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Study of consolidation of schools in the United States with special reference to consolidation in Montana

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A Study of
CONsolidation of Schools in the United States
with Special Reference to
CONSOLIDATION in Montana

by
GEORGE R. SQUIRE

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

State University of Montana
1927

W.E. Maddock
Chairman Exam. Com.
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Introduction

What consolidation can or cannot do toward equalizing the educational opportunities of the twelve million rural children (4) and the children who enjoy the benefits of the city school, will be the burden of this thesis. That there are great inequalities is not disputed by anyone familiar with existing conditions in the rural school. A change is so vital to the welfare of our nation that the question should challenge our best minds.

There are too many places in the United States, and especially in Montana, where the statement of Commissioner Claxton is still true: "The rural school has been a little house on a little ground, with little equipment, where a little teacher at a little salary, for a little while, teaches little children little things."

Many demagogues have boasted of our excellent and progressive school systems, of their efficiency, and our nation-wide equal educational opportunity. This equal opportunity is erroneous. The United States Bureau of Education makes the statement that, "Opportunities for education in most of the rural sections of the United States are exceedingly meager in comparison with the opportunities offered in cities. (34)

A noted German observer said, "Thus we see in the United States today the sharpest contrast between school systems; those that are incredibly bad and others of the highest possible type that would do credit to the finest civilized nation of the globe." (31)

A few studies for the comparison of children in rural and urban schools are cited below to show that these statements are indeed based upon fact.

The Courtis arithmetic tests were given by E. H. Taylor and the county superintendent to most
of the children in a certain Illinois county. (92) A comparison of results with the scores published by Courtis shows that the rural schools are consistently below the others. Grades III and IV of the rural schools are approximately a grade below, grades V and VI are almost two grades below, grade VII is more than a grade but less than two grades below, and grade VIII is at least two grades below.

Similar tests were given by Richard Zeidler to the children in rural and village schools of Santa Clara County, California, and his report is as follows: "It will be noted that rural and village schools in Santa Clara County, in every subject and in every grade, fall below the median scores for the cities. This inferiority ranges as high as six hundred per cent, as is shown in division in the fifth grade........It will be seen that rural schools of Santa Clara County fall, on the average, fully two grades below the twenty small western cities used for comparison." (101)

Charles L. Harlan in "A Comparison of Writing, Spelling and Arithmetic Abilities of Country and City Children" concludes, "A comparison of the above averages shows an advantage of from seven to fourteen words per hundred in favor of the city pupils. The country averages are uniformly lower than the city averages. This is no mere statistical accident. The pupils of the rural schools do not spell as well on written tests as do the children of the city schools....In summarizing, one may say that in the fundamental operations of arithmetic the pupils of the rural school rank approximately two grades below the pupils of the city schools." (55)

A survey was made in the state of Virginia which gives comparative results for country and city schools for the following tests: Thorndike Reading Scale A2, Virginia Reading Test Sigma 8, Virginia General Examination Exercise 1, Ayres Spelling Scale, Starch Scale for Measuring Handwriting, Woody Arithmetic Scale Series B, Courtis Standard Research Test
in Arithmetic Series B, and the Nassau County Supplement to the Hillegas Scale for Measuring English Composition. About sixteen thousand children were examined, one third of them being in rural schools. The general character of the results is indicated by these quotations:

"In summary it may be said that the condition of reading in the Virginia City schools is fairly satisfactory. In the rural schools, however, there is a deficiency that should be met by vigorous remedial measures."

In regard to handwriting: "The scores for rural schools having four or more rooms compare favorably with those for city schools, and the progress is regular from grade to grade. The average progress is .4 of a scale-step per year, which is less than it should be by Starch Standards. The one-room country school shows the poorest record."

In regard to spelling: "The most notable deficiencies are in the one-room school....In three cases the deficiency is a year or more of progress as measured on the Ayres Scale."

In arithmetic the rural schools were from one to two years behind the city ones. "The inferiority of the small rural school is apparent from the figures given. In reality the inferiority is even greater since in all non-city schools children are on the average about a year older than city children, and in the one-room schools children are on the average about a year and a half older than city children in each of the upper grades." (48)

Conditions in Montana are very similar to those already cited. In 1920-21 standard tests in reading arithmetic, spelling, language, and penmanship were given to the pupils in eleven consolidated schools and thirty-four one-teacher schools chosen at random, to determine the comparative results of school work in these two types of schools. In practically every
subject and every grade, the pupils of one-teacher rural schools were from half a year to a year behind the children of consolidated schools. The training of the teachers in the consolidated schools was considerably better than that of the teachers of the state as a whole, and very much superior to the teachers of small rural schools. (96)

With the knowledge of these unequal educational opportunities before us, no one can complacently say, "Let the rural community take care of its own affairs." It is as obviously impossible for a rural community whose schools are in the greatest need of change, to meet its own problems as it is for a man to lift himself by his own boot-straps.

There is more at stake than merely providing good schools for the rural children. Calvin Coolidge says, "If we ever permit our farming population to fall to the level of a mere agricultural peasantry, they will carry down with them the general social and economic level. Every citizen among us has a personal concern in the welfare of the farmer. The fortunes of all of us will, in the end, go up or down with his." (21)

Many students of history seem to believe that peasantry is the ultimate end of every agricultural class. The only way to ward off this tragedy is through the common schools. One Iowa farmer, when protesting against a consolidated school in his locality, indignantly but naively remarked: "We farmers don't need no more education. The trouble is we have let city people get too much of it already." (21) He was ignorant, but he realized that the reason the city people were getting the best of him was the amount of education which they had had.

Dr. Dewey says, "What the best and wisest parent wants for his own child, that must the community want for all its children. Any other ideal for our schools is narrow and unlovely. Acted upon, it destroys our democracy." (35)
Much of the trouble lies in the fact that the rural community as a whole does not realize how poor its school facilities are, or realizing it, does not know how to better them. It is not remarkable that many people in such communities follow the path of least resistance and, instead of trying to awaken the community to its needs and to a desire to better things, merely move away to a village or city where superior schools are to be enjoyed. (76) (77) (21)

In our early history farm lands were so plentiful that every family desiring it, could secure a farm by homesteading it or paying a few dollars per acre. With the exhaustion of public lands, tenantry began to increase. See Exhibit A. In nine leading agricultural states the number of landless farmers has increased to between forty and fifty percent. In some of the central states more than half of the farmers are landless. (21) (68)

In 1926 in one little community in Montana fifty-four people went away either temporarily or permanently, because there was no high school. This was almost twenty-five percent of the population.

When the family must move or the children be sent away from home to go to school, the breaking up of the home-life leads to general unhappiness and discontent with the farm. No one can have much respect for living conditions which offer no advantages for the education of the young people. The exodus of intelligent farmers from the country to the city is becoming serious. The owner of the farm is being replaced by a less intelligent and less democratic individual who not only is a poorer producer, but is not usually of the type which will build a strong democratic nation if he is not given proper educational opportunities. Even now farmers are notorious for their inability to work together and have never learned what the patriot of 1776
EXHIBIT A

FARM TENANCY IN THE UNITED STATES

1880 . . . . . . . . . 25.6%
1890 . . . . . . . . . 28.4%
1900 . . . . . . . . . 35.3%
1910 . . . . . . . . . 37 %
1920 . . . . . . . . . 38.1%

Figures secured from the Fourteenth Census Report, 1920.
appreciated, that unless they "hang together" they will "hang separately." They have been imposed upon and deceived by propagandists who form organizations among them, charge large initiation fees, and then decamp with their gains. Unless the farmers themselves become intelligent and trained to manage their own affairs and stick together through thick and thin, their future seems hopeless.

It is too late to do much with the adult. It is very hard to teach an old dog new tricks, but puppies can learn them easily. Before the Baron von Bismarck organized the marvelous Prussian fighting machine he provided military schools for the youth, and before we can hope to have a prosperous, contented group of farmers, the farm children must be educated as efficiently as our city children are. Just as a chain is no stronger than its weakest link a democratic nation is weakened by every illiterate unsocial citizen in its boundaries.

The Sixth Conference on Educational Measurements, Indiana University, in making an investigation at the request of the state legislature, shows that in certain agricultural communities so large a proportion of the most capable people have left the farms that more than one-fourth of the children of those remaining were found to be feeble-minded. (21) It seems to be the common observation throughout rural America that for many years now the brightest and the best-educated young people have been leaving the farms and going to the cities. "Lincolns come from the rural districts, but they never go back." (21)

In a recent investigation of intelligence among children of rural and city schools in a region where the shifting of the most competent from the country to the city has gone on for a long time, the city children showed an average intelligence quotient of 100.5, whereas the rural children investigated showed an average intelligence quotient of 77. (77)
Dr. Finney claims that the backwardness of rural education is our most critical social problem. Farm life has been very greatly modified and improved by the industrial changes of the past half century. The oxcart has been replaced by the horse and wagon, and they in turn are giving place to the truck; the horse and buggy has been replaced by the automobile; tallow candles have retired in favor of gasoline and electric lights; the old plow horses are giving way to the farm tractor; the binder does the work of many cradlers; and the threshing machine has superseded the flail; but the old one-room school remains very much as it was fifty years ago, except that it is not holding the older pupils in school as well as its fore-runner did. The hitching rack on the village street was a necessary thing in the days gone by, but with changed conditions it is not only unnecessary but a hindrance. Is not the one-room school a parallel example of things outgrown?
In the days of the horse and buggy, the farmer secured his social contacts within a five-mile radius of home, the distance his horse could travel in one hour - 78.54 square miles.

On the same basis, the social contacts today when 1,979,564 farmers have automobiles and over one hundred thirty thousand have trucks (46) would extend within a radius of twenty-five miles, the distance covered by his car in one hour - 1,963.5 square miles.

A generation ago social contacts were very limited, but at present such contacts and the resulting responsibilities are many times greater. Therefore, although the one-room school may have been good enough to prepare for a life built upon
a seventy-eight square mile basis, a much broader education is necessary to prepare for the immense area upon which a modern life is built.

When city schools were small and inefficient and one rarely traveled beyond his county line, the country child did not face very serious competition. He was about as well prepared for life as anyone likely to compete with him. Today city schools are growing bigger, more efficiently managed, and more highly specialized. The great technical high schools in our large cities offer advantages not dreamed of twenty years ago. What chance is there for a child trained in a one-room school by a partially educated, inexperienced young teacher to compete with his city cousin? His chances for success are dwindling to the vanishing point, and his parents are helpless unless they can send him to a city where he severs home ties, or sell their only means of support and move away, gambling on their chance to make a living in surroundings which are alien, since they are trained only for farm work.

The rural child must have equal educational opportunities with the city child. We must not be content with educating a few leaders. Leaders who are too far in advance of the rank and file of the population are no longer leaders but have lost contact with the group and have become strays.

The rural school needs to be even more comprehensive than the city school because only through it can the country child receive the social advantages which have grown up around the city child and provide for him valuable experiences in addition to the education furnished in his superior school. This important training is necessary if the child is to be prepared to take his place and become an efficient citizen.

It would appear that the best vehicle to bring about this needed reform in rural education is consolidation, which means the abandonment of small
Improperly equipped schools, and the concentration of school work in fewer places, with a larger unit of support so as to distribute the tax burden and the surplus wealth more equitably. As Dr. LeRoy A. King says, "There is probably no movement in education that promises so far-reaching an influence for the development of rural life in our country as that of the consolidated school." (61)
PART I CONSOLIDATION IN THE UNITED STATES

I Early History and Growth of Consolidation

How the consolidated school came about makes an interesting study. Theoretically, consolidation dates back to the time when the first pupils who had been taught by private tutors were brought together under the instruction of one public school teacher. The Massachusetts law of 1647 made the original school district. It consisted of the town, i.e., the township, but as time passed the town gradually split up into smaller districts. (72)

At first there was no country school problem. City and country schools were all alike with equally poor buildings, poor equipment, and untrained teachers with low salaries. As the wealth and the people began to concentrate in cities, the curriculum was enriched and the buildings were improved. The rural schools were left far behind. Only recently have they begun to realize their inferiority and look for ways to improve.

The local district system grew in the following way. The first settlers lived close together for mutual protection and aid, and the laws often specified that no one should live farther than a half mile from the meeting house. Later, as the Indian menace was removed, new settlements grew up in outlying territory. Since the law required that a school be held in each town, it became customary for the teacher to hold school in each settlement for a period of time equivalent to the amount of financial support which that particular settlement contributed. Inasmuch as most of the people were so engrossed with subduing the soil, the matter of school supervision was left more and more to the selectmen of each community. When the population became greater and more than one itinerant teacher was necessary in a town, the management came more and more under local control. By the time of the
Revolutionary War, the district system as we now know it was firmly established. There were few laws relating to schools, and as a result each district became practically autonomous. A school was either good or poor according to the financial and intellectual status of the community in which it was located.

From these New England states the district system spread to the northern and western states. It probably provided the best educational facilities under pioneer conditions because it fitted into the geographical subdivisions, and helped to satisfy the small community's pride in having its own schoolhouse, but it has now become a stumbling block to the more efficient graded consolidated school. To be sure there are localities so isolated that pioneer conditions still prevail, and the one-room school is the only possible means of education, but these places are by no means as numerous as the prevalence of the one-room school would indicate.

Horace Mann, from the beginning of his term as secretary of the board of education of Massachusetts, recognized that the school district system was one of the greatest barriers to educational progress. In 1838 he succeeded in having a law passed by the legislature authorizing two or more districts to establish a union school. In 1850 a law was placed on the statute books instructing a town how to dispose of its district schoolhouses in case it decided to abolish the districts. It is reported that by 1860 probably one hundred towns and cities, including about half the inhabitants of the state, had voluntarily abandoned the district system. During the following twenty years many laws were made and repealed, but in 1882 the school district was permanently abolished. At that time only forty towns had retained the district. This does not mean, of course, that one-room schools had vanished, but the town had become the supervising and taxing unit.
When North Dakota, South Dakota, Montana, Wyoming, Idaho, and Washington became states, each established a school system in which the county was divided into districts. In general they made each city and incorporated town a single school district, set minimum limitations for the creation or continuance of districts, arranged for high schools, and provided legal ways of uniting districts. (4) They did not, however, enter upon planned programs for the consolidation of schools.

New Jersey in 1886 and Nebraska in 1889 enacted laws permitting consolidation of school districts if the districts affected initiated the request for it. In 1889 Florida abolished the districts and gave the county board power to locate, consolidate, and maintain schools. In 1893 districts were permitted to consolidate in Texas. This permissive legislation was not generally taken advantage of.

After 1890 there was an awakened interest in the rural school. The United States Commissioner of Education wrote a report on consolidation in New England. The National Education Association appointed a committee of twelve to investigate and make recommendations in 1897. State laws in all parts of the country began to set definite limits for small districts and favor consolidation. The township unit system made gains.

The movement spread from Massachusetts into Ohio and Indiana. (71) These states also organized on the township basis of administration. In 1892 Kingsville Township, Ohio, decided to transport the children to a central district school, and through the enactment of a bill in the legislature, the state met the cost of transportation. A general law was passed in 1898 relative to transportation. This was followed by another act in 1904 authorizing the board of education in townships to abolish all subdistricts and convey the pupils to a central district. The movement for
consolidation progressed rapidly until, in 1912, one hundred ninety-two townships in the state had completely centralized their schools.

In Indiana the movement began to flourish with the passage of an act by the legislature in 1889 recognizing the right of township trustees to pay for the transportation of pupils to consolidated schools. In 1912 there were five hundred eighty-nine consolidated schools distributed in seventy-three of the ninety-two counties of the state.

By 1910 thirty-four states had enacted laws permitting transportation of pupils. The most backward states were Alabama, Arkansas, Georgia, Montana, Wyoming, Nevada, and North Dakota.

While Massachusetts, Ohio, and Indiana have probably established a greater proportion of consolidated schools than any of the other states, yet today there is not a state in which there are not some consolidated schools. States with the larger township and county units of administration have made the greatest progress. New York and Illinois with the school district type of organization have proportionally the smallest number of consolidated schools. (61)

In 1924 in the following sixteen states, - Arkansas, Delaware, Illinois, Iowa, Kentucky, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, North Carolina, Oregon, Pennsylvania, Tennessee, and Vermont, - there were 5,946 consolidated schools with an attendance of approximately 969,136 pupils. Of this number 212,947 were transported by 5,266 busses and 3,556 horse-drawn vehicles. In thirteen of these states 4,543 one-teacher schools were closed between 1920 and 1924. More were closed in Iowa, Kentucky, and Pennsylvania than in any of the other states, but there were still 60,617 one-teacher schools in the thirteen states, an average of 4,663. Iowa still had 11,000; Illinois had 10,000;
and Pennsylvania had 9,000. The outlay for motor busses in six of the states was $980,058, and the cost of transportation in five of the states which had figures on the subject was $2,529,175.

