bridgeport #7	217,990	27,000	23.3	22.5	70	46	
Salt Creek #10	108,925		19.6	22.5	32	26	
Orchards #15	111,950		8.1	22.5	50	25	
Perrydale #21	753,330		35.9	22.5	165	123	43
Rickreall #26	682,850		11.4	22.5	108	90	
Antioch #30	72,820		42.9	22.5	47	33	
McTimmons Valley #46	33,200		0.0	22.5	13	Transporting to #5	
Oakdale #51	77,820		9.1	22.5	56	33	
McCoy #53	175,665		9.1	22.5	26	Transporting to #21	
Gutherie #54	133,145		23.0	22.5	53	31	
Black Rock #55	60,015		0.0	22.5	6	Transporting to #57	
Liberty #56	73,825		23.1	22.5	31	Transporting to #2	
Falls City #57	315,045		74.6	22.5	297	174	50
Pioneer #58	115,570		14.4	22.5	16	7	
Oakhurst #60	37,165	1,350	41.3	22.5	26	16	

*The rural school levy for the year 1949-50 was voted down. Because of this the rural levy was only 22.5 mills. Each district then had to vote a special levy to obtain the funds necessary to the operation of their respective schools.

TABLE IV

Districts of Proposed Consolidation, Their Assessed Valuations, Millage Rates, Census and Enrollments for the School Year, 1950-51

District and Number	Valuation	Bonds Outstanding	Millage	Census	Enrollment (Elem.)	Enrollment (H. S.)
Dallas #2	\$2,567,420	\$266,580	64.4	1820	984	458
Orchard View #3	145,390		*45.7	77	35	
Pedee #5	311,015		45.7	115	83	
Bridgeport #7	233,920	26,000	54.4	70	39	
Salt Creek #10	107,970		50.4	31	17	
Orchards #15	110,630		45.7	36	20	
Perrydale #21	771,145		57.7	147	116	54
Rickreall #26	687,665		45.7	126	90	
Antioch #30	73,600		58.7	45	34	
McTimmons Valley #46	34,900		45.7	Transporting to #5		
Oakdale #51	86,475		45.7	59	42	
McCoy #53	175,455		45.7	17	Transporting to #21	
Guthrie #54	131,835		45.7	47	25	
Black Rock #55	59,825		45.7	6	Transporting to #57	
Liberty #56	72,215		45.7	35	Transporting to #2	
Falls City #57	323,040		45.7	276	150	53
Pioneer #58	79,100		45.7	25	11	
Oakhurst #60	36,405	1,200	45.7	26	28	

*The rural school board levy for the year 1950-51 was 45.7 mills.

Factors Making Consolidation Advisable in the Area

The writer has spent much time in the office of the Superintendent of Polk County Schools, gathering data on the school districts included for consolidation in this study. Tables I, II, III, and IV, pages 38, 39, 40, and 41, respectively, show assessed valuations of the districts, their bonded indebtedness, tax levies in mills, their district census figures and their school enrollments, both elementary and secondary, for the school years 1939-40, 1944-45, 1949-50, and 1950-51 which is the latest year for which complete information was available.

School Enrollments

It may be seen from the tables that the enrollments of the Dallas schools have had a steady increase as is found generally throughout the West, due largely to the great influx of people to this area from the East and Midwest. The greatly accelerated birth rate the past few years, too, has boosted the enrollments in the lower elementary grades. As a result, Dallas was forced to provide a new elementary building in 1949 to house these younger children. This, of course, is only a beginning as more building will be necessary as they progress on through the upper grades and high school.

Enrollment in the other schools have remained fairly stable with some exceptions noted. Perrydale, Pedee, Salt Creek and Rickreall districts have made gains through consolidations effected during this period of time in addition to any normal gains. Enrollments at McTimmons Valley, McCoy, Black Rock, and Liberty dropped to a level where it was deemed advisable to discontinue their schools and to transport their children to adjoining districts.

The opposite was true in the Bridgeport and Oakdale districts where enrollments increased to the extent that these districts found it necessary to enlarge their school buildings. Bridgeport did this by constructing a new two-room building while Oakdale solved its problem by adding another room to its existing building. (See pictures, Plate V, page 67.)

Assessed Valuations

From the same tables, it can be seen that the assessed valuations of the districts have made some increases during the twelve-year period covered in this study, due to the building boom of late years, improvements made, and to higher costs.

The valuations of all the districts seem low and while Polk County is not a wealthy county, there is another explanation of such low assessed valuations. Assessments in Polk County are made at a ratio of about 37 per cent of true value while assessments in other counties are at rates as high as 60 per cent of true value. By comparison it makes Polk County valuations seem very low and millage rates very high. In fairness in interpreting valuations and millage levies these facts need to be considered.

In the only two districts operating both grade and high schools outside the Dallas district, one will notice that the Perrydale District #21 has more than twice the valuation of the Falls City District #57 which has the larger number of pupils in both grade and high schools. Also, Rickreall has more than twice the valuation of Pedee, each operating about the same sized schools.

In districts operating two-room schools, there is a variation from \$233,920 valuation in the Bridgeport District to an \$86,475 valuation in the Oakdale District, the latter having the larger enrollment.

The other ten districts, either maintaining one-room schools or operating on a suspended basis, have assessed valuations running down the scale from a high of \$175,455 in the McCoy District #53, to a low of \$34,900 in the

McTimmons Valley District #46. Oakhurst District #60 has a valuation of only \$36,405. These two low valuations are only about one-fifth that of the highest.

Such inequalities result in excessive tax burdens in the low valuation districts or cause a sub-standard program of education to be carried on from which the children, the community and the nation suffer.

Per-pupil Costs

Why should it cost twice or three times as much to educate a child in one district as it does to educate him in the adjoining district? Two children living in the same neighborhood may attend different schools because an imaginary district boundary line separates their homes and places them in two adjoining districts. The per-pupil cost in one district may be double that of the other. Such examples as this are not rare in Oregon under our present system, and are to be found in Polk County and in the area covered in this study.

Table V, page 46, reveals that the per-pupil cost for elementary schools, being studied, varied from \$129.11 in the Oakdale District to \$477.70 in the Pioneer District for the school year, 1950-51. The average for all districts was \$253.33. Dallas, a first-class district, registered a cost of \$220 for each elementary pupil.

TABLE V
Elementary
PER CAPITA COSTS
Within Proposed Consolidation Area

	<u>1939-40</u>	<u>1944-45</u>	<u>1949-50</u>	<u>1950-51</u>
Dallas Dist. #2	\$ 70.96	\$ 95.46	\$217.71	\$220.00
Orchard View #3		117.90	237.65	238.39
Pedee #5	71.28	135.88	205.92	247.95
Bridgeport #7	40.50	118.82	238.13	239.78
Salt Creek #10	152.52	105.20	228.96	399.73
Orchards #15	30.63	106.66	184.63	226.51
Perrydale #21	80.85	115.93	218.24	220.72
Rickreall #26	76.69	153.72	174.24	283.80
Antioch #30	52.79	107.55	145.46	203.58
McTimmons Valley #46	Transported to Pedee #5			
Oakdale #51	90.80	90.64	120.40	129.11
McCoy #53	132.15	Transported to District #21		
Gutherie #54	82.43	270.58	171.42	218.44
Blackrock #55	186.38	Transported to District #57		
Liberty #56	73.92	118.26	Transported to District #2	
Falls City #57	59.68	107.53	244.26	253.75
Pioneer #58	70.84	196.52	486.50	477.70
Oakhurst #60	114.69	143.13	178.64	188.47

TABLE VI

	High School PER CAPITA COSTS Within Proposed Consolidation Area			
	<u>1939-40</u>	<u>1944-45</u>	<u>1949-50</u>	<u>1950-51</u>
Dallas #2	\$104.68	\$168.28	\$277.54	\$305.00
Pedee #5	171.78	658.92	Transported to Dallas	
Perrydale #21	123.61	287.45	468.16	476.77
Rickreall #26	138.41	644.00	Transported to Dallas	
Falls City #57	120.42	242.55	590.58	535.85

In the high school, (Table VI, page 47) shows that Dallas operated its high school at a cost of \$305 per student as compared to \$476.77 for Perrydale and \$535.85 for Falls City.