In 1922 the states showing an increase of one-room schools were Arizona, California, Iowa, Missouri, Nebraska, Nevada, North Dakota, and Wyoming. All the others show a decrease. Florida leads with a decrease of 23.2%, and Texas is second with 23%. (5)

Randolph County, Indiana, is one of the most conspicuous examples of consolidation in the middle west. Excellent roads have simplified the matter. In 1900 there were one hundred thirty-seven independent schools, most of which were one-room, poorly equipped, with an attendance at each ranging from five to twenty pupils, and a term averaging one hundred fifty-one days. In 1922 these conditions had changed. There were twenty consolidated schools and four one-room ones. Nineteen of the schools range in value from $17,500 to $117,000 each, with all modern equipment. While the number of young people was less in 1922 than in 1900, five times as many graduated from high school.

Transportation is furnished by horse-drawn wagonettes, auto busses, and trolley car. Vocational training is given. The schools have become the community centers, and the pride of their supporters. Opportunity for broader and more worth-while development has been provided. Cooperation of the whole community is growing. Community ideals have been raised to a higher level. (51)

In Mississippi in 1920 there were 470 consolidated schools located in seventy-eight counties with an enrollment of 61,821 pupils. Over thirty thousand of these pupils were transported by means of 1,539 wagons or busses at a cost of $99,447 per month. (61)

In North Dakota there were 51,500 pupils en-
rolled in the elementary grades of consolidated schools, and 7,871 enrolled in the high schools. (4)

In Iowa there was an average of one new consolidated school per year between 1897 and 1912, an average of forty new consolidated schools per year between 1913 and 1916, and an average of sixty new consolidated schools per year between 1917 and 1920. By December, 1921, there were four hundred thirty-nine.

As a result of a county survey in 1917, the board of education in Montgomery County, Alabama, decided to consolidate the schools, and in 1918 and 1919 twelve auto busses were purchased to transport children to seven rural centers. By May, 1922, the board had purchased a total of twenty machines which covered a mileage of 107,308 miles for the school year ending May, 1922. (61)

In the United States as a whole an average of one thousand school consolidations were formed yearly from 1918 to 1922. Public money spent for pupil transportation increased about three and one-half millions of dollars annually. The number of one-room schools decreased about four thousand five hundred during this period. (5)

Prior to 1923 there were sixty one-teacher schools closed in Montgomery County, Pennsylvania through the organization of eighteen consolidated ones. Some of the children were transported by railroad or trolley. The first auth bus was used in 1909. Today practically all of the districts use busses. The expense in the three districts using trolley ranges from 11¢ per day per pupil to $1.25 per day per pupil. Motor busses cost from 5¢ per day per pupil to 35¢ per day per pupil. "The new consolidations have enriched courses, mass athletics and organized play, social contacts in large groups, and one grade per teacher as opposed to the discarded one-teacher schools.
Two or three years were required for many of the people to pass through the successive stages of violent opposition and quiescent skepticism, but in no community can one now find a considerable number of citizens who desire to go back to the one-room schools. The auto bus and better roads are the agencies which make possible the consolidated school and its resultant fuller rural life.\(^{(61)}\)

It is estimated that there were 12,500 consolidated schools in 1923, with an enrollment of about 2,050,000. There were about 37,000 vehicles in use, and they transported 851,000 children daily at public expense to and from schools. A conservative estimate of the capital outlay is in the neighborhood of $7,500,000.\(^{(4)}\)

Montana's condition follows. In 1923-24 there were 2,909 one-room schools out of a total of 3,129 elementary schools: there were ninety-eight consolidations, six being established that year.\(^{(94)}\) In 1925-26, out of a total of 3,019 elementary schools, 2,966 were one-room. There were one hundred forty other school buildings which housed both elementary and high schools. The eighty-six consolidations in effect this year were to a large extent, among these one hundred forty schools. Three of these were new consolidations.\(^{(95)}\)

One peculiar difficulty confronts the investigator, at least in Montana. After a district has been consolidated and operates a few years, it is no longer considered a consolidation by the people concerned. A new school-man taking charge supposes that the district as it exists was always so, and he reports, "No consolidation" when questioned. County superintendents show a similar tendency, so that a consolidation seems to cease being a consolidation as soon as all the patrons become oriented and feel themselves to be a bona fide part of the new organization. While this is
distressing to one trying to secure data, it is a healthy condition. After two or more communities have united to provide better educational facilities for their children, the sooner the people forget that they have ever been divided, the more truly is the school a consolidation.
II Outstanding Consolidations

To bring the history of consolidation up to the present time, I have selected a few outstanding schools in different localities, the stories of which are duplicated in scores of other places. These examples should suffice to show just what consolidation can do and is actually doing in progressive localities.

A southern example of what can be done is obtained in Lafayette Parish, La. This parish covers two hundred seventy-nine square miles and had twenty-six one-room schools. Now there are only two one-room schools in the parish, but there are nineteen consolidated ones, six of these having a four-year high school, and three others having two years above the seventh grade. (Louisiana is organized on the 7-4 plan.) There are forty-six transportation routes, no child going over six miles or being enroute more than forty-five minutes. Fourteen hundred children are transported at a cost of 10¢ per child per day. Both motor busses and horse-drawn wagonettes are used. The drivers are paid $65 per month and are bonded for one-tenth of their salary. The drivers own their conveyances. In addition to the regular courses, the four-year high schools have courses in agriculture, home economics, and shop work. There is a farm demonstration agent, and a home demonstration agent, and a club agent, all directing community clubs of boys and girls. There is an annual contest of all the pupils in athletic and literary events. The winners go to the state meet. These contests arouse much community interest. The schools have auditoriums which are used by the communities for many kinds of helpful meetings. (41)

The Jordan District, Sandy, Utah, has shown what can be done in the way of an open-country high school. The district includes twelve towns in each of which an elementary school is maintained covering
the first eight grades, and farm children are transported to the nearest town. 2,780 children attend these elementary schools and twenty-four vans are used to transport them. The new high school building is 225 feet long, 166 feet wide, and 45 feet high, contains thirty rooms, and cost $225,000. There is an auditorium which seats nine hundred, and a gymnasium 60 x 90 feet. The heating plant contains two eighty-horse-power boilers with electric stokers. There are brick residences for the superintendent, principal, and engineer. The campus consists of twenty-three acres and has a football field, a track, tennis courts, gardens, and farm plots. The plant accommodates seven hundred fifty students, and draws from communities from two and a half to twelve miles distant. A fleet of fourteen motor busses brings the pupils at an annual cost of $27,500. Twelve of the busses are driven by the older boys, after they have taken a course in automobile mechanics in the high school. The busses are overhauled, repainted, revarnished, and kept in repair by the boys in this class.

Two requirements of the school are a thorough study of English and keeping physically fit. Music work is encouraged. On the annual field day a chorus of eight hundred opens the program. There is a lyceum course with high class artists, and regular moving pictures of an elevating kind. The curriculum includes commercial courses, Smith-Hughes vocational agriculture, and excellent science courses with well equipped laboratories.

In the large shops pupils repair automobiles, trucks, and tractors for the community at cost. They construct actual buildings in the community and do such cement work as foundations, floors, septic tanks, and sidewalks. Tools and skates are sharpened, furniture is made and upholstered, and general repair work done. The boys are paid for work done outside class time as follows: pupils with one year of shop training get $2.50 per day;
pupils with two years' training receive $3.00 per day; those with three years' training receive $3.50 per day; and those with four years' training are paid $4.00 per day. The amount earned by boys in one year has run as high as $8,000. One of the school slogans is: "If it is made of wood, brick, stone, or cement, (and it is educational), we do it, from grass roots through to paint."

The girls are encouraged to take two years' work in domestic science and household management, since the family thrift depends largely upon the business ability of the mother. There are dress-making and millinery classes enrolling about one hundred twenty-five girls annually. The cooking class runs a cafeteria which provides about two hundred fifty hot meals daily. The girls doing this work are paid from twelve to twenty cents per hour. (21)

The Orange Township Consolidated School, located in Black Hawk County, Iowa, is also a purely rural school, having no village or town in its borders. It is located five miles from Waterloo and serves an area of thirty-nine square miles. There are one hundred thirty-two farm homes in this area. (20) The school is on a par with city schools, having an equivalent force of teachers, an equal number of years of schooling and months per year, excellent buildings and equipment, and supervision by trained supervisors. In detail, there are eleven instructors: four elementary grade teachers, four high school teachers, one music supervisor, one vocational agriculture teacher, and a superintendent. Transportation is furnished by twelve horse-drawn vehicles bringing two hundred thirty pupils per day. The district built a modern home for the superintendent and his family, and for the janitor and his family. The teachers live in farm homes not far from the school house. A very modern and well-equipped community church is located near the school building.
The elementary grade teachers all have two years professional training; the high school teachers all have four years above a standard high school; two of the high school teachers hold M.A. degrees. The school course is twelve years in length and nine months per year. The vocational agriculture course is maintained for twelve months per year. The buildings are brick, fire-proof, and of pleasing architecture. The school house is thoroughly modern as to lighting, running water, for drinking fountains, steam heat, fan ventilating system, neat toilets on various floors, septic tank sewage disposal, electric lights and electrically driven pumps from a power line, well-equipped classrooms, laboratories, and libraries, a high school assembly room, and gymnasium. The superintendent holds an M.A. degree, owns a farm in the community, and spent his boyhood on a farm.

Besides the regular school work, the following contribute to the intellectual growth of the community: Y.M.C.A.; Girl Reserves; W.C.T.U.; Mothers' Clubs; Parent-Teacher Association; school orchestra; glee clubs; band; literary and musical programs; community lyceum course; fathers-and-sons banquet; mothers-and-daughters banquet; annual picnic on last day of school; Fourth of July celebration. Many economic organizations center around this school. There is a township farm bureau carrying on eight or more experiments. The farm institute convenes at the consolidated school and is attended by fathers, mothers, sons, and daughters. A co-operative egg-marketing association is able to command a premium on the regular market price for eggs. They also have a co-operative telephone system, co-operative creamery, co-operative fire insurance, and a number of threshing rings.

The general direction of these activities is in the Community Council composed of the president of the Parent-Teacher Association, superintendent of the Sunday School, president of the W.C.T.U, presi-
idents of the Mothers' Club, of the Farm Bureau, and of the township trustees, superintendent of schools, and president of the Community Band. A budget of about $700 for community activities is raised by subscription. Most activities are planned for a year in advance, and responsibility for their promotion is widely distributed, causing a large number of people to take active leadership.

Their 1922-23 program shows a social event for every Friday evening from September to June, with an occasional Tuesday, Thursday, or Saturday evening. The four Friday evenings in September were occupied as follows: Young people's party; Parent-teachers' reception; Dairy cattle congress; Literary-faculty program. October offered two high-school parties; Cedar Heights Dramatic Club program; and a corn husking. November's program was a Republican rally; Armistice Day program; basket ball with Dinsdale at Orange; a lecture by Dr. Steiner of Grinnell College; and basket ball with Geneseo at Orange. December was still fuller, having an Orange concert at Cedar Heights and at Hudson; a mother-and-daughter banquet; Orange concert at Jesup; farm bureau meeting; and basket ball with Jesup at Orange. The January calendar included two basketball games at Orange; two literary programs; an entertainment given by Jesup players at Orange; a farm bureau motion picture show; and an all day baby clinic. In February, in addition to two basketball games and a school directors' caucus, there were two concerts, one by the Hudson orchestra and one by the Dunkerton Men's Glee Club. During the remaining three months each grade in the school gave a program; there was a district basketball tournament and a county league tournament; a concert by the Orange orchestra; a senior class play given two evenings; and the usual festivities in connection with high school commencement.

Macy Campbell, referring to this school says: "The Orange Township Consolidated School and the community church are the centers of a very effec-
tive intellectual, spiritual, and economic life. The school is providing the community with exceptionally well-informed and disciplined citizens. The church is filling their lives with worthy motives and directing them along a high plane of action. The combination of education, sound motives and willing cooperation engendered by the institutions of this community is making the community very successful in its economic life." (20)

Unionville Joint Consolidated School, Unionville, Pa., is an example of successful consolidation under entirely different surroundings. There were four school districts prior to consolidation three years ago, maintaining eighteen one-room, one two-room, and one four-room schools, nearly all of them in a dilapidated condition. There was no high school. The patrons were Quakers, notoriously conservative in all of their ideas. These schools were all closed, and the children are now transported by busses owned by the districts to one central school. The high school children who formerly went to the nearest town are now taken care of at the central school. The first four grades are handled on a strictly graded basis. The fifth and sixth grades are departmentalized. There is a six-year junior-senior high school with no line of demarcation between the seventh and twelfth grades. In addition there is a vocational high school whereby all boys in the ninth and tenth grades must spend half of each day on agricultural and other related work, while the girls spend a similar amount of time in home-making. In the eleventh and twelfth grades advanced courses in these two departments are offered to those who choose to take them. In this way they attempt to prepare all of the girls for future home-making, and all of the boys for farm work. In addition, however, they can cover sufficient academic work to enter college. A strong extra-curricular program is also maintained, in addition to the regular curricular work. Believing that music should occupy a large place in the
life of the school, a man was employed who could teach both vocal and instrumental music. It was decided to give music lessons free of charge to anyone who wished them and provided his own instrument. The proposition was made to the pupils and nearly one hundred boys and girls immediately enrolled. When the parents realized what the price of instruments was, many decided that they could not afford it. Thirty children, however, secured instruments and worked enthusiastically. Before the year was over they had taken part in several entertainments which surprised and delighted the parents. The second year, 1926, the classes doubled in size so that there was an orchestra and a band numbering over sixty pieces. City children are not dependent upon the school for music lessons, but country children can rarely secure them in any other way.

Among western states Colorado has perhaps done most in systematic consolidation of its schools. In 1913 a state-wide campaign for rural school improvement was inaugurated by the Colorado Agricultural College. The physical barriers to consolidation in Colorado are as great as can be found anywhere, and are very similar to those existing in Montana. The mountains are high and rugged, the winters rigorous, the snow deeper than in most places, and the population sparse. While there has been much road-building in the last few years, there are still thousands of miles of very poor roads. The rural population, however, is beginning to realize that a first-rate school ten miles away is better than a tenth-rate one at the cross-roads.

A complete report of the work in Weld County was published in 1923 (86). There are one hundred sixty-five schools in the county, and twenty-five of them are consolidations. One-third of the total area of the county, which is larger than Rhode Island and Delaware combined, one-third of the assessed valuation, two-fifths of the teachers and

Their six motor buses and garage. These trucks carry forty-five children each.
Ault School, a $100,000 new high school is now being erected.
EXHIBIT C

1. Present high school, Windsor. 2. Grade School, Windsor. 3. Windsor Teacherage, accommodates 32 teachers and cost $36,000. A new $125,000 high school is now nearing completion. (Weld County.)
two-fifths of the enrollment are in these twenty-five districts. Eighty-five old buildings have been abandoned and new, modern ones have replaced them. The new buildings have over one hundred times the monetary value of those discarded. Eighty warm motor busses are used to transport the children. A few of them ride twenty miles a day in the larger districts. In spite of many poor roads in remote sections, more children attend school than ever attended before, and tardiness is almost eliminated on the part of the transported children. Two hundred twenty-two teachers instruct 6,265 children in these twenty-five schools, all of which are graded and, with the exception of one, are managed and supervised by experienced superintendents. There are 927 pupils in the high schools now, but before the consolidation took place only the few who could be sent away from home had high school opportunities. The regular and academic subjects are taught by well-trained, experienced teachers. The larger schools have good commercial and music courses, and most of them have glee clubs, orchestras, and bands. There are cooking, sewing, housekeeping and home-making courses in practically all of them. Many of the schools serve lunches. The school yards are of ample size and have basket-ball courts, baseball diamonds, and football fields. Many have gymnasiums, school papers, and lyceum courses. The homes in the community are changing. Daily papers and good magazines are appearing in all of them; more good books are being read; labor-saving devices seen at school are finding a place in the homes, and the vocational classes are enriching the home-life, the girls participating more in the household duties in cooperation with their mothers, and the boys carrying on supervised projects on the farm. The ranch property in these districts has increased in value as a direct result of the good schools, so that they are considered a "paying proposition." (84) The finest junior-senior high school building in the state was erected in 1922 at Johnstown, a village of three hundred. There is also a large grade building and a
The Johnstown Consolidated School, Colorado. The original one-room building still stands beside the new High School.
Johnstown School and Garage, a new $100,000 high school is now being erected.
garage for the fleet of busses. The auditorium will seat over one thousand people. Exhibit 3 is a photograph of the new school plant. The one-room school which this supplanted is still standing. Can one compare the broadening, cultural effect of these two schools, even if both had the best teachers procurable?

By 1922 four hundred twenty-five old schools had been abandoned in Colorado and replaced by one-hundred forty-six consolidations. These are found in thirty-eight different counties, and in all sections of the state.

One conspicuous school is at Monument, just over the divide between the Denver & Rio Grande and Santa Fe Railroads, and in view of Pikes Peak. Before the building of this school a traveler passing through Monument on the train carried away the impression of railroad water tank and an old ice-house. Now there is a new $60,000 school building, and the town seems to have taken on new life.

Another successful consolidation is at LaVeta Pass where the elevation is seven thousand feet.

The Elkhead school in Routt county resulted from the consolidation of two schools. It was impossible for the children to reach these schools and some of the parents were beginning to agitate the building of still more one-room schools. A few leaders of the community took counsel together, and the result was a substantial stone schoolhouse and a community building on a forty acre site. The community was not wealthy and the district was bonded to the limit, and much volunteer labor was used. Since this was insufficient to complete the buildings, a stock company was organized and shares sold, and a five-room teacherage built. Little cabins were erected on the campus so that the most distant mothers and children could live there for
the four or five months when the snow was too deep for the children to make a daily trip. During the winter there is a temporary settlement here with a post office, store, telephone exchange, and weekly movies. The school is fifteen miles from a railroad and at an elevation of six thousand six hundred feet.

The Cotopaxi school is a consolidation located in the Royal Gorge where the elevation is six thousand three hundred feet. Motor busses bring the children through the Gorge most successfully. This would lead one to believe that children living in the mountains can be put into good consolidated schools in spite of high altitudes, rough roads, cold weather, snows, and all of Nature's hindrances if people really desire to do it.

What has been done so successfully in the mountainous districts is equally effective on the plains. The history of the Pinon school in Pueblo County is interesting. Twenty-three years ago the patrons decided that the work of their one-room school could be improved by securing a better teacher. To make this possible they erected a five-room teacherage, the first in the state. Later an assistant teacher was hired to help in the one-room building. Ten years passed before any further efforts were made. The teacher, however, had been doing missionary work, and the first evidence of it was the purchase of a hundred acres of land to acquire title to a fine spring, and the piping of the water to the school and the teacherage. At the same time four more rooms were added to the teacherage, making it a nine-room house. The school was enlarged and an auditorium built. The following year a consolidation was effected with an adjoining district, a second story was added to the school building, and a still larger auditorium built. A second consolidation was effected and the school continued to grow. The curriculum was enriched with music, manual training and domestic science courses. At present a free noon-day lunch is served to all the children.
The teacher of the one-room school twenty years ago is the superintendent of the present consolidation and has served the district continuously.

The Center School lies partly in Rio Grande County and partly in Saguache County. Two separate consolidations were necessary before the people became really interested, but when enthusiasm was finally engendered, a building program was started, and the fine new building (shown in the following exhibit), which is three hundred eight feet long with thirty-six rooms, is the result. This building was dedicated in 1920 and three thousand people were guests of the community. The building has modern heating, lighting, and ventilating systems, its own telephone exchange connecting all the class rooms, regular laboratories, and special provision for vocational agriculture and home-making, receiving state and federal aid for these classes. It has well-equipped shops, a first-aid and health room, and an auditorium with gallery and stage, seating seven hundred. The campus contains thirteen acres. The district comprises one hundred sixty-five square miles. Four hundred fifty children are taught here, two hundred sixty of them being transported by eight large buses. A few of the children ride eighteen or twenty miles twice daily in comfort, but most of them live at lesser distances. The school is in charge of a trained superintendent assisted by fifteen teachers.

The Del Forte School, (see exhibit) also in Rio Grande County, is located in the town of Del Norte, altitude seven thousand eight hundred eighty feet, where the Rio Grande River leaves the mountains. Eleven districts were consolidated to form this largest district in the state. Ten old buildings were abandoned, but the two town buildings were kept and are used for the lower grades. A remarkable thing about this consolidation is that the ten country districts voted unanimously for the consolidations, only five votes being cast against it! The new building cost $150,000 and has an auditorium which will seat one thousand people. Six
Mountjoy and Frewen, architects.
The eight buildings abandoned as a result of the Center consolidation. The log house is the original Center school.
1. New Del Norte High School, pupils and auto trucks in foreground.
2. and 3. Original buildings now used for the lower grades.
4. The ten buildings abandoned at Del Norte as a result of consolidation.
hundred children are enrolled, twenty-two teachers are employed, and three hundred children are transported in eleven busses, some of them riding seventeen miles twice daily. The largest bus is kept at South Fork near the historic Wagon Wheel Gap, seventeen miles from the school, where the altitude is over eight thousand feet. It picks up its entire load there. The whole community has taken on a new life and has become a contented neighborhood. (84)

Fourteen miles east of Del Norte, the town of Monte Vista is the seat of a fine town and country consolidation, (see exhibit). A $175,000 bond issue was voted to erect and equip a senior high school, only a few years after a fine new junior high school was built. There are more than nine hundred children enrolled, one hundred sixty-two of them in the high school. Thirty-two teachers are employed, and eight powerful busses transport the children.

The Sargent Consolidated School is another big school in the same part of the state. Consolidation started in 1916 with a two year campaign to organize the community. At first three districts were consolidated; a year later two more districts were added; and at the end of the second year another was added. Upon petitions to the county superintendent, portions of eight other adjoining districts were annexed. The present district contains one hundred square miles, two hundred fifty farm homes, a population of a thousand people, and an assessed valuation of about $4,000,000. The first new building was dedicated in 1918, and a large garage-gymnasium was begun. Twelve large busses were purchased to transport the three hundred fifty children. As soon as these buildings were completed work was started on a nine-room home for the superintendent and other men teachers, and an equally nice eleven-room home for the women teachers. The community then built an eight-room parsonage for the community pastor. In 1920 a bond issue for $125,000 was voted
EXHIBIT I

Junior High School, Monte Vista
to build a still larger junior-senior high school with an auditorium seating one thousand, and another teacherage for the principal of the high school and other male employees of the district. These seven buildings are located on a fourteen acre tract of irrigated land in the center of the district and over a half mile from any farm house. The school has been a marked success from the very beginning. The attendance is twice that of the combined district schools prior to consolidation, the elementary work is completely graded, the high school work is on a par with that in the good city schools, and ten times as many children attend high school as ever went away to attend a city school before this one was built. Of the twelve busses used, eleven are driven by teachers, and nine of the eleven are women. Each driver is paid $25 per month extra. This provides responsible, enthusiastic drivers at a much less cost than prevails in any other school in the state. Living on the campus, with no home duties to take their time and energy, these teachers coach the football, basketball, baseball, and track teams, direct games and social activities, and most remarkable of all, cooperate with the community pastor in teaching classes in the Sunday School, (a flourishing organization with about five hundred members), direct three Christian Endeavor Societies, and are active members in a women's missionary society, and a Sunday School athletic association. This is a strictly interdenominational church which is building up a genuinely religious background and a spirit of good-will without which successful cooperation is likely to have a stormy time of it. This excellent school with all of its athletic, literary, vocational, and musical work, together with its transportation service is operated on a twelve mill tax levy. (84)
1. Superintendent's Home—9 rooms, modern. 2. Women teachers' home—11 rooms modern. 3. Home for principal and mechanic; two three-room apartments with bath. 4. Parsonage—8 rooms. This makes 34 rooms provided for the community workers by the Sargent District.
This School and Community Plant at Sargent, Colorado, consists of seven buildings: Community Parsonage; Junior and Senior High School and Community Center Building—used as educational, social, civic and religious center; Grade Building; garage with twelve motor trucks; home of mechanic and janitor; home of superintendent; Women’s Teacherage; present value of plant is about $200,000.
III THE CONFERENCE OF 1923

In view of the fact that there were so many kinds of consolidations, it was very difficult to secure accurate data, as one informant would omit schools because they did not conform to his definition, while they were included with much detail in other reports. In view of the difficulties encountered by the Bureau of Education, the Commissioner of Education called a national conference on consolidation of rural schools. This was held in Cleveland, Ohio, in February, 1923.

Twenty-three states were represented by their state superintendents of education, rural-school workers from state departments, professors of education in state teachers' colleges, county superintendents, and representatives of federal bureaus, all of whom were active in consolidating schools.

One-third of the conference was devoted to a discussion of the terms "consolidation" and "centralization", but no definition of the former was agreed upon. It seemed impossible to use the term in a national sense. Some of the meanings attached to the word are given below: a twelve-year course with a teacherage and possibly a small farm as part of its plant; a six or eight-teacher school to which pupils are transported from abandoned smaller schools; a school which has brought about the closing of one-room schools; or in addition to the last conception the erection of a larger school which prevented the establishing of additional one-room schools.

One of the definitions suggested was, "A consolidated school is that large type of school formed by the uniting of two or more districts or serving two or more districts or areas, having either public or private transportation of pupils, employing a minimum of three elementary teachers, located in the open country or a small village, and serving a population that is essentially rural."
Mr. Sargent felt that a rather rigid test should be applied to consolidated schools, and that no school should be classed as consolidated unless it has experienced a reorganization; that an entirely new type of school should be meant, and that the term "centralized" should be applied to the school which resulted from the uniting of several schools already within the same district. There seemed to be a rather general agreement as to this meaning for the term "centralized", but Mr. Sargent's use of the word "consolidated" did not find many exponents. It seemed to be used most frequently to mean the uniting of one or more districts, under the school board, without regard to the type or number of schools maintained.

In view of this general disagreement, I have used the word "consolidation" to refer to the abandonment of small improperly equipped schools and the concentrating of school work in fewer places with a larger unit of support so as to distribute the tax burden and the surplus wealth more equitably.
IV. A TYPICAL CONSOLIDATION

In 1922 Mr. Abel, the federal specialist in rural education, started a study of school consolidations in all parts of the United States by asking each state department of education to send to the Bureau of Education the names of ten or more successful consolidated schools. The names of four hundred forty-two were received. A questionnaire was sent to these schools in January, 1923, and two hundred sixty replies were received. (2) No one question was answered by all of the superintendents, but all replies were tabulated, although it became evident that many ideas of consolidation prevailed. Tables were compiled containing the following data; the number of schools or districts united in each case; the area served by the resultant organization; its assessed valuation, type of school property, and annual income; organization and size of the consolidation as shown by the enrollment in high schools and elementary grades; salaries of the teaching staff; items relating to transportation. The medians of these items he considers as "a typical consolidation" and I shall include them in this discussion, since they represent a type based upon what has been done in the United States as a whole, embracing the backward but climatically favorable South, the densely populated eastern and central states, and the sparsely settled mountainous regions of the West.

This typical consolidation is usually located in a town, and "not more than six or seven years old. Although four of the consolidations reporting were established before 1882, more than four-fifths of them, two hundred forty-six, were formed in the last twelve years. It is the result of uniting five districts or schools, and abandoning four schoolhouses. The word "consolidated" may or may not be part of the legal name. There are more than thirty different legal designations for the 260 consolidations, but "consolidated" is part of only ninety-two of the names.
It serves an area of thirty-six square miles. The assessed valuation of the taxable property is $1,250,000, or about $4,500 for each child enrolled. It is bonded to approximately $36,000 in order to build a new building. That debt is 2.8% of the assessed valuation, and is not unduly burdensome.

The school grounds are five acres in extent and valued at $1,500. Buildings are estimated to be worth $48,000, equipment $5,000, transportation vehicles $2,500, making a total value of the plant of $57,000. This equals an investment of 4.6% of the property within the area, and $203 per pupil enrolled.

The annual income of this consolidation is $22,450, or from $80 to $84 per child enrolled, or $91 to $95 for each child in average daily attendance. The income is derived largely from local taxes, and is expended for a superintendent at a salary of $2,100, high school teachers at $1,425, and elementary teachers at $1,120. A little more than $3,000 of the income, 14%, is spent to transport children to and from school.

The typical school is organized on the 8-4 plan, enrolling two hundred four children in the elementary grades, seventy-six in the high school, with an average daily attendance of 91% of the enrollment. The teaching staff is eleven persons including the superintendent. It is divided on a basis of six or seven teachers in the elementary grades, and five or four in the high school. Of the elementary teachers, four are normal school or college graduates, the other two or three are graduates of four-year high schools. At least two of the high school teachers and the principal or superintendent are college graduates, the other one or two are normal or high school graduates with special training in some subject. The superintendent has had training in school administration or supervision, or both. Each of the members
of the staff has had more than two years experience in teaching.

Shortly after this typical consolidation was established, it began to transport pupils. It now maintains five routes, transports one hundred ten, (43%) of the children enrolled an average of 4.7 miles one way, in thirty-five minutes, at a cost of 3.8¢ per child per mile per day.

The school building has special rooms for home economics, manual training, physics and chemistry, and a library. There is an auditorium with a seating capacity of four hundred. The school leads in some lines of community activities such as parent-teacher meetings, musicals, plays, and athletic events.
PART II

PROBLEMS INVOLVED IN FORMING A CONSOLIDATION

v. Location: site, building

A successful consolidation is not brought into being overnight. It is the result of long and careful study, on the part of some school man who has read widely and thought deeply on the matter.

Before the site is chosen or the building or buildings thought of, a carefully analyzed estimate should be made of the educational needs of the particular locality, with respect both to the present and the future. The fundamental educational policy should be determined and formally adopted by the school board. The program of studies, the curricula, and the courses of study should be determined in the light of current needs, and anticipated ones so far as possible. The type of organization and administration should be discussed and decided upon.

These things settled, the present housing facilities should be evaluated. The proposed area to be served should be canvassed to find out exactly the number of children to be cared for immediately, their ages and grades, and the proportion of pre-school children and young married people, for the purpose of estimating the future enrollment. Transportation facilities should be carefully considered,—railroads, trolleys, commercial stage-lines, road-building programs, soil formation, and topographical features of all kinds.

The economic situation should be carefully analyzed. What are the present tax levies in each district? What special sources of wealth are there? What possibilities of additions to this wealth or
subtractions from it? How prosperous are the farmers? Are they climbing the hill to success? Have they reached the apex, or are they on the down grade? Will their tax-paying ability increase, decrease, or remain stationary? If the country is relatively new and one can reasonably be optimistic about the future, then children beyond the period of compulsory attendance will stay in school as the financial ability of the parents improves, even if the holding power of the school itself is no greater than the present regime. Studies should be made of the relative holding power of a consolidation of the size anticipated and the findings included with the above when the size of the buildings is decided upon.

State and county laws must be carefully studied, and city or town ordinances, if the new buildings are to be within an incorporated town. It is necessary to know what legal limitations there are on municipal and on school indebtedness.

With this background, a financial policy must be decided upon. Will a pay-as-you-go policy be best, or will bonding be necessary? If the bonds are to be issued, shall they be serial or will there be a sinking fund? The building program itself should be arranged in light of the fluctuation in supply and demand for materials and labor in the community.

The selecting of the school site is a very important matter. If a town is included in the consolidation, the inhabitants will insist upon the school building or buildings being in the town. The arguments put up by them will be that most of the children are there; that they pay most of the taxes; supplies and public utilities are located there and time and expense can be saved by locating near the source of supply; there is already a building which will serve as part of the new plant; there are garages or livery barns handy; drivers
can be more cheaply secured, since they can come
to town and work until time to take the children
back to their homes, whereas no responsible adult
can afford to drive out into the country and spend
the day for a wage which the school can afford to
pay; that convenient rooming and boarding places
can be found for school teachers and administrators.
The country people may assent to these arguments
and wish to have their children in town daily since
they can do much of the family shopping at noon
and thus save the time of their parents. They may
agree because they believe the building expense and
consequent taxation will be less since the town
facilities can be used. On the other hand, the
rural population may be the heavier contributors
to the funds; or may feel that the moral influence
of the town streets would be injurious to their
children. They may argue that one or two powerful
busses can bring all of the town children to a cen­
tral country location while numerous small convey­
cances would be needed to gather up the country
children, and that the distance from the outlying
districts into the town would be too great. If
the town is essentially an industrial town rather
than a residence one, the beauties of the open
country may appeal to the parents of the town
children. There are many angles to this problem
and they must all be considered.

Since a consolidated school building cannot
be moved about, as a small district building can
be, the site should be selected with the future
as well as the present in mind. The grounds must
be ample, well-drained, and sanitary in every
particular. If possible there should be enough
acreage to permit school gardens and experimental
plots. The children will learn botany and biology
by means of the plants which they actually raise
and by combating injurious insects which will
appear. Though they do not intend to become farmers,
they will have a better appreciation of agronomy,
which is the main source of the nation's wealth.
This kind of work will also provide healthful,
pleasant exercise in the open air. The plots can be used further to demonstrate the possibilities of various crops to the farming community. Thus the pupils will learn by actually doing.

In addition to gardens and trees for experimental purposes, there should be sufficient space to provide a football field, baseball diamond, tennis courts, volley ball courts, and running tracks for the older children, and play grounds for the little tots where there will be no hazard from the games of the older ones. Such ground can be used for community picnics, Fourth of July and Memorial Day celebrations, and interscholastic meets.

If the school is to be in the open country, there should be, in addition to the regular school buildings, a residence for the superintendent and for the janitor, and a teacherage, since there are not likely to be adequate housing facilities nearby. Garages will also be necessary.

All undesirable industries, railroad crossings, dangerous streams, and gravel banks or quarries must be out of easy reach of the children. The location should be the most convenient and accessible possible.

There are times when it is not well to accept gifts of ground from individuals in the community if there is any possibility that the gift is not entirely altruistic, as no public school should be under obligations to this type of philanthropist who frequently tries to control it. Neither should a poor location be used because a more desirable one costs a little more.