Such variations in per-pupil costs should furnish sufficient evidence that a reorganization must take place if a school program of standard quality is to be maintained and adequately financed.

Teachers

Elementary teachers are usually not too hard to obtain in this immediate area due to its location near the Oregon College of Education at Monmouth, Oregon. In the more remote rural districts some difficulty is experienced as teachers hesitate to teach in one-room schools with all grades if other positions are available. In the rural schools being studied, seven teachers who were teaching on emergency certificates were employed for the school year 1950-51. They were not fully qualified for regular certificates. At the same time Dallas had three teachers on emergency certificates, representing 4.7% of the Dallas teaching staff as compared to 18.4% for the rural area. It is well recognized that employing teachers who are not well qualified is not a good policy as it tends to pull the

standard down. The poor teacher is the costlier in the long run, even if she teaches for less.

A comparison of salaries paid throughout the area, for the four years being considered in this study, will be found in Table VII, page 50. The salary study shows a wide variation in salaries paid teachers in the smaller rural schools, also that salaries paid in the larger districts have been consistently above those paid in the smaller schools. Better salaries attract better teachers and as a result an improved program is maintained.

Need for a Co-ordinated Program

Within the districts of the proposed consolidation are found many problems. Some of these have been mentioned. These problems are, no doubt, typical of the problems found elsewhere but sharing them with others makes them no less serious. Enrollments in some districts are very low, while valuations are too low in others. High per-pupil costs result, as was pointed out earlier. Replacements of buildings are the problems in some localities, and the high bonded indebtednesses, incurred to pay for improvements already made, are problems in others. Problems such as providing sanitary facilities, the establishment of a hot lunch program,

TABLE VII

Districts in the Proposed Consolidation and Salaries of Teachers for the School Years,
1939-40, 1944-45, 1949-50, and 1950-51

	1939-40		1944-45		1949-50		1950-51	
	El.	H.S.	El.	H.S.	El.	H.S.	El.	H.S.
Dallas #2	\$1046.40	\$1335.84	\$1627.92	\$1963.92	\$3016.44	\$3315.00	\$3120.00	\$3422.76
Orchard								
View #3	892.50		1620.00		2655.00		2655.00	
Pedee #5	765.00		1417.50		2920.00		2920.00	
Bridgeport #7	765.00		1485.00		2700.00		2850.00	
Salt								
Creek #10	900.00		1710.00		2578.00		2600.00	
Orchards #15	900.00		1440.00		---		2700.00	
Perrydale #21	765.00	855.00	1620.00	1980.00	2850.00	3168.00	3000.00	3512.52
Rickreall #26	780.00		1740.00		2733.30		2850.00	
Antioch #30	765.00		1440.00		2700.00		2803.50	
McTimmons								
Valley #46			Transporting to Pedee, District #5					
Oakdale #51	765.00		1395.00		2400.00		2400.00	
McCoy #53	765.00		Transporting to Perrydale, District #21					
Guthrie #54	900.00		1266.00		2600.00		2400.00	
Blackrock #55	765.00		Transporting to Falls City, District #57					
Liberty #56	765.00		1308.00		Transporting to Dallas, District #2			
Falls								
City #57	1147.68	1450.00	1490.50	1782.00	3073.00	3550.00	3165.24	---
Pioneer #58	900.00		1620.00		2100.00		2500.00	
Oakhurst #60	765.00		1206.00		2100.00		2400.00	

obtaining qualified teachers, or matters of transportation, and many others are faced by some of the school boards. These problems are real and must have solutions.

Today we are in a new age, an age of rapid transportation and communication with automobiles, airplanes, radio, radar and television as vehicles to carry on our activities in a modern world. We cannot solve our problems in terms of our own little community alone. For the individual, his whole mode of living has changed from that of a generation ago. Peoples across the seas, in many respects, are as close to him as were those living in the adjoining county in the days of our parents and grandparents. As a result we do not live the same, think or talk as they did, and our necessities for this modern age far exceed those of "the good old days."

How can we hope to provide an adequate program of education for this new age unless we are willing to consolidate our best efforts in its attainment. Our small local school district system was, no doubt, the best solution to the problem of education at the time it came into existence and for many years to follow. But now it is retarding the progress of education in Oregon and is obsolete.

Industry has learned to solve its problems by the consolidation of resources between companies, such as mergers, streamlined efforts, and improvement of machinery and management until now it has reached the greatest production goals in history, and the American people look with pride and satisfaction upon these results. Not one of us would be willing to turn the clock back to the days when industry was carried on in the home and live accordingly, yet with our outmoded school district system we are willing to say, "It was good enough for our parents, so it is good enough for us."

We could well follow the example of industry in cutting costs and improving results. In a unified effort of the entire area, a much superior program of education would be possible for all the boys and girls. Better facilities could be provided, and savings should result through the elimination of some school buildings, the reduction in the number of teachers needed and the savings made by centrally purchasing all materials and equipment. Improvement in the quality of teaching would become another goal.

All must realize that it is only through reorganization that these improvements can be fully realized for everyone concerned and in considering the matter of reorganization, "the greatest good to all our boys and girls" should be our watchword.

CHAPTER III

PRESENT STATUS OF EDUCATIONAL PROGRAM IN THE AREA

Dallas, Oregon, is a city of approximately five thousand inhabitants, the county seat of Polk County. Polk County was created by an act of the legislature in 1845 and was named after President James K. Polk. At that time Polk County had an area of 739 square miles, but assumed its present area of 708 square miles in 1893. The county seat was established in 1850 at Cythian, now Dallas, renamed in 1852.

Dallas is a thriving, progressive little city located near the geographical center of the County. It has wide, well-kept streets, a compact and conveniently located business district, many modern and beautiful homes and a city park along the banks of the LaCreole Creek.

Excellent schools are provided for Dallas boys and girls and many churches invite the townspeople to their worship services.

Dallas is a homey and inviting little city made up of happy and satisfied residents most of whom own their own homes and have a genuine interest in their city. This makes for a stable community.

Dallas is growing day by day as many new homes are being built both in the city and at the city's edges in all directions. This growth is being felt in the school system especially in the lower grades, at the present time, where larger facilities have had to be provided to take care of the growing number of boys and girls attending the schools.