If the school is to be in a town, the water will probably be supplied by a public utility company, but an open-country school or one in a small village without such a company should control its source of supply. This water question is of paramount importance.
When the relative location is decided upon by the school authorities, prices and value of desired land must be obtained as quietly as possible; options secured; and every effort made to avoid manipulation of prices by the owners of the land or their agents. Laws and regulations pertaining to appropriation of land for school purposes should be ascertained. Titles should be verified, and all laws must be conformed to when contracts are drawn up.

A building committee must be appointed, a competent architect's services secured, and floor plans should be decided upon, not because the front or side elevation of the building is pleasing, or because a school in a nearby city is so built, but solely because every room and corridor fits some local need. Flexibility and adaptability should be sought, and the possibility of future alterations considered in the light of the information which has already been secured. Fixtures, furniture, and equipment must be examined, and the advice of experienced schoolmen should prevail over the flowery oratory of skillful salesmen. Detailed working plans and specifications should be prepared, and some individual should be made responsible for seeing that the plans are carried out.

Someone needs to check the materials used in construction. Someone must see that the heating, ventilating, and plumbing work is done faithfully and according to specifications. Minor adjustments may need to be made, and great skill is needed to secure these without excessive charges.

The almost complete lack of information by the average school board, and the fact that they do not realize that there are any problems connected with the planning, construction, and equipment of school buildings is a serious factor. School boards should not be expected to know about school architecture, but they should appreciate the need for expert advice, and be willing to follow it. If state
departments could have a thoroughly trained man whose duty would be to work with school boards and protect them without trying to share fees with architects and contractors, much public money would be saved.

The School Board Journal warns school boards against architects in general and does not believe that state architects can be depended upon. (23) (37) While these men are often genuinely honest, they are more concerned with handsome exteriors than hygienic interiors, and competent school men must see that convenience, safety, and all educational needs are met. Most architects will listen to suggestions which are made when the situation if first discussed, but after a set of blueprints and specifications have been made up they will strenuously object to altering them. For this reason the school superintendent should be working with the architect from the very first. A set of plans costs just about so much whether provided by one of the half-dozen firms making a specialty of school buildings, (see list in 70) or by some young man who has specialized in suburban homes or city apartments. When an architect is employed, he should thoroughly understand that nothing will be accepted by the board or paid for without the approval of the expert, usually the school superintendent, whom they have chosen to represent them.

Since the most beautiful structure can be improved by cooperating with nature, it is possible by means of artistic landscaping to improve present buildings by means of shrubs, flowers and grass, and fit new ones into their surroundings quickly. Good planting is not expensive; it merely requires careful planning. An attractive building, whether inside or out, is not so much a matter of expense as of taste and judgment.

While the number of classrooms generally determine the size of the building, they are by no
means all of it. The needs of the special community must decide what additional rooms and equipment should be provided. There should be rooms which can be used for club rooms for such organizations as Boy Scouts, Girl Scouts, Camp Fire Girls, Girl Reserves, and such 4-H organizations as canning clubs, pig and calf clubs, corn-growing clubs, or any other activities which will contribute to the welfare of the community.

A well-equipped kitchen is a necessity in a consolidated school. It is not only required for the teaching of domestic science, but provides a place in which to prepare hot lunches at noon, and will solve the problem of preparing refreshments for community gatherings. A light, cheery, comfortable lunchroom will add to the attractiveness of the plant and do away with the many objectionable features of eating lunches in the class room.

A standard gymnasium is another necessity. If the district is able to afford separate gymnasiums for boys and girls, it is an excellent arrangement, but if not, one can be used alternately by the boys and by the girls. While as much exercise as possible should be taken in the open air, there will be many days during the winter when the gymnasium must be used because of inclement weather. Furnishings vary in complexity and in price, but adaptability and lasting qualities are of more importance than first cost.

Ranking in equal importance with the class-rooms and laboratores is an auditorium. This will be used for general assemblies where the young citizen will have an opportunity to develop himself in public speaking, debate, dramatics, music, and executive ability. This development at the present time is very much neglected in the small rural schools. A child cannot develop poise and self-confidence if he has never had an opportunity to take part in public meetings. Those who
are familiar with the country child know only too well the embarrassment, humility, and awkwardness evinced by him when he is thrown among children or adults who have had better social opportunities. The self-confidence which comes from a first-hand knowledge and experience in childhood, gained by actually taking part in public affairs, will have much to do with success in later life.

In addition to the uses made of the auditorium by the school itself, it should be a community center where neighborhood organizations such as the grange, better roads clubs, cooperative telephone and cooperative insurance companies, marketing circles, stock-raisers and dairymen's associations, the Women's Club, better government clubs, and Parent-Teacher Associations can meet. Such auditoriums can be used by speakers from the state agricultural colleges, university extension departments, and county agents.

When the needs of the community have been analyzed and the building plans satisfactorily completed, the next matter to be considered is the material to be used in construction so that the building may be both safe and satisfactory.

In common with all other good school buildings, a consolidated building should be as nearly fireproof as practicable. While a building constructed entirely of fire-resistant materials including its roof, windows, doors, floors, and finish is the most desirable, a very safe and satisfactory building can be made with fire-resistant construction in its walls, floors, stairways, and ceilings, but with wood finish, wood or composition floor surface, and wood roof construction over fire-resistant ceilings. It is also possible to have a building with masonry walls, fire-resistant corridors and stairways, but with ordinary construction otherwise, i.e., combustible floors, partitions, roofs, and finish. The finances of the district and the nearness of
combustible buildings will help decide this question. It is seldom wise, especially if the schoolhouse has more than one story, to make a frame building, or even one with masonry walls but ordinary joist construction and wood finish. Hard-burned brick and steel or reenforced concrete are standard materials for construction of school buildings. Tile and stone are also acceptable.

Outer and interior bearing walls should be of hard brick laid in cement, stone, or concrete. Interior non-bearing walls can be of hollow tile or cement block. All outside walls should be furred to present dampness and discoloring. The foundation should be of hardburned brick, stone, or reinforced concrete.

Stairways, especially in a consolidated school which is away from city fire departments, should be fire-proofed from the remainder of the building, and permit passage from grade line to the top story; treads should be non-sliping, and there should be no well-holes between runs of steps. Although ramps are more desirable than steps, both from a safety and a sanitary standpoint, they require twice as long a run, and this extra space often makes them prohibitory.

When planning the building, one should remember that stairways are not always available in case of fire, therefore there should always be at least two. If there are nine or more rooms on the second floor, more than two will be needed. They should be located so as to provide safety, rapid circulation, and the minimum of travel between the various parts of the building. There should be no storage closets under stairways, as such closets increase the fire hazard.

The main vestibules should be ten or twelve feet wide, with secondary vestibules as wide as the corridors, at least. The floors should be water-
The double, swinging doors should have the upper portion glazed with clear wire-glass to prevent collisions. They should be substantial but not too heavy for children to swing with ease. They should be equipped with panic bolts to permit their opening by throwing the weight of the body against them.

There is endless argument concerning ventilation. Innumerable commercial ventilating systems are on the market, some of them extremely expensive; and most of them are being constantly changed by the makers. The only way to judge whether the window ventilation is adequate or the commercial system satisfactory is to ask the following questions: What is the average temperature of the rooms throughout the winter? (It should average around 68 F) Is the air fresh, moving, alive, stimulating? What does the system cost to install and what does it cost to operate? Of two systems giving equal satisfaction, the least expensive should be chosen. The Wheeler system of window-gravity ventilation has been endorsed by the Joint Committee on Health Problems in Education of the National Education Association, and by the American Medical Association. (100)

The matter of cost distribution among the various items cannot be definitely given, but an analysis of the building experiences of Minneapolis during 1923 showed the distribution of building costs to be as follows: (36)

70-76% for general contracts
15-20% for heating and ventilating
4-5% for plumbing
2-5% for electric wiring

Labor and materials each constitute about 50% of the cost.

While these percentages will vary in different localities and at different times in the same locality, they may serve as a relative guide when a
budget is planned.

The plant can be as richly and elaborately equipped as the wealth of the community will permit, or as simply supplied as their poverty necessitates.
VI FINANCING

Cost is the great obstacle to consolidation. Most objections resolve themselves into a cost objection if carefully examined, and everyone must admit that good schools are bound to cost money. The better they are the more they must cost, whether they are in the city or in the country. Just as one cannot trade an old plowhorse for a tractor without paying the difference in cash, so it is impossible to exchange an antiquated, inefficient, eight-year, one-room school for a modern, graded, twelve-year one as an even trade. The great expense of consolidation, however, is the original cost. This must be great as the abandoned schools and most of their equipment are entirely useless. A different type of teacher must be employed and on an entirely different salary level, and the salary of a competent superintendent sounds enormous to the members of the old school boards who were accustomed to barter with neighborhood girls to teach their one-room schools.

After the shock of the first big bond issue is over, it will be found that the per capita operating expense is not so great as at first appeared. The school enrollment, including the high school, often doubles; twelve years' work is given instead of eight; the school year is usually lengthened; and everyone's children have the opportunity to attend high school, which opportunity formerly was enjoyed only by the few who could afford to send their children to a city.

No one has decided just how much money is necessary for a successful consolidation, or what is a reasonable tax. The federal investigation of 260 Consolidations showed that the assessed valuation of the districts ranged from $50,000 to $63,000,000 with a median of $1,250,000. The median of the town and city consolidations was $1,430,000; of the open
country ones $929,405. The value per pupil was a little less than $5,000. In these figures the fourteen most wealthy districts were omitted. (2)

In the state of Kansas they endeavor to have every consolidation large enough to have an assessed valuation of at least $1,500,000 and prefer from two to four million, since they can then keep the tax down to ten mills. (3)

In Ohio they recommend a taxable valuation of more than two million in order to insure proper support with a low tax.

The Iowa law provides for a minimum of sixteen sections of land in a consolidated district, but the valuations vary widely, and the variation in the number of school children is still greater, so that in Polk county, at least, they have adopted a standard of at least three elementary teachers with a minimum of twenty pupils each, and three high school teachers with an enrollment of twenty or forty. The maximum amount of money which can be raised by taxation in Iowa is $100 per pupil. (3)

In Colorado the conditions vary so greatly that there has been no attempt to set up standards of any kind. It has been their experience that wherever there are a group of small schools near enough to bring the children to a central location there is sufficient wealth to operate a consolidated school which will give much greater opportunities than the small schools were giving. They recommend that the units be as large as transportation facilities will permit, since a large school population is as important as a high valuation in making a strong school.

In Montana the assessed valuations of the recorded consolidations vary greatly, and the type of work varies from the small consolidation which still remains a one-room school, to Hardin with a
valuation of $10,209,184. The Crow Agency, itself a consolidation, is included in this, and there are sixteen grade buildings used, most of them one-room schools. The average valuation, however, of the Montana consolidations, all kinds included, is $1,533,736, while the median is $1,152,000.

While some of the small consolidations in Montana have no bonded indebtedness, the bonds of the others range from $300 to $226,000, with an average of $26,251. The bonded indebtedness in the 260 Consolidations ranged from $1,000 to $1,000,000, with a median of $35,650. This was 2.8% of the taxable valuation.

Often the board of trustees for a new consolidation are men who have had little experience in handling large sums of money, and there are many financial matters upon which they need to be advised. When it is necessary to bond a district, the type of bonds should be given consideration. In general, there are two types, the serial and the term. The serial bonds are not all paid at one time, but in definite order. For example: if the district is bonding for $30,000, it issues serial bonds of $500 denomination. It may be arranged that three of these bonds shall be paid off in the year succeeding the issue and that three others shall be paid each year thereafter until all are paid. All debts are then cleared off in twenty years. This plan requires a sufficient levy each year to take care of the bonds coming due, and to take care of the interest on the unpaid bonds. Thus the payments are heaviest while the building is new and the maintenance cost is at the lowest point. This type of bond ordinarily can be sold on the market at a higher price than the term bonds.

# These figures were secured from the 1926 annual reports of county superintendents filed in Miss Trumper's office.
These are so named because they become due at the end of a definite period, usually twenty to thirty years. The best practice is to make an annual levy, part of which will go to pay interest on the bonds, and the remainder be placed in the bank as a sinking fund to take care of the bonds when due. This results at times in more money being paid out in interest than was derived from the original bonds. There is also the additional risk of embezzlement, bad investment, bank failure, and mismanagement and manipulation of various kinds. Frequently no sinking fund whatever is provided, and the community awakens suddenly to discover that the whole bond issue is due and that there is no money with which to take it up. People preferring this type of bond claim that the child who received the better school provided by the bonds will be earning at the time when they become due, and will thus pay for some of the benefits he received. This is a very poor argument as many of the children will not then be located in that community. It would seem more just for the people who vote the bonds to pay them. Further, it is very discouraging for a new generation to pay off a large indebtedness on a building so old and out-of-date that it has outworn its usefulness.

Bonds frequently seem a panacea for all money problems, but they should never be issued for small amounts. The expense of printing and selling the bonds is out of all proportion to the benefit derived. A heavy tax assessment for a year or two can meet the emergency, and the money can be borrowed temporarily from some local bank. Even if the interest rate is comparatively high, it will cause a much smaller expenditure than paying a lower rate for many years.

The most erratic item found in all the statistics which I was able to secure, was the tax levy. The school tax in the following prominent consolidations is given below: (21)
Amber Consolidated School, Amber, Okla. is 51¢ per acre.

Merryville Consolidated School, Merryville, La., is 35¢ per acre, 20% of the expense being borne by state tax.

Del Norte Consolidated School, Del Norte, Colo., 40¢ per acre (1925)

Tipton Consolidated School, Tipton, Iowa, was 76¢ per acre. (1925)

Jesup Consolidated School, Jesup, Iowa, $1.26 per acre. (1925)

Holcom Consolidated School, Holcom, Kansas, is 57¢ per acre.

Fairfax Consolidated School, Fairfax, S.D., is $1.17 per acre.

Lanier Township Consolidated School, West Alexandria, Ohio, $1.38 per acre.

Remer Consolidated School, Remer, Minnesota, was 40¢ per acre, one third of the expense borne by a state fund tax.

Alberta Consolidated School, Alberta, Minnesota, was also 40¢ per acre, one third of the expense being borne by a state tax.

Whitmell, Virginia Farm-Life School had a school tax of 90¢ on $100 valuation.

Ramer Consolidated School, Ramer, Alabama, has 30¢ on $100 valuation.

Spartanburg Consolidated School, Lynn, Indiana, had 83¢ per $100 valuation.

While the actual amount of money required to have a successful consolidation differs so widely, a study of the budgets of some of the best ones will be of much practical assistance to one interested in the financial management. The Sargent Consolidated School is managed the most economically of any whose budgets I have seen, considering the many activities engaged in and the high class of instruction provided. There is also a heavy bonded indebtedness, which would be typical of any new consolidation effected in Montana. In view of these facts the total school budget of the Sargent School, apportioned in percentages, should be a valuable guide to anyone contemplating such a consolidation. This is reproduced in Exhibits M, N. (7)
## SARGENT CONSOLIDATED SCHOOL

Total Budget Apportioned in Percentage

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
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<tr>
<td>General Control</td>
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<tr>
<td>Instructional Service</td>
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<td><strong>Total</strong></td>
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<tr>
<td>Item</td>
<td>Sargent consolidated Cache la School, Monte Vista, Poudre, Laporte</td>
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<td>---------------------------------------------------------------</td>
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<td>Total Operating Expense</td>
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<tr>
<td>Grant total</td>
<td>62,543</td>
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| School Census         | 372                                                           |
| Average Attendance    | 332                                                           |
| District Census       | 1,013                                                         |
| Total Enrollment      | 402                                                           |
| School Census         | 372                                                           |
| Average Attendance    | 332                                                           |
| District Census       | 1,013                                                         |
| Total Enrollment      | 402                                                           |

| Total property Value  | $4,911,000 (Prox) $2,017,100 |
| Assessed Value        | 3,349,000                   |
| Cost per $1000 of real wealth | $8.19 | $20.00 |
EXHIBIT O
COMPARATIVE COMMUNITY COSTS
Sargent Consolidated School

School costs constitute approximately 60% of the county expenditures. This does not include the irrigation and drainage district taxes as these costs vary with the individual farms.

COMPARATIVE SCHOOL OPERATION COSTS

Annual cost per inhabitant of district.. $40.25
Annual cost per pupil enrolled...........100.62
Annual cost per pupil in ave. daily attendance.........................123.06
Annual cost per census pupil.............108.10
Annual cost per $1000 of real wealth.... 8.19
An exhaustive study was made between the years 1922 and 1924 of ninety-eight townships in the state of Connecticut. Sixty per cent of the state is included in these towns. The elementary enrollment of the schools studied was 25,476, one third of the pupils being in one-room schools, there being four hundred eleven of these. Costs were carefully tabulated, and the findings were not what had been anticipated.

The cost of education in the consolidated schools in Connecticut was not greater than in the one-room schools. The expenditures per pupil in average daily attendance being $65.32 in the consolidations, and $66.19 in the one-room schools. The costs per pupil in one-room schools ranged from $33.68 to $187.05, seventy-seven schools having costs in excess of $100.00. Current expenses per teacher were $1850 in consolidated schools, and $1150 in one-room ones. The consolidated schools pay larger salaries and expend considerable sums for transportation and janitorial service but the average daily attendance per teacher is 17.48 in the one-room school, and 28.43 in the consolidation. Cost per pupil in average daily attendance is the most valid method of insuring comparison in terms of essentially the same unit of service. (65)

High per-pupil costs were always associated with low attendance. While this difference in costs is but 87¢ per pupil, it is enlightening to see that the balance is in favor of the consolidated schools, and that from a standpoint of pure economy the state should encourage the closing of the weaker one-room schools. It has been generally supposed that there could be no pecuniary benefit attached to closing these small schools, but in Connecticut at least, it would seem to be cheaper.

Recently a comparative study was made of the fourteen consolidated schools of Buena Vista County, Iowa, where consolidation was commenced early, and
fourteen large first class cities in the same state. (39) The consolidated schools were cheaper than those in the cities. The city tax levies ranged from 67 mills in Des Moines to 124 mills in Clinton, and the consolidated schools ranged from 24.5 mills in Hayes Township to 65.6 mills at Rembrandt, with the city average at 90.5 mills and the consolidations at 48.6. The medians were practically the same. These were all twelve-year schools.

The Colorado State Tax Commission made a study of sixteen new consolidated schools all carrying heavy bond issues incurred by building, sixteen first-class districts, and sixteen second-class districts, the latter thirty-two districts being from forty to fifty years old, and having no bond issues. These latter districts included the wealthiest school systems in the state, omitting only Denver. The average levy in the consolidated schools was 14.865 mills; in the first-class districts it was 13.725 mills; and in the second-class districts it was 14.93 mills. While this is a much higher tax than the rural districts formerly had, it would appear that it is possible to have a splendid twelve-year school in rural districts as cheaply as in the city.

It is true that some landlords believe that their taxes are exorbitant, but reports of county superintendents, assessors, and students of typical consolidations are practically unanimous in their assertion that land-values almost always rise wherever a transportation service is established. (12) (61) (84) (88) Disserted farmsteads are again inhabited, and the experience in cooperation secured through the school soon displays itself in other cooperative endeavors. (20) (21) (49) (17) The persistent warning that the only way for farmers to secure their dues must come from cooperative producing, and standardized, cooperative marketing will eventually become effective if the average farmer can learn to replace his individualistic tendency—so lauded by modernists—with a far-sighted, intelligent cooperation. (33)
The man who proposes to consolidate several districts will have a real task before him to persuade the ultraconservative people that they can measure values in anything except terms of dollars and cents, or that a large immediate investment in buildings and equipment and an ominous bond issue can ever be anything but extravagant. But there are people even harder to handle than these money-minded ones. Considerable sentiment has been woven about the "little red schoolhouse" and instead of it being considered as a decrepit beggar squatting by the roadside and stifling the ambitions of the older boys and girls, its very meagerness and poverty are considered a virtue. Life in the "good old days" may have centered around the buildings, and it is hard to see that standards have advanced, and what served one generation may be a handicap to the next. These people who pride themselves on not being faddists are blinded by traditional notions and beliefs, and they will offer serious opposition and hostility to any advocate of new things.

Just as the Colorado Agricultural College began with a two-year campaign to create public opinion, just so other consolidations must be planned in advance. There are several groups of influence which must be won before the active campaign should begin. These are: the county superintendent; the teachers now employed in the schools to be closed; the school boards of the territory desired; and a few important influential patrons in each of the local districts.

If these forces can be won over, the problem will not be difficult, but some serious opposition may be met at once. Some county superintendents in Montana are opposed to consolidations as their jurisdiction does not extend over second-class districts, and office forces and traveling expenses are usually in proportion to the number of rural school in the county. Then too, many of the teachers employed are hostile. If they are sufficiently trained and in
possession of certificates which will permit of their teaching in the new consolidation, their support will be immediate, but too often these teachers are local girls with the minimum legal requirements, and they realize that it would be impossible for them to teach in the new school. This being the case, a consolidation would force them to seek a position in another locality. Selfish, personal considerations may influence the school boards also. Some of the members have never held any other public office than their position on the school board, and they are jealous of this little mark of distinction. A consolidation means just one school board in the future, instead of several, and who can tell just where the ax will fall? Occasionally the most influential citizens are the wealthy ones who have no children in school and are not broad-minded enough and public-spirited enough to be willing to have their property more heavily taxed in order to provide a better school for their neighbors' children. These men can be reached by figures showing increases in property valuations caused by school consolidations.

When the approval and support of the four forces referred to above have been secured, the actual campaign among the voters can begin. No one should be overlooked. The chief argument with them all must be the efficiency to be gained, the higher, better class of instruction, and the high school opportunities. But the following arguments will also be found helpful. It can be shown that one-room schools cannot be built and maintained so cheaply now as in former years. Compulsory education laws are requiring that children be kept in school and added facilities of some kind will be increasingly necessary. The cost of schooling per pupil per day of actual attendance in the consolidated school is about equal to the cost per pupil per day of actual attendance in the little one-room school. It may even be considerably below that of the smallest schools. This is the scientific method of computing costs of education and is the true measure
although the average farmer thinks of the aggregate cost of education per farm or per school district, and so cannot see the economic advantage. The rural teacher is over-worked with the number of subjects and classes taught, and cannot possibly give the children the instruction which they need. Some of the students go away to the town schools, homes are broken up, and large sums of money leave the community. The great amount of money which is being paid out for board, lodging, and tuition by those who are sending their children away so they may enjoy high school privileges is a much larger item than many realize until the figures are tabulated. Neighboring schools receive state funds which would come to the local district if it had a high school. A county high school tax is assessed against everyone. Why not have a local high school and get back some of this money? Many older children drop out of school because they dislike attending a school where there are few or even no children of their own age. To the over-worked farmer who needs the help of his children and cannot afford both the expense of sending them away and hiring someone to do the tasks which they are doing, the knowledge that his children could secure a high school education and still be at home to help with evening chores and on Saturday, will win his cooperation.

There are many arguments to use, and no two communities are just alike. In some it will be necessary to dwell on the financial side of the two types of schools. In other localities, the superior school advantages will make a stronger appeal. In still others, the thought of a social center will be most potent.

The newspapers which come into the community should be enlisted if possible, both during the campaign and after the battle is won and the school is in operation. Glowing accounts of building progress will stimulate local pride. "Booster" meetings should be held just before election time, and lantern
slides of model consolidations shown, addresses should be made, and free open discussion encouraged, always being sure that there will be an array of enthusiastic, intelligent supporters present to point out the fallacies in the arguments of the opposition. All personal feeling and jealousy must be laid aside and extravagant assertions and impossible promises must not be indulged in. Consolidation in itself is not a panacea for all the ills of the race, and promises impossible of fulfillment will cause a reaction which may seriously handicap the new school. There will be many management problems to be solved, and it will often take the wisdom of Solomon to reclassify retarded children wisely and tactfully, and plan transportation routes so that the patrons will be reasonably satisfied, without having to battle against a disillusioned populace.
VII. TRANSPORTATION

The matter of transportation will probably offer more problems to the consolidator than any other single item of administration. In the first place, there seems to be no consensus of opinion regarding what is a reasonable walking distance. The Montana school law does not compel a child to attend a school which is more than three miles distant, and in most of the states compulsory attendance laws apply only to a definitely stated maximum distance. Distance from school has thus been recognized as a factor influencing school attendance.

There was a study made in 1920, (80), to ascertain whether there was any connection between the facts that rural children are from a year to a year and a half behind the city children in their work, and the fact that rural children attend school less regularly and for fewer days during the school year. The investigator tried to find just what the factors were which determined school attendance.

Two hundred rural schools in five counties in Maryland enrolling 6,450 children were used in the investigation. Data were secured from a report requested by the county superintendents. This required reasons for every absence throughout the year as well as the distance every child lived from the schoolhouse, the condition of the roads, and the means of transportation used when the pupils did not walk. The implications from these reports were that while children living within a fourth of a mile attend much better than those living farther away, additional distance up to a mile and a half has no marked cumulative effect. Children living beyond a mile and a half show a marked drop in attendance. There seemed to be three distinct zones of attendance; children living within a quarter of a mile; those living more than a quarter of a mile but not more than a mile and a half; and those liv-
The conclusions reached by the investigator were that if school laws state that children living beyond a given distance should be transported, that distance should be one-fourth of a mile, since country children living more than a quarter of a mile from school do not have equal education opportunities with those living nearer the school. It was found that children living farther from school attend fewer days regardless of their ages, their grades, or the quality of work they do, but the older children are not quite so greatly affected by distance as the younger ones. Children living more than two miles from school attend only half as many days as children living within a quarter of a mile. Also children behind the proper grades for their ages, attend fewer days. This made a vicious circle so that the fewer days a child attended the lower was the quality of his work, and the lower the quality of the work the less he enjoyed it and the less he was apt to exert himself unduly to attend.

It all seemed to resolve itself into this; children living greater distances attend fewer days, do inferior work, and get farther behind, and then being both farther from school and farther behind in school, they lose still more time, do more inferior work, and still more often fail and get even farther behind.

Improving the roads will not make much difference, as a child can walk a given distance over a dirt road almost as quickly as over an improved one.

In a study in 1925 it was found that in one-room schools 29.4%, 41.5%, and 100% of the children drop out of school during the year at the ages of fourteen, fifteen, and sixteen respectively. Consolidated schools lose 8.6%, 12.1%, and 41.3% at corresponding ages. In one-room schools the fifth, sixth, seventh, and eighth grades have eliminations of 1.5%, 3.5%, 9%, and 13% respectively of their
total registrations. In consolidations the elimination is .9%, 1.6%, 4.9%, and 5.1%. In one-room schools elimination for causes other than illness and death is 224% of that in consolidations. (5)

In a study made of rural schools in Canada it was decided that the attendance of country children is better in consolidated districts with free transportation than in one-teacher schools without transportation. (50) Whether the attendance in the consolidated schools would have been greatly reduced without the transportation, or the attendance at the one-teacher school would have risen with transportation, was not considered.

A United States Department of Agriculture study in 1910 also showed that the attendance was much better in large schools offering transportation than in small ones which did not do so.

In an investigation of my own conducted by means of a questionnaire sent to the superintendents and principals of the consolidated schools in Montana, only three of those who responded failed to state that transportation had greatly improved the attendance of the pupils. One of these said, "No comparison available", but added that tardiness had been eliminated so far as the transported children were concerned.

Mr. Sargent (84) feels that consolidation without transportation of the pupils is very seriously handicapped. Rapeer says that every district which contains more than nine square miles needs some means of transporting children (79) Practically all writers on the subject of consolidation agree that free transportation is the only way to overcome the distance problem and cover an area large enough to secure the best results. Rural homes are so far apart and the average family so small that in order to have a satisfactory consolidation pupils must be gathered from a territory too large to admit of any considerable number walking. It is unfair to
those who happen to live farthest from the school to require them to furnish their own conveyance. When they attempt to do so, it is rarely successful.

The important factors in connection with transportation are the character of the roads, the length of the route, the kind of conveyance, and the character and efficiency of the driver.

It is always well to remember that too cheap transportation will probably be unsafe transportation. Careless drivers, flimsy or second-hand vehicles, or poor mechanics may be cheap in money, but children's lives must not be endangered that way.

The increase in the number of automobiles used for pleasure and for commercial purposes has started a wave of road improvements, and it is spreading so rapidly that within a few years there will be few localities with roads too poor to allow automobile travel for the major portion of the year.

The first consolidations used wagonettes to convey the children, but automobiles are replacing them as rapidly as road conditions will permit. While six miles was the extreme distance practical for a horse-drawn vehicle, an automobile can go twenty miles in the same length of time. Motor busses are also more strongly made and can carry a larger number of children, which reduces the number of drivers required. They are generally more comfortable than wagons, the children are better protected from the weather, and busses can be more easily and safely heated. Children enjoy riding in a bus and are more contented and in a better frame of mind when they arrive at school.

It is sometimes more economical because first class drivers can more easily be secured since they can follow some other occupation between their trips. Horse drivers feel that the trip is a day's
work in itself and charge accordingly. A longer term of school can be more easily maintained as farmers do not like to furnish horses or do school driving during the months when farm work is at its height.

Children do not have so far to walk, since it is usually practicable to drive the bus to the house.

Statistics compiled by the state of Massachusetts show that the average daily cost per pupil was from 2¢ to 5¢ less by motor bus than by horse-drawn vehicle. (9)

When selecting drivers there are three things to be considered: (a) Physical fitness. The driver must be strong enough to handle the bus easily, must have no defect in sight or hearing, and must be quick and precise in thought and muscular response as emergencies will frequently occur which may result in serious accidents unless the driver can think and act quickly. (b) Experience. He should have had considerable driving experience, and be familiar with the type of car he is to drive. (c) Moral character and ability to control children. The driver is in charge of the children when enroute and he must be someone whom they will respect. He should be neat in attire and must not be profane, given to the use of intoxicants, or have any habits which would be undesirable in a school room. He should always be a mature person, preferably a parent or teacher. One school trustee states that the best driver ever employed in his district was the widowed mother of several of the pupils. The children instinctively loved and obeyed her. The Sargent Consolidated School employs school teachers, nine of them being young women.

Some schools bond the driver; others do not. The amount of the bonds range from one-tenth of the salary up. There seems to be no fixed practice
regarding the amount of the bonds. Inasmuch as the school board is legally responsible for the carelessness of any driver, it is imperative for their own protection and for the safe-guarding of the children that the driver should be more heavily bonded than most schools now require.

In the operation of consolidated schools, the expense of transportation is often only second to that of instruction. If the transportation is to be handled successfully, it is of paramount importance that the responsibility of its operation should be centralized in one person. The logical person to carry this responsibility is the superintendent. The school board should delegate to him full and complete authority and hold him responsible for the execution of his duties. No careless or ignorant person can attend to school transportation without mistakes which will be costly in money, in school loyalty, and possibly in human life.

All of the problems of a railway system or other public carrier must be met and solved by the superintendent. Routes must be laid out; time schedules prepared; rolling stock and equipment must be contracted for or purchased; repairs and replacements must be ordered and supervised; drivers must be secured and records kept of their performance; a careful accounting must be made of all expenditures; and the children must be cared for upon arrival at the schoolhouse, as some of them may have become damp or chilled before getting aboard the bus, and dry clothing or hot drinks may be required to prevent an epidemic of odds.

The superintendent's first duty is to make a personal survey of the area to be served. He should have a map drawn on a large scale and on it should be entered all of the roads, the homes of the children, the number of children in each home, and all features which will influence transportation, such as railroad crossings, rivers, bridges, culverts, hills, low places likely to accumulate water or snow, and roads known to drift badly. With this information at hand,
routes should be laid out. Children who live farthest away must be expected to ride farther than those who live near, and children living near-by should not be expected to ride for miles while others are being gathered up.

There are two types of routes: the "shoestring" in which the bus should be kept overnight at the far end and make a comparatively straight run; and the circular type in which a child living near-by is taken over the entire route. These routes should not cover as many miles as the first kind, and the children who must ride for a long time in the morning should have the short trip at night, and vice versa. It is sometimes best to have a bus bring in its first load and then make a short circular route, but this latter should be very short indeed, or the first children will be required to leave home too early in the morning and return too late in the evening.

After these routes are laid out on paper, the superintendent should drive over them at the rate which the bus is expected to go,—about twenty miles per hour,—and he should stop for one minute wherever a stop is scheduled. If more than an hour is necessary for any route, it should be revised.

When a tentative schedule has been decided upon, copies should be given to each parent, and to the drivers, and a copy should be posted on the bulletin boards. While it may be necessary to alter these schedules from time to time, such alterations should be sent to the parents affected, and the schedule kept to the minute. Busses should stop at the homes of the children and not at cross-roads a quarter of a mile away. In this way un-chaperoned groups of children will not be scattered along the country roads, nor exposed to inclement weather.

The busses should not arrive at school more than fifteen minutes before opening, and should
leave promptly at the close of school. Drivers should not be permitted to drive the busses off of the prescribed routes, nor break time schedules for any but unavoidable reasons.

The superintendent must also decide whether it will be better to let contracts to men who own their own busses, or for the district to buy its own equipment. The only reliable record regarding the general practice of employing drivers to handle the districts' vehicles, or letting contracts is that contained in a 1924 government bulletin. (2)

Statistics had been received from one hundred fifty-three consolidations. Eighty-five of them employed three hundred ninety-one drivers and let no contracts; sixty-three had no busses of their own but let two hundred forty-nine contracts; sixty-eight schools used both plans, hiring three hundred three drivers and letting one hundred sixty-seven contracts. According to this, six hundred ninety-four drivers were employed and four hundred fourteen contracts were let. The highest number of drivers employed by any one consolidation was sixteen, and the greatest number of contracts let by any one school was fifteen.

Of the one hundred sixty conveyances used in Montana, eighty-eight were owned by the districts.

When a district is beginning its consolidation such large expenditures are necessary for buildings and new equipment that the purchase of several motor busses may present a serious problem. In such instances it is often wisest to let transporting contracts for the first few years.