Industry in Dallas is somewhat limited to the logging and lumbering businesses. The large Willamette Valley Lumbering Company plant furnishes the greatest amount of employment and the largest payroll in its logging and lumbering operations. However, many smaller lumbering operations are found in and near Dallas, which add substantially to the support of the city and its residents.

Many are employed, too, at the Gerlinger Carrier Company plant which produces lumber carriers and hysters. The company has enjoyed a long period of development and successful operation in the city of Dallas.

Dallas is also supported economically by a large surrounding agricultural area. Fruit and nuts, especially prunes, cherries and walnuts, are grown on the low lying hills, while hay, grain and seed crops are raised on the lower ground. Dairying is also a thriving industry, as is the growing of beef cattle and sheep.

In more recent years the growing of berries and other cannery crops has furnished seasonal employment for hundreds of Dallas residents during their growing and harvesting seasons. This is true of the prune, cherry and nut harvests, too, and all these provide an opportunity for men, not otherwise employed, women and school children to earn the extra money so helpful in our present economy. Because the harvest season of many of these crops extend quite late into the fall, it is usually necessary to delay the opening of school until late in September in order that school children might help harvest the crops.

Education got an early start in the area as both Cornelius Gillaim and John E. Lyle opened schools in and near Dallas in the year 1845. In 1846 John Lyle opened the Jefferson Institute in a specially built cabin. Wooden benches and desks were used; sharpened quills were used for pens; pencils were lead bullets hammered flat and long; ink was made from oak balls; and writing paper was a blue paper secured from the Hudson Bay Company (15, pp.47-55).

Parents, generally, have always been interested in providing the best educational opportunities possible for their boys and girls, and this area has been no exception. Schools of Dallas have grown and expanded with the development of the area and have kept pace in their growth with



SENIOR HIGH SCHOOL - DALLAS, ORE.



JUNIOR HIGH SCHOOL - DALLAS, ORE.

the best that education has had to offer. Dallas schools are praised for their present excellence and for the forward-looking program being developed. (See plates I and II, pages 56 and 59.)

School District No. 2, Dallas, is a first-class district employing sixty-one teachers in 1950-51. The census in the district for the same year was 1,820 pupils, while enrollments in the schools totaled 984 in the grades and 458 in the high school. Thirty-nine teachers were employed for the grades and twenty-two for the four high school years. The high school enrollment included 144 students from the surrounding districts who were attending Dallas High School on a tuition basis. The enrollment and teaching personnel are sufficiently large at the Dallas High School to offer an adequate program of studies and activities suitable to the needs of its students regardless of whether they plan to go on to college or not.

Four years of English, two years of speech and journalism, four years of science, four years of mathematics, three years of social science, foreign language, two years of typing and shorthand, bookkeeping, commercial law and business arithmetic, three years of homemaking, 3 years of woodworking and crafts, mechanical drawing, 2 years of

machine shop, music, physical education for all students each year are provided for in the program of studies. Plans are being made at the present time to add a distributive education program for the ensuing year.

The elementary grades, one to eight, are housed in three buildings. The upper grades, sixth to eighth, with fifteen teachers are housed in the old high school building. This building, though a brick building, is no longer adequate in size or construction to house the larger group of students attending there and lacks facilities for a modern, upper-grade program. This building will soon have to be replaced. The lower grades, one to five, with twenty-four teachers are housed in two modern elementary buildings. The Morrison School built in 1935, the larger of the two, has seventeen teachers while the new Lyle School, built in 1949, employs but eight teachers. Rooms will be added to this building as more elementary rooms are needed. (See plate II, page 59.)

This gives a fairly accurate picture of the school situation in Dallas, the adequacy of housing, teaching personnel, the educational program, and the advantages which are offered to the pupils of the district.

The valuation of the Dallas School District is \$2,567,540.06.



MORRISON ELEMENTARY SCHOOL - DALLAS, ORE.



LYLE ELEMENTARY SCHOOL - DALLAS, ORE.

Since the proposed consolidation will join seventeen other districts with the Dallas District, a brief description of each would seem necessary. Each of the seventeen districts is a third-class district except Falls City, which is now second class, and only two, Falls City and Perrydale, maintain high schools.

Falls City

Falls City, School District #57, Polk County, is a small lumbering and logging town about nine miles northwest of Dallas just at the edge of the Coast Range mountains. The Falls City District has an assessed valuation of \$323,040 and a total enrollment of 203 pupils, 53 of whom are in the high school. Ten teachers are employed, four in the high school and six in the grades.

No transportation is involved in the operation of the Falls City schools as all pupils live within walking distance or provide their own transportation.

The Falls City school buildings are quite adequate for the educational program offered. The grade school is new and modern with ample room. The high school is a much older building which has ample room but lacks facilities for a modern program. (See plates III and IV, pages 61 and 64.)



Perrydale Grade and High School



Falls City High School

The teaching staff in the high school, through well qualified, is handicapped by its limited number and facilities and is unable to offer a well-rounded educational program. Teachers are forced to teach subjects out of their specialized fields, classes have to be alternated from year to year and training in such fields as music, art, industrial arts, speech, etc., are quite often eliminated due to time allotment and teaching qualifications.

Since the Falls City District has a comparatively low assessed valuation, taxpayers are called upon to meet a very high tax burden to maintain their schools. The per-pupil cost in the high school was \$590.58, compared to \$277.54 for Dallas. (See table VI, page 47.)

Perrydale

Perrydale is the other district which maintains both a grade school and a high school. Perrydale is located about nine miles north of Dallas and lies three miles west of highway 99W. It is on a hard-surfaced, market road extending west from highway 99W toward the coast. Perrydale is not incorporated but is a village made up of approximately thirty families within a quarter mile radius of the school. It has a large feed and seed business, two stores and a shop. The assessed valuation of the

Perrydale school district is \$771,145. Through a consolidation in 1939 the Smithfield and Enterprize districts adjoining the Perrydale district on the south and west became parts of the Perrydale district and pupils from these areas are transported to Perrydale. This gives the Perrydale grade school an enrollment of 116 in the grades and 57 in the high school. Five high school teachers and four grade school teachers are employed. (See plate III, page 61.)

Approximately two-thirds of Perrydale's school children are transported by two buses owned by the school district. Several of the high school students, attending at Perrydale, are transported from the area east and north of the Perrydale district. It is recognized that in the event of a consolidation with the Dallas district, several of these students would, no doubt, go to the Amity schools in Yamhill County, a distance of three to five miles from their homes.

The grade school program at Perrydale seems quite adequate. The high school program includes an agricultural course which for most of the farm boys is very worthwhile. Girls are also being offered a federally subsidized program of vocational homemaking.



Rickwood Grade School



Pudee Grade School



Falls City Grade School

However, due to the small enrollment, faculty limitations, the housing of both grades and high school in the same building, limited offerings, and staggered courses much could be gained in a larger unit through consolidation. The per-pupil cost at Perrydale in the high school for 1950-51 was \$468.16 as compared with \$277.54 at Dallas. (See table VI, page 47). The Perrydale school building was remodeled in 1944 and is in good condition. In event of consolidation, it would be used for grade school purposes and would be adequate for a considerably larger number of grade school pupils than are now attending. (See plate III, page 61.)