Whether to contract on a per day, per route, or per pupil basis must then be decided. Such contracts should further insist that vehicles be subject to inspection by the school board or superintendent, that drivers be approved by the board, and
that the vehicle be used only for transporting the pupils. The contract should show the kind of vehicle to be used; the condition in which it is to be kept; an exact description of the route with the time schedule; and the time of arrival and departure from the school and from the several homes.

When this method of transportation is used, and the district purchases busses of its own as the funds permit, probably one or two per year, they will not all wear out at the same time and have to be replaced at once. The average life of a motor bus is not often more than five years. If all the busses are thrown on the market at the same time, they will have a lower salvage value. A sinking fund, if carefully invested, can be used to replace busses from year to year. The levying of taxes as money is needed does away with all investment troubles and saves interest if the taxpayers can be depended upon to vote the money when needed. The poorest method, but one which is frequently used, is to bond the district every five years. This means heavy interest payments. Another way to care for this expense, in states where the law permits it, is to issue warrants which are not paid for want of funds, and bear interest at six per cent until there is money to take them up. At the next election the necessary levy can be voted and the warrants paid. This involves interest, but is not so expensive as selling bonds.

When the district decides to acquire its own busses, the points to be considered are: durability; prompt repair-service; safety; comfort; convenience. Speed is not an essential, but power and steady performance are prerequisites as the school bus must travel every day, over all kinds of roads, in every kind of weather. The body should be strongly built with plain, durable upholstering which can be easily cleaned. The best school busses have at least two doors. Some have three, two at the front end opening at the sides, and one in the middle of the rear. The door by which the children enter should be con-
trolled by a lever from the driver's seat, and it should not be necessary to turn down a seat to open a door, unless the fire dangers have been reduced to zero. The body should not be unusually wide nor unnecessarily high since there is danger of its tipping over if it is unevenly loaded or there is a dangerous slant to the roads.

Every bus should be electrically lighted especially in Montana where it often is quite dark at eight o'clock in the morning and at five o'clock in the afternoon. A mirror should be placed so that the driver has a full view of the interior of the vehicle at all times. There should be a good fire-extinguisher at hand, a first aid kit, and a completely equipped toolbox. A locker under the seats should be provided to hold books and lunch boxes. A spare rim and tire should be carried in a crate underneath the rear end of the body.

A thirty or thirty-five passenger vehicle is considered the most economical since the original cost is much less than the price of two smaller cars, there is little difference in operating costs between a thirty-passenger and a fifteen-passenger one, and one good driver can care for thirty children as easily as for half that number. On the other hand, it is never wise to have the body too large for the chassis, as breakdowns and poor service result. Extra length is very hard on rear springs, and it makes turning curves dangerous, while broad busses are a nuisance to other traffic.

Purchasing its own busses means that arrangements must be made for housing the vehicles, either in commercial garages or in garages built on the campus; repair shops must be provided or arranged for, and a stock of the most frequently needed repairs secured. If the fleet of busses is large, a repair man may have to be employed. Sometimes repair work is done by the driver; sometimes by the head janitor if he is a skilled mechanic. In an occasional school, such as the Jordan Consolidated High School at Sandy, Utah, this work is
supervised by the vocational education teacher and
done by the boys in the school shops.

The following rules and regulations are recom­
mended for adoption by school boards: (6)

1. No one but the driver shall occupy the driver's
seat in the bus.

2. Busses must be brought to full stop before taking
on or letting off pupils.

3. All busses must be brought to full stop at least
twenty-five feet from any stream or electric rail­
way crossing. Driver must be sure that there is no
danger from approaching train before attempting to
drive the bus across the tracks.

4. Drivers must not leave busses while motor is
running. The motor must be out of gear when bus is
stopped.

5. Children shall not be allowed to stand outside
the body lines of bus. The door shall be closed.

6. Busses shall run at least seventy-five yards
apart.

7. Children shall not be allowed to put head or
hands outside bus windows.

8. Unless by special permission, no pupil shall
be permitted to leave bus at any station other
than regular stop.

9. Driver shall report all cases of disorder or
disobedience on part of pupils to teacher or prin­
cipal.

10. Gasoline tanks shall not be filled while there
are any children in vehicle.
Almack and Bursch suggest adopting the following rules, which would perhaps be better if local conditions were such that any trouble was anticipated: (9)

1. Drivers should comply with the schedule in every detail unless circumstances make it impossible. Any deviation from this must be reported promptly to the principal, together with reasons for the same.

2. Any mechanical difficulties or adjustments made on bus should be reported to the mechanic immediately upon arrival at the garage.

3. The driver shall at no time when the children are in the bus, exceed twenty miles an hour nor five miles an hour over wooden bridges or culverts.

4. No driver shall leave the bus with motor running.

5. The bus shall not be started until all children are seated and the doors are closed.

6. The driver shall be governed by all rules of the road.

7. No assistance shall be given by the driver to any vehicle on the road.

8. No stranger shall be permitted to ride in the bus at any time.

9. The driver shall permit no other person to drive the bus, occupy his seat, or tamper with the motor or any of its controls; excepting such persons as are approved by the principal, and then only by his direct authorization.

10. If, in case of illness or other emergency, the driver requires a substitute, he shall notify the principal at least one hour, and sooner if possible, before the next trip is to be made.
11. No railroad shall be crossed until bus has been brought to a complete stop, and some child authorized by the driver shall have gone up to the crossing and have looked in both directions. If the track is declared clear, the bus shall then proceed across the track. The appointed child shall continue to watch until the bus has safely passed the crossing.

12. No driver shall use tobacco while children are in the bus.

13. The drivers shall report daily to the principal on approved blanks; all pupils absent or causing bus to wait more than the allotted time, all pupils infringing on rules of discipline, all accidents, motor difficulties, irregularities in schedule, and roads needing repair.

14. The driver shall horn at all crossroads, beginning at least fifty yards before crossing is reached.

15. In case of accident, where bus is stopped on the road, the driver shall not leave the bus to go or phone for help; but shall send some responsible child to the nearest house. Where necessary he may send a note with him. (It is recommended that a radiophone or a portable telephone that may be attached to a regular telephone line, be carried as part of the equipment.)

16. The driver shall see that the following regulations are observed by all pupil passengers.

   a. All pupils shall be seated immediately upon entering the bus, in the place which has been assigned by the driver.
   b. No pupil shall stand or move from place to place during the trip.
   c. Loud, boisterous, or profane language or indecent conduct shall not be tolerated. (If emergencies or motor difficulties calling for
close concentration on the part of the driver arise, he may require absolute silence.)

d. Pupils are not to tease or handle one another.

e. No windows or doors are to be opened or closed except by permission of the driver.

f. No pupil shall enter or leave the bus until it has come to a full stop and the door has been opened by the driver.

g. In entering or leaving, no pupil shall pass in front of the bus. If necessary to cross the road, he must pass behind it.

h. If a child has not entered the bus or reported within one minute after schedule time of leaving his home, the bus shall not be held longer on his account.

i. Any child who does not enter the bus within one minute after schedule time shall be reported to the principal as tardy. If the bus is delayed by causes for which the children are not responsible, they shall not be considered tardy.

j. Upon entry into the bus, the child's lunch box and books should be deposited in the lunch box cupboard just beneath his assigned seat.

Referring to these regulations, it would appear to me that No. 11 is a poor ruling. If the weather were cold or stormy, or if the ground were wet or muddy, it would be a grave injustice to any child to ask him to leave the bus and walk to the railroad tracks and remain there while the bus crosses. A school board has no authority to enforce such a ruling if a parent wishes to protest. The driver's seat should be enclosed with glass so that the driver can see up and down the track unless the view is otherwise obstructed, in which case the railroad should be obliged to install an electric signal.

The greatest dangers attend the unloading of children when they return home. They have been held under control all day and feel that the day's duties are now ended. If several alight at the same stop there is likely to be crowding and jostling. They should be taught to descend and remain at the side of the highway until the bus has driven away far enough
to give a clear vision of the traffic before crossing or beginning to travel upon the road. They should be taught that the best procedure is for pedestrians to walk against the traffic, and they should be urged to do so. No regulations can compel traffic upon the highway to cease while children are being unloaded, but it greatly lessens the danger if each school bus would carry printed signs upon the front and rear reading "School Bus, Pass Carefully" or some similar caution.

If a competent driver is secured and rules carefully enforced, pupils are not exposed to rain and weather on their way to school, and consequently arrive fresh and ready for work, not tired out by a long tramp. They are under proper chaperonage while going to and from school, the time when immoral influences would otherwise have an opportunity to make an impression. Pupils who could not otherwise come to school are enabled to attend, and those regularly enrolled are enabled to attend under weather conditions which would otherwise keep them at home.

The question of transportation costs is a big one, and very little reliable information can be secured. The most recent intensive study of such costs was made and reported at the seventh annual conference on problems of the consolidated school, held at Cedar Falls, Iowa, in December, 1923. Thirty-seven typical transportation systems were considered. The routes covered all types of roads. The cost on routes were horse-drawn vehicles were used was $40.62 per pupil for the year; with motor vehicles it was $43.03. Two years previous the costs had been respectively $44.10 and $45.99. The small additional cost per child per year for motor busses was more than offset, in the opinion of most of the patrons of the schools, by the shorter time the children were on the road. (5)

In Louisiana the average cost per pupil in 1922-23 was $25.93. In Maryland it was $29.80
for elementary pupils and $33.80 for high school pupils, with a wide range between costs in the counties, varying from $19.74 to $75.37. In 1920 Mississippi transported over sixty thousand children by means of 1,539 wagons and busses at a cost of $3.18 per pupil per month.

There is great difficulty in making any comparison between states, as the distance traveled, the length of the school term, and the kind of vehicles used must all be taken into consideration. Nevertheless, Mr. Abel, on behalf of the Bureau of Education attempted to gather statistics on the subject, and they were published in 1925.

In the twenty-four states responding to the questionnaire there were 470,379 pupils transported, amounting to 5.4% of the total attendance in these states. If this same proportion applied to the whole of the United States there were 995,340 children transported, since there was a total of 18,432,213 in attendance.

Fourteen states reported 12,015 vehicles used in 1922. Only three states reported the amount invested in these vehicles. Indiana had $1,032,119; Nebraska $110,058; and Tennessee $37,719. Twenty-two of the states gave the amount spent for pupil transportation and the total of all was $14,526,368. The number of children accommodated was 446,226 which made an average cost of $32.55 per pupil. (5)

A more detailed study was made in 1924 in Minnesota. Out of the three hundred thirty-five consolidations reported, three hundred twenty-one replied. These schools were divided into five groups; those transporting less than twenty-four pupils; those transporting from twenty-five to forty-nine; those handling from fifty to ninety-nine; those transporting from one hundred to one hundred ninety-nine; and those handling over two hundred. The median of all the schools was seventy pupils.
It was found that the cost per pupil in the group with less than twenty-five pupils was $47.50 per year. In the group with over two hundred the cost per pupil per year was $24.99 a decrease of $22.51. Cost per mile ranges from 2¢ to 12¢ in the smaller group while in schools of one hundred or more pupils, it in no case exceeded 6¢. (90)

In the Monte Vista School the cost per day to operate the eight busses was $50.75; the cost per mile was $.1943, the cost per child per mile was $.0181, and the cost per child per day was $.141. The cost at Windsor, Colorado, will not average 10¢ per day. This low cost is due not only to careful supervision, but also to the fact that some of the busses carry over sixty pupils each. The Sargent district averages a little over 12¢ per day per child. (86)

From such information as is on file in Miss Trumper's office, there were one hundred sixty conveyances being used in Montana, hauling an average of 20.6 pupils per conveyance. The drivers received an average salary of $93.30 per month and the total transportation cost per pupil per day was 33¢.

A very mooted question is the proportion of the school revenue which may be used for transportation. The tendency seems to run too high. The minimum reported is .3%; the maximum is 51.7%; the median is 14.02%. (2)

Mr. Abel makes the statement that if the aggregate number of miles traveled by, let us say, 400 children to twenty small schools, is compared to the aggregate traveled by the same children to a central school, there would be little difference in the distance. Whether the parents shall pay for the transportation under the first circumstances, or it shall be paid out of general funds as in the second instance, depends more on conditions of organization and distribution of school
facilities than on the cost of transportation.

It does not seem to me that his argument is well founded. In most cases, children going to independent schools walk. The parent is at no expense.

In the 260 Consolidations the range of cost per mile per child per day is from $\frac{1}{2}$ to 27¢ with a median of 3.8¢. Nine schools report 20¢; they are using horse-drawn hacks.

Three states, Ohio, Indiana, and Iowa, spent over two million dollars on transportation in 1922, which was 2.87%, 5.32%, and 5.01% respectively, of their current incomes.

Transportation is most expensive in the following states: Mississippi, 9.53%, New Hampshire 6.03% and Vermont 6.34%. The lowest percentage spent was in Michigan .6%; Missouri .43%, Pennsylvania .62%, Texas .57% and Maryland .73%. The range is from .43% in Missouri to 9.53% in Mississippi. (5)

A fairly steady relationship between transportation and total current expenditures is being maintained year after year in Connecticut, Maine, Maryland, Massachusetts, New Jersey, New York, Ohio, Rhode Island, and Virginia. The percentages are low,- 2.8% for Ohio and 5% for Maine being the highest. These are states that have used transportation over a considerable period of years and they have worked out well-defined policies.

The amounts of money invested in transportation in the 260 Consolidations previously referred to range from $50 to $37,000. Sixteen districts report more than $10,000 in busses; thirty consolidations own three hundred fifty-one motor busses; forty-five schools own two hundred twenty-two horse-drawn vehicles; and thirteen schools have both motor and horse vehicles. The total value of the
three hundred seventy-four motor and the two hundred thirty-five horse vehicles amounts to $621,752. The average price of the motor bus was $1520; of the horse-drawn vehicle $240. The latter type of equipment was favored in the colder and more mountainous states, – Idaho, Maine, Montana, North Dakota, New York, and Minnesota. Horse-drawn wagons are also used in Connecticut, Rhode Island, Michigan, Nebraska, Iowa, Indiana, Ohio, and Oklahoma, but they are being rapidly replaced by motor busses. (2)

State Policies

In Delaware the state pays the entire cost of transportation. Appropriations of $100,000 for 1923-24, and $105,000 for 1924-25 were made to cover the costs including purchase of new vehicles, drivers' salaries, maintenance, etc. (61)

In Vermont the state pays the cost of transportation or board of all children residing more than one and a half miles from the school, in towns with a grand list of less than $5000, and its share in the ratio that $5000 bears to the grand list if that is more than $5000. But the state shall not pay any town district an average of over $20 per year per pupil transported. (61)

The state of Iowa gives aid to approved consolidated schools for maintenance annually as follows:

Two-room schools . . . $200
Three-room schools : : : 500
Four or more rooms : : : 750

This aid may be expended for any current expenses including transportation.

A Massachusetts town of less than five hundred families that does not maintain a high school
must pay the tuition and cost of transportation of its pupils, up to 40¢ per pupil per day of actual attendance. If the amount spent for schools in the three preceding years averaged more than $4.50 and less than $5 of each $1000 raised by local tax, the state will reimburse the town for half the amount paid for secondary pupil transportation. If the average was more than $5 and less than $6, then the reimbursement is three-fourths of the amount. If it was more than $6, then the reimbursement is for the entire amount, but not based on any cost of more than 40¢ per pupil per day, except when pupils travel more than three miles in some manner other than by pupil conveyance. In that case the town may be reimbursed three-fourths of the amount spent about 40¢ but not above 80¢ for each day of attendance.

Any school closed in Pennsylvania because of an average term attendance of ten or less, shall furnish transportation for its pupils to some other school or schools if the children reside one and a half miles or more from such schools, and the state will pay half the cost of such transportation, the state's share not to exceed $1 per day per pupil. Consolidated schools and schools that have transported pupils to another for the purpose of better gradation, when approved by state council of education, shall receive annually from the state half the sum spent for transportation during the previous year, not including costs of repair and purchase of vehicles. No district shall receive more than $3,000 in any one year. The state also appropriates $200 for each one-teacher school closed to effect the consolidated district. (61)

Another mooted question is, how many miles may children be transported? The median of two hundred twenty-four schools is 4.7 miles. The least distance is one mile; the greatest nineteen miles. Only nine schools attempted to transport over eleven miles. The time spent on the road is reported by two hundred twenty-two schools as follows: one way minimum ten
minutes; maximum 100 minutes; median 35 minutes. Nine report ninety minutes or more. Seven of these use horse-drawn wagons and the approximate distance is five miles. (2)

The Weld County, Colorado, schools transport 2,666 children in eighty auto busses, some riding from twelve to fifteen miles twice daily, and some busses carrying as many as sixty-five children at one load. In Colorado as a whole 11,400 children are transported and four hundred busses and forty-eight horse-drawn vehicles are used, the busses hauling more than 90% of the transported pupils. A large number are enroute more than an hour, but it is claimed that this length of time affords no hardships for the pupils. (86)

In Montana, according to such figures as are available, 3,293 pupils were transported an average distance of 4.3 miles in forty-six minutes, average time. The largest distance reported was eighteen miles, and the longest time on the roads three hours. (93)

The above figures give some idea of the gigantic size of the transportation problem of consolidated schools in the United States, and of the number of children to be transported. The number of vehicles required for the task is increasing daily.
Experience with consolidation and transportation has shown a great need for specially trained teachers and administrators for this kind of school work. The best class of farmers feel that their schools give too little time to living subjects, and pay too little heed to the environment of rural schools. Often the teachers are not in sympathy with rural life, and rarely do they have any professional training for work in rural communities. They are "suit-case" teachers in many instances, not living in the community in which they teach. When the school is not a social, literary, or recreational center, there often is none. If the people in charge of the school are not leaders in social matters there is apt to be little social organization.