Rickreall and Pedee

The Rickreall district maintains only a grade school. High school students are transported to Dallas on a non-high school tuition basis. Rickreall lies at the intersection of highway 99W and the Dallas-Salem highway #222. It is approximately five miles east of Dallas in a highly developed and rich farming community. A consolidation took place between the Rickreall district and the adjoining Polk Station district in 1949, and now the Polk Station pupils are being transported to the Rickreall schools. Since Rickreall maintained a high school until 1945, building facilities are adequate for the maintenance of

an excellent grade school program. Enrollment is listed at 90, and four teachers are employed. The assessed valuation of the Rickreall consolidated district is \$687,665. Due to its high evaluation no tax other than the Polk County Rural district tax was necessary to operate the schools at Rickreall in 1950-51.

The Pedee district is the district farthest from Dallas, the center of the proposed consolidation. The Pedee school is about sixteen miles away and became a consolidated district in 1947 when the Cherry Grove District #59 was added to the Pedee district. McTimmons Valley District #46 adjoining has suspended operations and transports its pupils to Pedee also.

Until three years ago Pedee maintained a high school but is now transporting its high school students to Dallas. Though the school building is not new, it is adequate to house grades one to eight with enrollment of approximately 110. These children come from the farms and from the logging and lumbering camps in the vicinity of Pedee. The assessed valuation of the consolidated district is \$312,370 and the schools are operating on a millage of 44.1. Due to the location of the Pedee school and the enrollment, consolidation would not discontinue its operation. Plans for improvement to the physical plant at its present



Bridgport Grade School



Oakdale Grade School



Orchard View Grade School

location would be necessary in the immediate future under the centrally administered district. (See plate IV, page 64.)

Other Districts

Three districts operate two-teacher schools. Orchard View school is located about two miles east of Dallas on the Dallas-Salem highway. The building is still usable although built some years ago. It houses about thirty-five pupils most of whom live in the vicinity of the school. The area is famed for its orchards of prunes, cherries, apples and nuts. Its valuation is \$160,305, placing \$4,580 of wealth back of each school child. No transportation problem would be involved if consolidation took place.

Oakdale lies in the hills southeast of Dallas about four miles. Oakdale became a two-room school only last year when the enrollment outgrew the existing building. A new room was added and extensive repairs were made. About 40 pupils are enrolled. The valuation of the district is comparatively low due to large amount of uncultivated and less valuable hill land within the district. However, many excellent orchards and some fine farms are also to be found. The valuation is \$87,080, only about half that of Orchard View, but with more children to go to school. Two thousand seventy-three dollars of assessed



Salt Green Grade School



Guthrie Grade School



Orchards Grade School

valuation is back of each school child in this district. Oakdale district is on a graveled road and offers somewhat of a transportation problem because of its hills, especially in times of heavy snows. Several inches of snow cover the hills quite often when only a light fall is registered in the valleys.

The Bridgeport district has a very substantial valuation of \$245,520. Much of the area lies in the basin of the Little Luckiamute River and is an area of improved farms, orchards and timber. The bridgeport school building is quite new; it was used first in 1950-51. Enrollment is about 40 pupils with two teachers employed. This school offers some of the best facilities of the rural schools considered in this consolidation and, though limited in capacity, would probably have to be used as a grade school under consolidation, at least until a larger and more adequate plant could be obtained. (See plate V, page 67.)

Bridgeport district has assessed valuation of \$6,193 back of each school child, more than three times that of Oakdale. These inequalities are very evident in a study of this kind.

Six of the remaining districts in the proposed consolidation are operating one-room schools while the other

four have suspended operation of their schools and are transporting their pupils to other schools.

Of those operating their schools, Pioneer District #58 is located about four miles northwest of Dallas on the Pioneer Loop road. Pioneer enrollment in 1950-51 was 11 pupils. Its valuation was \$79,100. Much of the tillable area, although in the hills in this district, is in prunes and consequently has a fair valuation. The location of the school on the loop road makes transportation an easy problem in the area.

The Orchards School District #15 and Salt Creek School District #10 are located in the same general area. The schools are about one mile apart and are approximately seven miles from Dallas. Salt Creek school is located on the coast highway and the Orchards school on a side loop off the coast highway. Orchards enrolled twenty pupils and Salt Creek seventeen in 1950-51. The buildings are in fair repair in both districts, and their further use would be limited by their location and size. Much of the wealth of these districts is in the improved farmlands, orchards, dairies and timberlands. The valuation of the Orchards district is \$110,630, while that of Salt Creek is \$107,970 since its consolidation with Upper Salt Creek in 1950. Due to the location of these districts, bus routes can



be established easily, operating principally on hard surfaced highways.

About three miles south of Dallas on the Falls City highway is the Guthrie school with an enrollment of twenty-five pupils and one teacher. The school buildings have been in service for several years and need repairs. A nice play shed is available for winter use. Guthrie has a valuation of \$131,835 which value is found in improved farms, orchards, prunes and livestock. The location of the Guthrie school is strategic as a site for a large grade school as a future development should the consolidation become a reality and a new building become necessary.

Antioch school is approximately eight miles southeast of Dallas, just off the surfaced highway from Falls City to Monmouth. In the year 1950-51, Antioch had an enrollment of thirty-four pupils in all grades. Valuation of the district is \$73,600. The school building was built some years ago, and needs replacement or repairs. A play shed has been added in the past year and was a much needed improvement. High school buses are already covering the area of the Antioch district and transportation for the grade school pupils could be easily arranged.

Oakhurst school is about one mile south of Falls City. Valuation of the district is only \$36,407. The

enrollment was twenty-eight, 1950-51. The school building at Oakhurst is in very poor repair and must soon be replaced. Should this plan of consolidation be followed, it is recommended that the Oakhurst pupils be transported to Falls City where they could be taken care of advantageously. (See plates VI and VII, pages 69 and 72.)

The four suspended districts include McTimmons Valley #46, valuation \$34,900, transporting to Pedee; Blackrock #55, valuation \$59,825, transporting to Falls City; Liberty #56, valuation of \$72,215, transporting to Dallas; and McCoy #53, valuation \$175,453, transporting to Perrydale.

A study of these ten districts reveals the inequality of valuation supporting the pupils in the various districts. This inequality results either in very high taxes in the poorer districts to maintain satisfactory school programs, or a very curtailed and poorly financed program from which the pupils suffer. (See tables I, II, III, IV, pages 38, 39, 40, and 41.)

These districts vary in valuation from \$34,900 to \$175,455, making the wealth of the richest district more than five times as great as that of the poorest, while the poorest district has almost twice the number of children in school as does the wealthiest district. The proposed consolidation would aid in alleviating such inequalities.

CHAPTER IV

PROPOSED CONSOLIDATION

Two main objectives of every school district reorganization are first, to provide a more modern and richer program of education for their boys and girls through better facilities, better teachers and a broader curriculum, and second, to curtail waste and inefficiency in the overlapping of programs, small enrollments and financing, and to establish an efficient, united program with equalization of financial support.

This proposed consolidation is large, eighteen districts, four of which are already consolidated districts, and includes practically one-half the area of Polk County.

It is very evident, since the rural school levy has passed in Polk County only one year in four, that the taxpayers are very cost-conscious and that districts are better satisfied to operate and finance their own schools on a district basis rather than on a county-wide basis. Richer districts are aligned against the poorer districts, which would benefit tremendously by the equalization.

Consequently, I am proposing a consolidation of this large area to establish a program so practical and free from waste and overlapping and with equalized support that

districts interested first in the welfare and the future of their boys and girls cannot afford to remain outside.

To accomplish these goals several steps would be necessary to follow:

1. To transport all high school students to Dallas High School which is located near the geographical center of the proposed reorganization district. The city of Dallas and thus the Dallas schools are located near the eastern edge of the Dallas district. This is explained by the fact that in order to provide greater financial support for the Dallas schools, the district is extended to the west through a long corridor about one and one-half miles wide into a thirty-six square mile block of timber in the Coast Range mountains. As a result a large part of Dallas School District #2 through the corridor and into the mountains is sparsely populated or uninhabited. (See map, page 8.)

2. To maintain grade schools at locations in the reorganized rural areas advantageous to the residents in these areas, and at the same time large enough to offer the educational advantages desired and to be economically justifiable. This objective would have to be accomplished gradually and might take a period of three to five years before being fully realized.

3. To provide adequate and safe bus transportation for all pupils needing transportation in the area.

4. To provide teachers for each teaching position in the entire system, rural or urban, who qualify fully for their respective positions.

5. To enrich the program of education throughout the district so that all pupils in the area will have the advantages offered by the best schools in the area at present.

6. To provide buildings and other physical facilities and equipment necessary to make such a program a reality.

Step one, transporting all high school students to Dallas High School, is a relatively simple change, since practically all high school students in the area are already enrolled at the Dallas High School except those from Falls City and Perrydale. Together these two high schools have about 100 students which would increase Dallas High School to approximately 550 students in all four years. While this increased load would crowd the present facilities at the Dallas High School, should consolidation take place immediately, they could be housed until larger facilities are provided. Dallas at the present time is facing the necessity of an expansion program which will be solved in the near future, no doubt, in the construction of a new high school plant, permitting the junior high school to take over the present high school building and

the discontinuance of the old, outmoded junior high building. While this building has not been condemned, the district has been warned that it is unsafe to use the top floor and that it must soon be replaced to avoid condemnation.

The superintendent and the board of education have been aware of this condition for some time and have spent large sums for repair and safety but until a recent warning had not taken steps to eliminate the problem once and for all, due to the urgency of building a new elementary building, just completed, and to the low bonding ability left to the district.

However, as the problem has become more urgent, a new site of thirty-eight acres has been purchased, an advisory committee of business and professional men has been organized and plans are being studied to find a way out of the dilemma.

The bonding limitations will prevent raising more than \$370,000 at the present time, which is scarcely half the amount needed to finance the building of a complete high school unit, but in order to solve both the problems of a more adequate high school plant and the replacement of the outmoded upper grade building at the same time, the board of education and the planning committee have tentatively decided to place before the people a bond

issue to raise money to build a classroom unit of a proposed high school building on the newly purchased site and to use it for the present as an upper grade building. As soon as more revenue is available other high school facilities will be added and the high school will move into the new building. This would give Dallas schools excellent housing facilities and permit the expansion of their entire educational program.

To maintain grade schools at advantageous locations throughout the reorganized area would prove difficult only in some areas. Grade schools at Falls City, Perrydale, Rickreall and Pedee should be maintained without question due to their size and location. (See map, page 8.)

Pupils from the Pioneer district could profitably be transported to Dallas and those at Oakhurst to Falls City.

Valley View school should be maintained for the lower grades as the area is becoming more heavily populated each year. The upper grades, sixth, seventh and eighth, should be transported to Dallas. This is true of the Orchard-Salt Creek area as well. These two schools are so close together in the same area that only one should be maintained for the smaller children and the upper grades of both sent to Dallas.

The schools within the districts of Bridgeport, Guthrie, Oakdale, Liberty and Antioch offer considerable of a problem as they are all within a radius of three miles of each other, making it seem unprofitable and unwise to maintain all of them.

A suggested solution would be to continue to transport all the Liberty pupils to Dallas, as in the past, at least for high school and the upper grades; also to transport the upper grades of the other four to Dallas, and to maintain a school at Bridgeport for the lower grades of Guthrie, Antioch, Bridgeport and Liberty. A school for grades one to five could be maintained at Oakdale too, as long as the number of pupils warranted its continuance.

All suspended districts would continue as they are, with the possible exception of Liberty. Children from these districts are included in the reorganization with the districts to which they are now being transported.

This arrangement would leave the smaller children in schools near their homes where they would progress well under the leadership of good teachers. The upper grade pupils would be in schools large enough to make their programs challenging and productive, while all high school pupils would be enrolled in one school large enough to offer the advantages of better library facilities, an

improved program in all academic fields, shop, agriculture, music, dramatics, art, debate, homemaking, and commercial subjects, as well as an adequate activity schedule.

Step three would provide adequate and safe transportation for all pupils to be transported. Under reorganization approximately 250 high school students would have to be transported and about the same number of grade school pupils.

Many of the buses needed could follow the routes already established and others established as necessity demands. A tentative plan of bus operation would include the following routes with the understanding that these routes would be changed at any time to meet changing conditions. (See map, page 82.)

Routes one and two. The two buses at Perrydale would continue as at present to pick up both grade and high school pupils in the Perrydale district after which one bus would take the high school students to Dallas by way of the highway directly south. The same procedure would be followed in the evening but reversed.

Route three would be from Dallas to the Salt Creek-Orchard district and into the suspended Upper Salt Creek area, then into the Enterprize area of the Perrydale

district and back to Dallas, leaving grades one to five at Salt Creek and taking the upper grades and high school people into Dallas. The same route would be followed in the evening.

Route four would run from Dallas to Pedee and McTimmons Valley as at present, transporting the grade school people to Pedee from McTimmons Valley and the high school students from the entire area into Dallas. Make the same trip in the evening.

Route five would start at Dallas and go by the way of Oakdale to Falls City highway and return to Dallas taking Oakdale upper grades and high school students into Dallas also picking up upper grade and high school pupils in the Liberty and Guthrie districts. For convenience of the younger pupils this route would be reversed in the evening.

Route six, Dallas to Cooper's Hollow and Antioch. This would need to be a large bus to take students of grades one to five to Bridgeport, and upper grade and high school pupils to Dallas. Follow same route in the evening.

Route seven starts at Falls City and goes to Dallas with high school students, and on return trip transport Guthrie boys and girls, grade one to five, to Bridgeport continuing on to Oakhurst to transport all grade school people to Falls City. By reversing this trip in the

evening all younger boys and girls could be returned home first.

Route eight would go from Dallas around the Pioneer Loop road to take all grades and high school students into Dallas. This bus could make the South Uglow and South Main Street trips also, and should reverse the route in the evening.

Route nine, Dallas to Polk Station to Rickreall picking up grade people for Rickreall and high school students for Dallas. Make trip north of Rickreall on highway 99W and return to Dallas with high school students.

Route ten. This route will start at Rickreall, go to Orr's Corner, then to Miller Avenue and side runs, across to Monmouth cut-off and into Dallas, then back to Rickreall. This bus will pick up all pupils for Dallas or Rickreall and should be reversed for the evening run.

In routing these buses some back-tracking is necessary and some over-lapping of routes could not be prevented. None of the routes are especially long and all should meet the regulations governing bus transportation.

All buses should be owned by the consolidated district so that their operation could be under the direct supervision of the district.