Within the last decade this condition has been recognized as serious, and the following teachers' colleges are offering the courses listed to prepare teachers, supervisors, and superintendents for rural social service in connection with consolidated schools.

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<tr>
<th>Institution</th>
<th>Title of Course</th>
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<tbody>
<tr>
<td>Indiana State Teachers College, Terre Haute</td>
<td>Consolidated school administration and problems</td>
</tr>
<tr>
<td>Ball Teachers College, Muncie, Indiana</td>
<td>Same as above</td>
</tr>
<tr>
<td>Iowa State Teachers College, Cedar Falls</td>
<td>The consolidated school and country life. Consolidated school administration Advanced consolidated school problems The rural high school Teaching - under critic supervision in a consolidated school</td>
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<td>Institution</td>
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<tr>
<td>Upper Iowa University Fayette</td>
<td>The consolidated school and its administration</td>
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<tr>
<td>Kansas State Teachers College, Emporia</td>
<td>The consolidated school</td>
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<td>Kansas State Teachers College, Hays</td>
<td>Consolidated school administration A: B</td>
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<td>College of Education U. of Minnesota</td>
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<td>Northern Normal &amp; Industrial School Aberdeen, S.D.</td>
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<td>George Peabody College Nashville, Tenn.</td>
<td>Principalship of consolidated and small-town schools</td>
</tr>
<tr>
<td>Teachers College, Columbia University</td>
<td>Consolidation and the rural high school. (Two courses)</td>
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The Iowa State Teachers College requires two years training to prepare teachers for grades below high school, and pays special attention to the relation of the school to its country life surroundings, and groups of six to eight students from the college live for three months in the associated consolidated school districts and teach in the schools under the direct supervision of the critic teachers. The superintendents of the consolidated schools are associate professors of the college. The teachers in training teach ten hours a week and carry a five hour college course given by the critic teachers.
The advanced consolidation course treats such topics as: new courses, transportation, school lunch, training of teachers, community recreation, and surveys.

For a superintendent or principal the preparation is a general four-year's course with an A.B. degree; professional training which will enable him to recognize good teaching and be able to supervise teachers; an understanding of transportation problems; and training in community leadership. He is expected to know how to get the cooperation of the organizations in a community, and be a competent leader. In addition to other professional training required for a major in rural education, he must devote one afternoon each week for three months to observing the work in four high-type consolidated schools.

The content of the courses offered by the State Teachers College at Hays, Kansas, sounds very practical; while the course offered at the State Teachers College at Emporia, Kansas, is of a historical and theoretical nature.

Colorado's excellent work in consolidation is sponsored by the Department of Rural and Vocational Education of the Colorado Agricultural College. The time of one person and part time of two have been given to this work. Much of the graduate work done in the college deals with rural improvement.

One or more of the teachers colleges or universities in the following states have courses in rural education. The states marked (#) make such courses compulsory. The states unmarked have them as purely elective courses.

- Arkansas
- Connecticut #
- Indiana
- Iowa #
- Kansas
- Maine #
- Maryland #
- Massachusetts
- Pennsylvania
- Michigan
- Nebraska
- New Hampshire
While most of these courses are not intended primarily to train teachers and administrators for the problems of a consolidated school, they usually center around rural economics, rural sociology, and rural methods. The latter courses frequently deal more with methods needed in one-room schools than in material needed for larger institutions, but a good course in rural sociology makes an excellent background for work in a consolidation.

The state of Maine has a special course for rural teachers. The law provides that the Commissioner of Education may select each year one hundred outstanding rural teachers of two years experience and good training, and put them into special training of unit courses in rural life and rural education at the state's expense. The state pays the railroad fares, board, and all necessary expenses during the course of differential training. Teachers go back to their work as rural leaders, and at the end of each year they receive a state bonus of one-fourth of their salary. This training is for teachers in small rural schools, but such training in rural leadership is what is needed for teachers in consolidated schools located in small towns, villages, or the open country.

When discussing Montana consolidated schools with Miss Trumper, she said that there were no outstanding consolidations in the state, and that she believed the reason was that those in charge of such consolidations as there are had little talent or special training for rural leadership, and were not aware of just what might be accomplished.
No college courses can entirely prepare a teacher to do successful work in consolidated schools. A knowledge of what is being done in successful consolidations in other parts of the country is of inestimable value to any one in charge of such a school, but personality and natural leadership are necessary if he is to go and do likewise.

The teachers in a consolidated school are expected to give as high a class of instruction as those in city schools, but their duties do not end there as is usually the case in a city. If the rural children are to receive the full benefits from a consolidated school, there must be a program of extra-curricular activities and social affairs. The city child gets these experiences not only through the efforts of churches, women's clubs, neighborhood groups, and other agencies, but also through public band concerts, art galleries, museums, and libraries, theaters and multitudinous business and social contacts.

That consolidations are securing a higher type of teacher than that found in the average small rural school is evident. In the study of the 260 Consolidations covering 1,929 elementary teachers, 59% were graduates of normal schools or colleges; 72% of the fourteen hundred ten high school teachers were college graduates, and 19% normal school graduates. Four-fifths of these teachers had two or more years of experience. (2)

In Montana, the teachers of consolidated schools are usually better trained than the teachers of small rural schools. One hundred thirty-four are reported as being college graduates, one hundred forty-seven normal school graduates, two hundred five as not being graduates of any higher institution, and thirty-nine as being graduates merely of a high school teacher-training department. While this shows a large proportion of inadequately prepared teachers, 32% of the teachers
in consolidated schools are normal school graduates and 28% are college graduates, while statistics for all the schools in the state show just 27% normal school graduates and 14% college graduates. The salary schedules have some influence upon this, since the average salary of teachers in one-teacher schools was $803.19 in 1920, while the average salary in consolidated schools was $1361.28 during the same year.
IX HOUSING PROBLEMS

One of the chief reasons for the small rural schools being inefficient and for some of the consolidations faring so poorly, is because first class teachers will not go into a community which does not afford comfortable living conditions. A young woman of refinement will not willingly live in a crowded or poorly furnished home, sharing the bedroom of some member of the family, with no quiet place to read or study, and suffering inconvenience or real hardship in going to and from the schoolhouse.

If a consolidation is located in the open country or in a village too small to have modern homes, good teachers will be hard to secure, and superintendents and principals will hesitate about bring their families to a community where their standard of living will have to be lowered.

These difficulties can be overcome by the school district owning residences and dormitories. The private academy, from its inception, afforded housing facilities for its faculty and its out-of-town pupils, but these things have disappeared almost entirely with the growth of our large public schools. City children live in their own homes, teachers have a wide choice of rooming and boarding places, and when these are not satisfactory, form clubs of their own or patronize such institutions as the Y.W.C.A., or residence hotels. Children too far away have had no preparation made for them. In Europe schools are practically always supplied with housing facilities for teachers and non-resident pupils. The United States is gradually coming back to this plan. The success of consolidations depends upon securing a superior class of teachers, and the housing problems are hardly secondary to the salary schedule in securing them.

The Sargent Consolidated School has a nine-
room residence for the superintendent; an eleven room one for the women teachers; and a home containing two three-room apartments with bath for the principal and the mechanic. The salary of the superintendent is only $2400 and the pay of the others is correspondingly low, but the homes with water, light, and heat, are furnished free of charge. The teachers hire a woman to prepare the meals and take care of the house, and pro-rate the cost. (84)

A plan which will more readily appeal to taxpayers and also appeal to the self-respect of the teaching staff, is to build the necessary dwellings and charge a reasonable rental based upon a reasonable upkeep and interest on the money invested. This makes the financial outlay appear more as an investment, the benefit accruing to the locality being the superior class of instructors that can be secured.

In addition to housing the teaching staff, there are often pupils to be considered. Occasionally free dormitories are provided, but it is usually fairer and more satisfactory to make a reasonable charge. It is rarely wise to attempt to house both girls and boys in the same building, but at Thompson Falls this is done successfully. The half of the dormitory used by the boys does not communicate with that used by the girls except by means of the dining rooms and kitchen found in the basement. A joint dining room is generally considered satisfactory, but at Thompson Falls the dining rooms are separated by a wall, though there is a communicating door. The disciplinary problems are reduced to a minimum by this arrangement, according to the principal. Several of the young women teachers have rooms in the portion of the building occupied by the girls, while a man teacher lives in the part occupied by the boys, and the principal has a suite of rooms there also. The teachers pay a small sum for their board, but the principal and his family are housed and fed gratis. A monthly charge is made
to the pupils, and a skilled cook and helpers are employed.

A school dormitory offers many serious problems most of which can be solved if the right kind of a matron can be secured. She must be sympathetic and approachable but firm and just. There should be a code of house rules posted in every room and covering such essentials as the hours when meals will be served, when the children are expected to study, and when the doors will be closed and lights out; rules for the entertainment of company, the giving of parties and other social functions; care of rooms and the building in general. These regulations should be reduced to the minimum, but strictly enforced.

When there are a large number of children to be cared for, the cottage plan is usually better than a large dormitory. The house-mother can often be a teacher, which does away with the complication of an outside matron. When teachers have house-mother duties their compensation is usually free room and board. Matrons are paid in two ways. When the pupils are charged a stated fee, the matron is given a definite salary. When the expenses are prorated, the matron receives a percentage of the total expenditures, usually eight percent.

The Elkhead School in Colorado sets aside a portion of the forty-acre campus for cabins which the parents may erect and where mothers live with their children when the weather is too inclement for the children to make the daily trip to school.

The Orange Township Consolidation in Black Hawk County, Iowa, provides a residence for the superintendent and for the head janitor, but the country is so densely populated that the district comprises only thirty-nine square miles and there is no pupil housing problem. The homes in the district have an average of nine rooms each, and
over half of them are modern in every respect, so the teachers have no difficulty in securing satisfactory living conditions nearby.

These several examples show how successful schools under different circumstances care for the housing of their teachers and pupils.
What should be taught in a consolidated school in a rural community? It is superfluous to say that the fundamental subjects required in the state course of study for elementary schools should be thoroughly taught. In addition a large field opens up.

While the conventional high school subjects are usually taught, the most successful of these new schools are also making an effort to relate their courses of study to the needs of the pupils and the requirements of the community. This should always be done, but it is often hard to know just how to do it. Courses in agriculture, including a study of crops and soils; the breeding and care of live stock; the marketing of products; farm carpentry; and the care and repair of farm machinery are sometimes included. Many schools offer courses in cooking, the selection, preparation, preservation, and storage of food stuffs; sewing, including the care, repair, and selection of clothing; home decoration and household management; sanitation, hygiene, home nursing, and other home-making arts are sometimes provided for girls. Vocational shop work such as is found in technical high schools is often attempted.

Before expending large amounts for expensive training along these lines; the superintendent should thoroughly canvass the needs of his community. Not all of one's education is obtained in the schools. Many things can be learned outside of school quite as well as inside, and it is a waste of energy and money to put into the school curriculum such things as can be learned equally well outside. A rural school should not attempt to teach everything which rural people need to know any more than a medical school should try to give the young doctor everything which he will need. Much of a doctor's training is received in a hospital or as a junior partner to an
older, experienced physician.

If the housewives of a community are noted for their excellent cookery, why should their daughters spend hours of school time baking miniature loaves of bread and pans of cookies? A little skillful propaganda can start these girls to learning to cook from their own mothers. Contests and exhibits can motivate their work at home, and school time and funds can go to something which the home cannot do.

On the other hand, if the mothers of the particular community are not good cooks, if the children suffer greatly from malnutrition, and if table manners are abominable, the school can well afford to give considerable time and money to changing the habits and ideals of the coming generation.

The curriculum of a school should be based upon the needs of the community. By this, I do not mean that country children need merely a thorough grounding in agriculture, and city children should be instructed in city life only. American children do not always spend their lives in the community in which they receive their schooling.

The chief duty of a country school is not to keep the children on the farm; it is to make them intelligent citizens of a republic. Children need to have ideals developed, interests directed, and their outlook upon life enlarged. So-called practical education in the narrow sense is not very successful with the young. When they become adults and are brought face to face with necessity, they will be eager to learn the practical knowledge which they need, but their minds are not very efficient cold-storage plants in which information and skills can be stored for future use.

One great field of the consolidated school is
supplying this detailed, technical information which the adult needs, and is more than willing to acquire. While general biology is valuable for young people, and they are ambitious to satisfy their curiosity regarding the many interesting things in nature, economic entomology, which may deal with combating specific insect pests, will not appeal to them as it will to their fathers whose crops are being destroyed by those same insects. Evening courses, and agricultural college lecturers offer a way for the consolidated school to enlarge its curriculum so that the whole community will be benefited.

The most efficient rural schools in the world are those in Denmark. (68) They teach little technical agriculture, nor do they teach the best forms of rural organization and cooperation, though the farmers of Denmark are probably better organized than those of any other country. The schools develop community pride and national patriotism, knowing that if a great desire to create a glorious neighborhood can be secured, that desire will materialize in some definite progress.

School literature should be inspirational, true to type of course but true to the best types not the low ones. History should not be narrow or bigoted, but it should create patriots. Studies in economics and sociology should foster a desire to do something to improve conditions, both from an altruistic motive and from a wholesome self-interest. It is not human nature to work tirelessly unless there is to be a personal reward, and personal rewards are honorable. A farmer who works hard and raises large crops so that he may have a beautiful home and advantages for his children is a much better citizen and neighbor than one who dreams great dreams for bettering the submerged classes, but lets his farm grow up in weeds and has too few worldly goods to fit his children properly for a credible position in life.
Regarding the course of study now being offered in consolidated schools in Montana, Miss Trumper says: "There is altogether too strong a tendency in the majority of the schools to urbanize their curricula and to make city schools of these schools which are attended almost entirely by farm boys and girls. Many of the high school departments are simply college preparatory courses, while the boys and girls who cannot go to college are given little thought and attention. Their programs often reveal more Latin than agriculture, more algebra than home-making. It is hoped that the farmers' short courses started and the farmers' organizations fostered by a few schools will help others to catch the vision and see the mission of the consolidated schools."
XI SOCIAL RESPONSIBILITIES

A consolidated school at its best becomes the center around which the life of a community revolves. Human beings are social animals and are not completely happy unless they can associate with their kind frequently. Much of the lure of the city is its crowds and the air of festivity given by brightly lighted places of amusement. There is no necessity for time to hand heavily on anyones hands when the world is full of good books and delightful magazines, when libraries are within parcels post distance of everyone, and when radios and talking machines can furnish music and entertainment to while away the evening hours. But, the vast majority of people, at least in the United States, are not content with these solitary pleasures and long for something more exciting.

The schoolhouse is usually in the geographical center of the community, the money of all the people has been expended to build up the plant, and large assembly rooms and study hall which comfortably accommodate the children during the day can afford public meeting places for their parents in the evenings, on Sundays and holidays. The domestic science rooms, kitchens, and lunch rooms make the serving of refreshments possible and easy.

If the community is entirely unorganized with no grange, stockmens' association, cooperative marketing club, women's club, or ladies' aid, the schoolman's duties are plain. Leadership must come from him, and he can easily center things about the school. Programs and entertainments given by different classes or grades in the school can bring the parents together occasionally, and the superintendent can study them and decide just what type of an organization is most needed and will receive the most hearty support.

Lectures by the county agent or professors from the state agricultural college can be used
to start a desire for a farmers' institute, evening classes for the men, and study clubs for the women. If the children are organized into live Scout troops, and 4-H clubs the parents will become interested and a beginning can be made. The superintendent can call formal meetings and effect organizations if he has the cooperation of a few influential citizens, or he can work quietly and informally. This is usually the most successful way.

The school paper can be a great power in working up community spirit and a desire to get in touch with what progressive localities are doing.

After a community organization is perfected, it must be kept going by having a great deal to do. A well-defined program should be arranged for a year in advance. Plans should be perfected for doing certain definite things of local importance so that actual progress can be seen. Certain persons should be made responsible for doing certain things.

Two kinds of projects should be undertaken simultaneously; those which require a long time for completion so as to bind the people together, and those which require a short time so that results may be seen almost immediately. Heavy financial obligations should not be incurred, especially when the organizations are young.

The following are some of the community projects which have been successful. Secure a new school building or repair the old one. Add to the school library. Improve or add to the school grounds. Provide teacherages or dormitories. Establish a night school if there are adults who would be interested in attending. Arrange exhibits of pure-bred stock, garden products, cookery, or school work. Arrange for a community market, cooperative buying, joint ownership of labor-saving farm machinery or household devices. Secure or beautify a community park. Organize a community
band or baseball team.