Step four would provide fully qualified teachers for each position in the system. The Dallas school

system in recent years has very carefully screened teachers in attempting to fill each vacancy with a well-qualified person; however, during the war years some teachers were employed who were on emergency certificates, and although good teachers and working hard toward full certification, are still not fully qualified. They are being kept in their jobs by consent of the State Department of Education. Three teachers in the Dallas system are still not fully qualified and are on emergency certificates. In the rural schools, being studied in connection with the consolidation, seven teachers are found to be emergency teachers, 18.4% in the rural schools compared to 4.7% in Dallas. For any school this is usually a bad situation but in a rural school where a pupil may have the same teacher for several years, it may prove very serious and result in poor educational foundations for the pupils. Such unqualified teachers should not be employed regardless of the saving in pay except in times of grave teacher shortages and then only as a last resort.

To enrich the program of education for all and to provide for the individual differences of students requires a broad program of studies with special help for students both at the top and at the bottom of the scale and to all handicapped children so that each pupil may be developed according to his capacity to learn and grow.

For the grades, I would recommend first a supervisor of elementary education working out of the superintendent's office to coordinate the educational program in all the grade schools, also to coordinate the work between the upper grades and the high school. Second, a school nurse should be employed by the district with sufficient help to guard the health of all pupils. This service is invaluable in protecting the sight, the hearing and the general health of the children. A healthy mind must have the support of a healthy body. Third, provisions should be made, too, for a hot lunch program in each school. Fourth, music and art should be provided through supervisory or traveling teachers unless qualified teachers can be secured for each building to teach these subjects.

For the high school, added to the program already offered, the first great need is for a Smith-Hughes program. Dallas High School would have at least a 50% enrollment of farm boys and girls, should the proposed reorganization be accomplished. Not all them will remain on the farms. Training which they get in an agricultural program is an essential, and no modern high school in a rural setting can afford to omit this training. This course will be added at the Dallas High School at the earliest possible time when facilities are available.

Dallas High School is somewhat handicapped at the present time by the lack of ample physical education facilities and adequate space for industrial arts, machine shops and mechanical drawing. While able to carry on these programs at present, they do not operate at their full potential due to the handicap of overcrowding and limited facilities.

Dallas High School is further handicapped by lack of adequate athletic fields and an adequate gymnasium. The football field is approximately three-fourths mile from the high school building, a situation which offers several problems. Practice sessions are limited by the loss of time in getting to and from the field and expense is added if transportation is provided. The field has a good setting but has no covered grandstand and parking space, though ample, becomes very soft and areas unusable in very stormy weather. The field itself was donated by a public-spirited and loyal friend of the schools. The surrounding area, including the parking space, belongs to the county and is used by the county road maintenance shops and crews. There is no opportunity for fencing or improving the area surrounding the field or for providing track facilities at the same location.

The baseball field is at the high school and is excellent except for its limitation in size. It is used a great deal by summer baseball schedules, including American Legion ball, a younger boys league, and various city leagues of baseball and softball. The small size of the field prevents its improvement or the addition of facilities for other sports such as track. The field is used for both boys and girls physical education classes during the school year.

The gymnasium is small and not only has a small floor but seating capacity for only about 400 people. With more than half the seating space filled by the high school rooting section, little seating is left for townspeople who are interested in the games. This also affects gate receipts and financing of the high school activities program. However, the greatest handicap is the limited gymnasium space for the large physical education classes which use it as a part of their regular class work.

Step six would provide buildings and other physical facilities and equipment necessary for a complete and adequate program throughout the entire area of the proposed consolidation, for the children of all levels of school placement.

Improvements to school plants and programs are generally provided, if the patrons who pay the costs can be convinced that the improvements and changes are going to produce desired results or goals in the education of the boys and girls. Even when the financial burden becomes very great, parents will sacrifice to see that the lives of their sons and daughters are not stifled by poor educational opportunities. No parent wants to be accused of selling his child short when his education and future are at stake, realizing that the welfare of the nation will soon be in the hands of the children who are now filling our classrooms.

In many of the poorest districts in this proposed consolidation parents and patrons of the schools are making sacrifices, and not in every case are they being rewarded with a full realization of their educational desires. Other districts are offering better facilities, better teachers and better programs without undue sacrifices due to the higher valuation in districts and consequently lower tax rates. This in itself would seem to make reorganization desirable.

The combined valuation of all the eighteen districts considered was \$6,035,355 for the year, 1950-51. The rural school budget was adopted for that year and required

TABLE VIII

Assessed Valuations, Budgets and Millages of All Districts
in the Proposed Consolidation for the year, 1951-52

<u>District</u>	<u>Number</u>	<u>Assessed Valuation</u>	<u>Budget to be Raised by Levy</u>	<u>Millage</u>
Dallas	2	\$2,796,005	\$174,533.37	66.0
Orchard View	3	160,305	6,636.42	41.4
Pedee	5	312,370	13,775.52	44.1
Bridgeport	7	241,520	12,993.78	53.8
Salt Creek	10	144,410	5,574.23	38.6
Orchards	15	115,020	3,669.14	31.9*
Perrydale	21	799,150	35,562.17	44.5
Rickreall	26	700,550	37,339.31	53.3
Antioch	30	75,940	3,235.04	42.6
McTimmons Valley	46	33,260	1,060.99	31.9
Oakdale	51	87,080	4,443.35	69.4
McCoy	53	177,050	5,647.84	31.9*
Guthrie	54	144,235	5,913.63	41.0
Blackrock	55	60,410	1,927.08	31.9*
Liberty	56	73,335	3,351.41	45.7
Falls City	57	318,685	22,817.83	71.6
Pioneer	58	81,740	2,848.20	34.6
Oakdale	60	38,920	2,090.00	53.7

*The levy of 31.9 mills represents the millage legally levied by the rural school board when the rural school levy was voted down in the county.

a levy of 45.7 mills while Dallas, District #2, for the same year levied a tax of 58.5 mills to operate its schools. Since this was the only year the rural school budget has been passed in Polk County and does not show the comparative cost of the individual districts, costs were obtained for the year 1951-52 to show this comparison. (See table VIII, page 90.)

Total valuation of the eighteen districts for 1951-52 was up somewhat to \$6,359,985. The total of the budgets for the same year was \$352,058.53 which would require a levy of 55.3 mills over the entire district. Only three districts had millages higher than 55.3 mills, Dallas 66 mills, Oakdale 69.4 mills and Falls City 71.6 mills. Three other districts levied taxes only 1.5 mills to 2 mills under the required 55.3 mills. The other levies ranged from 31.9 mills at Orchards, McTimmons Valley and McCoy, to 45.7 mills at Liberty. The last three districts named are suspended districts. (See table VIII, page 90.)

It has been explained that in Polk County assessment is only about 37% of the true value which accounts for the comparatively low valuations established as well as the high millage rates. However, since bonding is permitted to 60% of true value as the result of a measure passed by the State Legislature in 1951, the combined assessed

valuation for bonding purposes would be increased to \$9,787,062 for the year 1951-52 (17, pp.77-78).

The total enrollments in all the schools for the year 1950-51 were 1,648 in the combined elementary grades and 465 in the high schools. The average teacher-pupil load based on these enrollments was 25.2 pupils in the elementary schools in Dallas and 17.4 pupils per teacher in the rural schools. In Dallas due to large enrollments per grade the teacher-pupil load was quite evenly distributed. In the rural schools the load varied from eleven in one district to thirty-four in another for a single teacher.

Dallas High School employed twenty-three teachers for its high school and averaged approximately twenty pupils per teacher. In Falls City four teachers were employed for fifty-three high school students and in Perrydale five teachers were employed for fifty-seven high school students. The Smith-Hughes program at Perrydale, mentioned before, is largely responsible for the lower pupil-teacher load there.

These data are given to show that under a reorganization program certain economies could be realized without loss of educational advantages. In fact great advantages should be gained educationally and financially.

At the outset, the first building objective would be a complete new high school. Dallas is working toward this end at the present time and will undoubtedly have a building program under way within the next few months. However, limited in funds, the Dallas system will be forced to build to meet its own needs rather than to build as extensively as it would for the entire area.

The passage of Senate Bill 315 carrying out the recommendations of the Holy report would undoubtedly result in a reorganization of some description in the area within a five year period by law. To reorganize along the lines of this proposal would seem most nearly to fulfill the recommendation by Holy that "unified districts be formed, adequate in size and financial structure to provide a modern program of education at a reasonable cost, each district to maintain both elementary and high schools" (16, p.4).

Also Holy recommends that "small districts be reorganized to form units of sufficient size to offer an adequate instructional program at an economical cost" (16, p.12).

A high school building of sufficient size for the consolidated district should have approximately sixteen classrooms, two science classrooms and a laboratory, homemaking rooms, cafeteria, administrative offices, teachers' rooms, music rooms, library, typing room, heating

plant, gymnasium with large seating capacity and with dressing rooms, equipment rooms, wrestling room, coaches' offices and training rooms, shops, and a building to house shops and classrooms for a Smith-Hughes agriculture program. An auditorium should be added when funds permit.

This building, built on the new thirty-eight acre site recently purchased by the Dallas District would provide adequate housing for the 550 students now in the three high schools and enrollment increases for several years in the future.

The new site would also offer sufficient space near the building for both baseball and football fields and track facilities, also adequate practice fields for the use of gym classes. At least twenty acres of tillable land would be available for use in the agriculture program.

This compact unit could be built immediately upon consolidation but will progress more slowly and probably be built for a three year senior high school program if the Dallas district builds for itself only.

Completion of the high school building would permit the use of the present high school for an upper grade or junior high school program which would be large enough to house the program adequately if all sixth, seventh, and eighth grade students numbering approximately 400 in

the entire consolidation area, were to be housed there. This building, too, with minor changes to facilitate the upper grade school program, would accommodate the enrollment growth expected in these grades in the next few years at its anticipated peak. This would seem to be an economic solution as well as a desirable arrangement for programming. However, the four largest schools, Falls City, Perrydale, Rickreall and Pedee, could perhaps maintain their complete programs of grades one through eight and operate efficiently and satisfactorily in their local schools, relieving the transportation to that extent. This decision could be left to the recommendation of their local boards.

Grades one to five in the remaining one and two-room schools, Orchard View, Orchards, Salt Creek, Oakdale, Guthrie, Antioch, Bridgeport, Pioneer, and Oakhurst could remain in or near their present schools for the time being where a sufficient number of pupils would make a unit practical, or, be transported to the nearest school which could accommodate the program economically.

Without any immediate building program, it would seem feasible that the following schools should operate grades one to five.

In the Salt Creek-Orchards area, one school should be maintained, perhaps Salt Creek because the Salt Creek

building is the better. However, the location of the Orchards school is better from a population standpoint. This matter could be solved temporarily by using either school or moving the Salt Creek school building to the Orchard location. A permanent solution could be found later. The upper grades would go to Dallas.

Orchard View which is in a quite heavily populated area should maintain its school for the lower elementary grades and transport the upper grades to Dallas.

Oakhurst due to its proximity to Falls City and its building needs should transport all grades to Falls City schools for the benefit of the boys and girls of the district.

The grades one to five of Guthrie, Antioch, and Bridgeport could be cared for at Bridgeport where a new building is available to house this group. If desired, grades one to five from the Liberty district could also be housed at Bridgeport.

Pioneer due to a small enrollment should transport all its pupils to Dallas schools for practicability and economy.

Oakdale with a larger enrollment and newly added facilities should maintain a school for the lower grades and send their upper grade pupils to Dallas.

These arrangements seem to provide both natural and practical solutions to the major problems of this reorganization. Some of these arrangements, however, might prove to be only temporary as changes in enrollment would make them economically or educationally unsound.

CHAPTER V

SUMMARY AND RECOMMENDATIONS

This study is on the "Consolidation of Selected School Districts in Central Polk County, Oregon." It is a well-known fact that the antiquated school district system which exists in the state of Oregon is retarding the development of better educational programs for our boys and girls, and is resulting in grave inequalities to the taxpayers who are supporting our schools.

Too many districts are maintaining one- and two-room schools where the matter of teacher-load is disregarded, where costs are excessive, and where the educational programs are substandard. Some of the buildings in use lack adequate sanitary facilities and in some districts little effort is made to keep the buildings in good repair. In central Polk County is found such an area.

This study proposes to reorganize eighteen separate school districts into a single unified district under one administration. The area of these districts comprises about one-half the total area of Polk County. Through consolidation the entire area could have the very best educational program for its children and the cost would be spread equally over the whole unified district.

The eighteen districts, being considered for reorganization in this study, are Dallas, District #2; Orchard View, District #3; Pedee, District #5; Bridgeport, District #7; Salt Creek, District #10; Orchards, District #15; Perrydale, District #21; Rickreall, District #26; Antioch, District #30; McTimmons Valley, District #46; Oakdale, District #51; McCoy, District #53; Guthrie, District #54; Black Rock, District #55; Liberty, District #56; Falls City, District #57; Pioneer, District #58; and Oakhurst, District #60. Of these districts, three operate both grade and high schools - Dallas, Falls City and Perrydale. Of the other districts, Pedee and Rickreall maintain four-room schools. Orchard View, Bridgeport, and Oakdale have two-room schools, and those employing only one teacher are Antioch, Guthrie, Pioneer, Salt Creek, Orchards, and Oakhurst. Liberty, Black Rock, McCoy and McTimmons Valley are suspended districts and are transporting their pupils to schools in nearby districts on a tuition basis.

Dallas is a first-class district which had an elementary enrollment of 984 pupils and a high school enrollment of 458 for the school year 1950-51. These figures show a considerable gain over the previous year, 1949-50, and are continuing to increase with each succeeding year.

Dallas has three elementary schools and one high school. The two buildings used to house the lower grades, one to five, are quite new and modern, the last one constructed being operated for the first time in the school year 1950-51. The upper-grade building is an old building, inadequate to accommodate the 350 pupils housed there and will have to be vacated in the near future.

The Dallas High School building is adequate in many respects for the high school program, but lacks sufficient space for its manual arts and physical education classes which seriously limits the effectiveness of these programs. The present site will not permit the expansion necessary for these programs or permit the addition of a Smith-Hughes program which should be offered at Dallas High School.

Except for the limitations mentioned above, Dallas schools are maintaining an excellent program and are rated as standard by the State Department of Education. Thirty-nine elementary teachers and twenty-two high school teachers are employed.

The school housing problems, facing the Dallas district, are first, to replace the old out-moded, upper-grade building; second, to provide more adequate housing for the high school program; and third, to add more elementary rooms as increased enrollments will soon demand.

The board of education of the Dallas district and the superintendent of the city schools have been working toward a solution of these problems for some time and recently purchased a thirty-eight acre site for a new high school building near the east city limits. Bonding ability of the district at the present time will prevent building a complete high school plant now as only \$370,000 can possibly be raised. As a result, the board plans to build the classroom section of the proposed high school building and use it, for the present, to house the upper elementary grades. Upon its completion for a high school program, the upper-grade pupils will occupy the present high school building which, with minor alterations, will offer adequate housing for grades six, seven and eight for many years. In this way two serious building problems will be solved. Elementary rooms can easily be added at the new Lyle School when needed.

The valuation of the Dallas district for 1950-51 was \$2,567,420. The tax millage was 64.4 mills and the per-pupil costs were \$220 in the elementary grades and \$305 in the high school for the same year.

At the present time Dallas is receiving the high school students from all the above-named districts on a tuition basis except for those attending at Falls City and Perrydale.

Falls City is about eight miles southwest of Dallas. It is a second-class district and enrolled 150 pupils in the elementary grades and 53 in the high school. Valuation of the district is \$323,040 which is dropping somewhat, as are enrollments, due to the curtailment of logging and lumbering operations in the area. Six teachers are employed for the grades which are housed in a new and modern building. Four teachers are employed in the high school. The high school building is old but usable, and offers sufficient space for the program being carried on. Per-pupil costs for 1950-51 were \$253.75 in the grades and \$535.85 in the high school.

Perrydale is a third-class district and maintains both grade and high school programs. Enrollments for 1950-51 were 116 in the grades and 54 in high school, all of which are housed in the same building. The building has been recently remodeled and accommodates both programs quite adequately. A Smith-Hughes agriculture program is offered for the high school boys and vocational homemaking for the girls. Five teachers are needed for the high school classes and four for the grades. The valuation of the Perrydale district is \$771,145, more than twice that of Falls City. Per-pupil costs were \$220.72 for the grades and \$476.77 for the high school in 1950-51.

Pedee and Rickreall, two of the larger districts, discontinued the operation of their high schools in recent years and are transporting to Dallas. They maintain three-room and four-room elementary schools, respectively. Under the plan of this study, they would each continue to operate their schools as at present. Pedee is the farthest distance from Dallas but the reorganization would involve no new transportation problems. The buildings at both Pedee and Rickreall are adequate for the programs being carried on there. Rickreall has a valuation of \$687,665 with an enrollment of 90 pupils, while Pedee has a valuation of \$311,015 and an enrollment of 83 pupils. Per-pupil costs were \$283.80 at Rickreall and \$238.39 at Pedee for 1950-51.

Orchard View, Bridgeport and Oakdale, each operate two-room schools. All are within five miles of Dallas and on good roads. This reorganization plan would advise transporting all upper-grade pupils from these districts into Dallas and maintaining schools for grades one to five at all three locations. Adequate housing is available in each district. Valuations for 1950-51 were \$86,475 for Oakdale, \$233,920 for Bridgeport, and \$145,390 for Valley View. Oakdale had a per-pupil cost of \$129.11, Bridgeport

\$239.78, and Valley View \$238.39. The year 1950-51 is the only year since the rural school law became effective that the rural school levy was adopted in Polk County. The millage rate for that year was 45.7 mills.

Of the remaining districts six are operating one-room schools while four have suspended operations and are transporting their pupils to neighboring schools. The Orchards and Salt Creek schools are in the same general area about one mile apart. In reorganization, their upper grades would be sent to Dallas and only one school would be maintained for the lower grades. All pupils from the Pioneer district would be transported to Dallas and all those from Oakhurst would go to Falls City. From the other two operating districts, Antioch and Guthrie, the upper grades would go to Dallas and the lower grade pupils would be transported to the nearest school maintained for these grades. The suspended districts would continue as at present sending their pupils to the schools which are now taking them.

From this brief summary, it is seen that Dallas would become the center of the reorganized district and would receive many additional pupils into its schools. To accommodate the pupils, the building program discussed earlier would have to be completed. However, the combined

assessed valuation of the eighteen districts included was \$6,359,985 for the year 1951-52, assessed at about 37% of true value. Since bonding is permitted on 60% of true value, by an act passed by the last legislature, the valuation for bonding purposes would be increased to \$9,787,062. A unified program, supported by this wealth, should permit the construction of all necessary buildings and the addition of all the desired facilities and equipment throughout the consolidated district without too great a tax burden.

Since Dallas is the county seat of Polk County and already the natural social and business center for the area and has contact with the entire area by hard-surfaced highways or good graveled roads leading out in every direction which would make transportation safe and easy, it is logical that the reorganization should center in Dallas and that the new unified program should be administered from this point.

RECOMMENDATIONS:

Based upon the information gathered and expressed in the preceding chapters of this thesis, the following recommendations are made:

1. That the eighteen districts considered in this proposed consolidation be reorganized into one large unified district for greater equality of educational opportunities and financing.

2. That all high school students in the consolidated district be transported to Dallas High School.

3. That complete elementary schools, grades one to eight, be maintained in the four largest districts, Falls City, Perrydale, Rickreall and Pedee.

4. That all sixth, seventh and eighth grade pupils from Orchard View, Orchards, Salt Creek, Oakdale, Guthrie, Antioch and Bridgeport be transported to Dallas.

5. That all pupils from Pioneer be sent to Dallas and all pupils from Oakhurst to Falls City.

6. That schools with grades one to five be continued at Orchard View, Salt Creek, Oakdale and Bridgeport.

7. That grades one to five from the Antioch and Guthrie districts be transported to Bridgeport.

8. Make repairs, build additions or construct new schools at selected sites in the consolidated area at any time the present facilities are determined to be inadequate.

9. So long as available, elect only fully qualified teachers to teaching positions within the district and pay adequate salaries, so that the best teachers may be had in all positions.

10. Provide a supervisor of elementary education working out of the superintendent's office, to coordinate all phases of elementary work within the district, also to coordinate the work between the upper grade program and the high school.

11. Provide for a school nurse, to give a more adequate program to safeguard the health of the boys and girls in all the schools.

12. Provide an adequate program of art and music for each school either by electing at least one qualified teacher to each operating rural school or through supervisors working throughout the system.

13. That the high school program include a vocational agriculture course, distributive education, a course in marriage and family relations, and driver's training in addition to the present high school program, a readjustment of which should be made after careful study.

14. That all transportation be handled by the consolidated district in district-owned buses.

15. That a building supervisor and maintenance help be provided for under the direction of the superintendent.

16. That a uniform system of textbooks, teaching materials, report cards and records be maintained throughout the consolidated districts.

17. That sanitary conditions of each school building used in the newly formed districts be investigated and improved, if necessary, at the earliest possible date.

18. That a kindergarten program be established in Dallas and at any other location in the district where practicable.

19. That an adequate program of guidance be maintained, by increasing the scope of the guidance program now in effect at Dallas High School, by organizing a guidance program in the upper grades, and by giving more attention to the social and emotional problems of pupils in the elementary schools.

20. Provide for a hot lunch program at all schools as soon as lunch room facilities can be made available in each building where they do not exist.

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