The felt need of the community must always be kept in mind. If very few people read books, it would be folly to start a campaign to add to the school library. The leaders must take account of the influence of success and guide the group into projects which will be successful. Undertaking too much is sure to result in failure, and two or three failures will ruin anyone's reputation as a leader.

There are two classes of activities to be considered; those which are organized for a definite purpose and with a definite membership, meeting at definite times; and the unorganized activities such as dances, games, lectures, and entertainments of various kinds. While the organized activities are usually the most worthwhile, the people who are not interested in them are perhaps the very ones who are most in need of a social center which will offer some kind of light amusement.

Basement rooms should be fitted up with tables, chairs, and games such as checkers, flinch, and table-croquettes. Bowling alleys and billiard tables offer clean sport for older boys and young men, and the gymnasium will provide a place for others to work off their surplus energy. Basements can be made very inviting if the walls are finished in a light color and an abundance of lights are provided.

While the classrooms can occasionally be used for evening meetings, teachers do not favor having their rooms used for outside activities, as blackboard assignments are likely to be erased, papers and books will be more or less disarranged, and a thorough inventory is necessary after such an invasion. On the other hand, the school-room atmosphere is not desirable for informal gatherings, and a more satisfactory program can be carried out
in rooms not filled with pupils' desks. Then too, women's clubs, study clubs, Camp Fires, and Scout troops have banners, mottoes, and other insignia or equipment which would be very out of place in a school room, but which would add much to the pleasure of the members of these organizations. If there are several small basement rooms set aside for club meetings, a feeling of personal ownership can be cultivated which will build up a delightful community spirit.

When the women and children are being considered and provided for, the men should not be overlooked. There are large groups of men whose days are spent in active physical exercise and the gymnasium has no attraction for them, but they would like to get together where they can talk over crops and local politics. If the men are the kind who cannot be contented for long without smoking, a room should be chosen which can be closed off from the others so that the air of the main building will not be permeated by the smoke.

Even the cities are beginning to use their school plants for other than regular school purposes, and the school boards and the superintendents find that the resulting sociability and goodwill result in a friendly interest in the school and an added willingness to support it.

When a consolidation is organized, the superintendent may find that there are already effective cooperative organizations busily engaged in social work. He can then fit himself and his teachers into the work they most enjoy.

It is more probable that there will be a number of separate groups and societies each going its own way independent of the others, functioning well from an individualistic viewpoint but not accomplishing much for the community as a whole. The school man's place will then be to bring these different groups into some central community council.
The Orange township School in Black Hawk County, Iowa, has such an organization. It is composed of the president of the Parent-Teacher's Association, the president of the school board, the pastor of the community church, the president of the Women's Christian Temperance Union, the president of the mothers' club, the president of the farm bureau, the president of the township trustees, the superintendent of schools, and the president of the community band. This council elects from its membership a chairman, a secretary, and a treasurer. A community budget of about $700 per year is raised by subscription to carry on the activities. The council plans a program for the year so that there will be no overlapping of activities or conflict in dates for the use of the school house or the church. This plan also distributes responsibility and causes a large number of people to take active leadership in the community.

The Sargent Consolidated community is more closely affiliated with the school, the pastor of the community church and the superintendent of the school being the leaders in the community work. Owing to the fact that the teachers live on the campus, and that the church and the parsonage are also there, the social life of the community naturally centers there. Some of the teachers have classes in the Sunday School, some are officers and leaders in the Christian Endeavor societies, of which there are three; one of the teachers leads the school singing, directs the choir for the Sunday School and church services, and leads the community singing. Everyone from the superintendent and the pastor and their wives, to the janitor and mechanic contribute their full share to the many-sided life of the community. Instead of families moving out of the district as they were doing when the consolidation first started, they are now moving in, and many new houses have been built by new families who are anxious to become part of such a progressive neighborhood. (84)
Occasionally a school man will find a community over-organized or filled with competing organizations which are more or less antagonistic to one another. Such a situation will call for a superior type of tact and leadership. How can several cliques be brought together into harmonious cooperation? How can the socially efficient few who "run" a few select and exclusive clubs be persuaded to widen their efforts to take in everyone who is interested in the work they are doing?

A very desirable organization is an inter-denominational Sunday School. Moral and religious education go together, and a Sunday School is the place to impart it. Schoolhouses, moreover, are excellently equipped for such uses. There are rooms of different sizes to suit the different classes, with seats to fit the various sizes of pupils. Each class is alone and not distracted by the babel which prevails in the ordinary Sunday School conducted in the auditorium of a church. Graded lessons can be taught, and inter-denominational literature provided. If the community sentiment is in favor of such a Sunday School, no pains should be spared to obtain the services of a pastor who is worthy of the name and will become the spiritual and moral advisor and leader of the community. He should be a broad-minded, tactful man who will work in the closest cooperation with the principal of the school. While an attractive church building is always an addition to the landscape, church services can be held as well in a school auditorium as in a church, and denominational tendencies are more easily avoided.

Athletics will find a large place on the community program, but wise management is imperative. Self-control, personal honor, and courtesy must be obtained if civic and social values are to be realized, and the same problems will present themselves in a consolidated school as will appear in any other school of a similar size.
In laying out the athletic program an effort should be made to see that good sportsmanship is the keynote and dominating principle of every contest, game, or exhibition. Supervision should be constant and injurious activities and over-strain must be guarded against. General participation by everyone in the school should be the aim rather than the production of a few champions. The physical training of all the children should not be sacrificed to the perfecting of a star or two.

In securing an athletic coach, character should be considered as important as ability to develop athletes. Sports should be encouraged which can be participated in when school days are over, which provide the keenest pleasure, which are not exorbitantly expensive, and which are approved of by the best elements of society.

Girls' athletics should be encouraged, but they must not be overdone, and no one should be permitted to play who is not in a fit condition to do so. While inter-school contests create great excitement and community spirit, the health of the girls should not be sacrificed to make a holiday for the community. If possible, an assistant athletic director who is a woman familiar with the problems which may arise, should be secured.

Eligibility rules should be carefully made and as carefully observed, and no outside influences should be permitted to interfere in any way.

The opportunities for social service are limited only by the ingenuity and physical capacity of the principal and his staff. They must never forget, however, that they are hired to conduct a first-class school, and must not let other matters encroach upon so much of their time that their nerves or health are undermined and their class work neglected.
PART III

CONSOLIDATION WITH SPECIAL REFERENCE TO MONTANA

XII Consolidations in Montana: number, growth, general findings

Since 1913 Montana has had a law permitting the consolidation of one or more school districts. The law has not been amended since that time as comparatively few school have taken advantage of it, and there has been no demand for state aid to encourage consolidation.

The state department made a survey of consolidations in 1921. At that time there were eighty-six such schools reported; nineteen were in the open country, fifty-three in rural villages, and fourteen in the larger towns. (93)

At present ten of these schools either are not in operation or have become affiliated with larger consolidations and have lost their identity; six others reported in Lake county are all controlled by the same board of trustees and receive their money from a common source but have no common supervision; and a similar condition prevails in Yellowstone county.

The assessed valuation of the resulting sixty-six consolidations is $101,226,573. They range from $10,209,194, the valuation of the Hardin district in Big Horn county, to $81,919 for Cardwell in Madison county. The average valuation, in even hundreds, is $1,533,400; the median is $1,152,500.

There are 11,374 children enrolled in these schools which makes $8,899.82 worth of wealth back of each child.

In the 260 Consolidations, the median assessed valuation was $1,250,000 while the assessed valuation FOR EACH PUPIL enrolled was $4,709. (2)
As has been stated, the 260 Consolidations were those which responded to questionnaires sent to the ten consolidations in each state which the superintendent of public instruction in that state named as the most successful. It would seem, then, that the consolidations which now exist in Montana have as much wealth to support them as does a typical consolidation in the United States as a whole.

The eighty-six consolidations recorded in 1921 had a total of 12,127 children enrolled, 10,367 being in the elementary school and 1,760 being in the high schools. At present the sixty-six consolidations have a total enrollment of 11,374; 8,869 are in the elementary grades and 2,505 in the high school.

Of these sixty-six consolidations one, Arrow Creek, is a high school only, and forty-four are elementary schools only. The typical consolidation in Montana in 1926, therefore, had 172.3 children with 135.9 in the elementary grades and 57 high school pupils in each school maintaining a high school.

In 1921 the typical consolidation had 121 children with an average of thirty-one pupils per school maintaining a high school.

While the number of consolidations has decreased during the last five years, those which remain are larger than those of five years ago.

The corresponding figures for the 260 Consolidations show the typical school with an enrollment of 280 pupils with 204 in the elementary grades and seventy-six in the high school. A typical Montana consolidation has one hundred eight fewer children than for the country at large.

In the survey of the 260 Consolidations, the estimated income was received from one hundred
ninety-seven schools. This amounted to $7,015,143 which gave an income for each of the consolidations of $22,437, or $84 per pupil. The total estimated income obtained for sixty-three of the Montana consolidations in 1926 was $1,556,640 which shows an average income per school of $24,708, and a per child income of $140. In 1921 the yearly per capita cost of pupils in Montana consolidations was $99.31.

One quite significant difference between Montana consolidations and those of the country in general is that, while the median of assessed valuation behind each school in Montana is slightly less the amount expended per child is almost twice as much. This is due to the fact that the schools have fewer pupils.

The average cost of buildings and equipment in Montana consolidation is $22,088. The median value of the buildings and equipment in the 260 consolidations was $53,000.

There is no record of the millage in the 260 consolidations, but for Montana it ranges from five mills to fifty-four mills, with an average of twenty-one and a half.

A median of school levies in the consolidated schools of Buena Vista County, Iowa, range from 24.5 mills to 65.6 mills with an average of 48.6 mills. (21)

Tax levies in sixteen of the new consolidations in Colorado for the year 1921 ranged from 9.68 mills to 19 mills, with an average of 14.865. This is an eloquent testimony for the efficiency of Colorado school men.

Kansas discourages any consolidation which requires more than ten mills. (3)

Of the 488 teachers employed in Montana consolidations, 330.5 are in the elementary grades and
157.5 in the high school. The teacher load averages 15.9 pupils per high school teacher and 26.8 pupils per elementary school teacher.

The 260 Consolidations had 27.1% of their pupils in the high school. In Montana in 1921, there were 14.5% in the high schools, and in 1926, 22% of the total enrollment was in the high school. This latter comparison is the only significant one which can be obtained regarding Montana consolidations during the last five years.

It will be noticed that the high school enrollment has increased considerably more than that of the elementary grades, both in absolute figures and in percentages. This condition is quite general over the country as a whole and probably merely shows that the economic condition of the parents is such that they are increasingly able to permit their children to remain in school and postpone the time when it is necessary for them to contribute to the family income. Educators like to think that it is also a sign that the secondary schools are becoming more efficient and exert a holding power not exerted a few years ago. Either condition or both indicate a healthy growth of wealth and progress; either condition can exist entirely independent of the other; or either could be the outcome of the other. This has little bearing on the matter under discussion. But there is one phase of the increased high school attendance in Montana which may not be entirely beneficial.

The excellent law which aids high schools by giving to each a generous portion of state and county funds on a per pupil basis has centered the efforts of school boards and school men on increasing the high school enrollment for purely mercenary reasons. In many instances the elementary school, in which the children are taught the fundamental subjects and in which their ideals and habits are formed, is seriously neglected. Since the high school brings in a revenue, the high school must be made attractive so as to entice
more pupils from nearby communities. The money spent on some high schools is entirely out of proportion to the number of pupils benefited.

It is true that secondary instruction must always cost much more per capita than elementary work, since larger libraries containing more expensive books and reference material are required, and good laboratory work is essential. But one of the dangers which needs to be guarded against when consolidations are effected is getting as superintendent of the new school a man whose interest is unduly directed to the high school. It seems to be a common practice to use the library fund, for instance, to buy books used exclusively in the high school, and I have received several reports saying that the elementary grades have received no new books for several years owing to this manipulation.

The superintendent is not always conscious of discriminating against the lower grades. Since he usually teaches in the high school himself, he appreciates what additional supplies are needed to make the work better or easier, and spends whatever is available to get them without realizing the needs which exist in other departments.
XIII Complaints and Advantages as Indicated by Questionnaire Replies

Miss Trumper said that the most numerous complaints which she had received as the result of consolidating districts were from representatives of the rural districts which had given up their little schools with the understanding that their pupils would be transported to the consolidated school, only to find the children almost entirely ignored and the increased income applied to the high school.

There follows a complete record of the complaints reported by the superintendents of consolidations in the state. It will be noticed that most of them center around the transportation problem, and many of the unsatisfactory conditions would disappear if a little more care were used in the selection of drivers for the busses.

"District pays between $3000 to $5000 annually to parents to bring their children to school. No complaints except as to the amount of money they get. My opinion is that they like the transportation best because of the money they receive. It adds a great burden to taxpayers."

"Just about the usual type of complaint that develops over any school activity."

"Not driving to the door in a few cases."

"Reckless driving by school pupils. Some drivers late without cause."

"Gas in bus makes children sick. Driver will not go up to door. Busses too rough riding."
"Complaints over the right to the job of hauling."

"Fast driving, irregular schedule of trucks in cold weather."

"Some complaints of disorder."

"Truck will not stop for pupils who are not at road when it arrives. (Parents' fault.)"

"Some patrons think school busses should be driven up to their very doors because they consented to consolidation, whereas before, their children walked for miles."

"Increased taxation. But every election for levies in excess of 10 mills has been voted except the first one."

"A few wish school nearer home. Bus service not always satisfactory."

"Transportation complaints because of poor roads."

"Complaint against increase of taxes is biggest problem we face. It is very difficult to get good teachers at the salaries offered and to keep them when we get good ones. This district pays the lowest salaries to its superintendent and high school teachers of any second class district in the state. I have no records for other districts regarding grade teachers, but I feel sure the same thing is true. It usually means new and inexperienced teachers and pretty nearly a complete turn-over each year. Besides this, every grade has close to fifty pupils. Four of them have two grades each to handle. It is not easy to build up a school under such conditions." (The levy is 24 mills.)
"Long hours for little children who come long distances."

"Trucks late about five times during year. Some disorder on trucks."

"Other districts profit by using the high school while not proportionately supporting the same."

"Transportation too expensive." (They spend about $3000 per year which is 14.3% of their income.)

"None except that our playground is inadequate and we are badly crowded inside. We need another teacher."

The complaint about the hardship to little children calls attention to a condition which is easily remedied to a considerable extent. The little children would ordinarily go home at 11:00 a.m. and at 3:00 p.m. If the teacher plans games or a nap for the little tots, they will be just as well off at school as though they were running about the yard at home. When an attempt is made to keep them at their school work for this additional time, it is reasonable to suppose that they may become fatigued.

The complaint about other districts enjoying the high school without contributing to it is a condition which could be easily remedied if the school board of the consolidated school wished to remedy it. The school board probably feels that the high school apportionment received for the pupils enrolled is more than the pupils cost the district. The complaints come from the patrons of the district who are paying the nineteen mill tax while their neighbors across the district line send their children to the high school and pay only their regular county high school tax. This is eminently unfair to the persons who volun-
tarily taxed themselves to erect the new school building, but the trustees evidently believe that charging an adequate tuition, or insisting upon a consolidation of districts, would cause these pupils to go to some other high school, and consider the amount of money involved a recompense for illwill and dissatisfaction on the part of the local taxpayers.

All of the reports except two say that the patrons as a whole are satisfied with the transportation, and all but one claim that the patrons are satisfied with the consolidation as such. This man reports that they are "Divided on the question."

While a personal talk with all of the patrons concerned would give a better understanding of conditions, the man in charge of the school is likely to be the storm center if the patrons are not satisfied, and he should be able to judge how the people feel on the matter. This being the case, I would conclude from the information I have been able to gather, that the existing consolidations are satisfactory.

The advantages which have resulted from consolidating are given as follows:

"Better attendance and instruction cheaper."

"Children receive a better type of education."

"Better instructors; more activities as stated above; better students graduated."

"Better school; supervised; high school."

"Better graded and more efficient work."

"Better teaching force; better equipment; attendance better."

"High school and graded school."
"Better school - large classes - better teachers - better supervision - better school spirit - better equipment."

"Increased number of teachers."

"Better bigger school."

"We would not think of the one-room school. Indeed we have outside districts now clamoring to come into our district. All pupils have the advantage of a graded school and better teaching under closer supervision; more thorough work."

All but three of the respondents say that tardiness is greatly reduced or entirely eliminated on the part of the bus children.
XIV Possibilities for the Future

In her report on consolidation in 1921 Miss Trumper said, "The consolidation movement in a new, pioneer state like Montana has gone about as rapidly as practicable. There are still relatively few places in which consolidation is feasible."

An increase in population is doubtless necessary before any flood of consolidation will spread over Montana. Many miles of federal highways have been built, however, since that time, and there are probably a few more fertile fields for consolidation if progressive school men were watching for opportunities.

The map of the Bitter Root is interesting. At the upper end is Darby with a consolidated school of two hundred ninety-seven children. Four motor busses are used to transport one hundred fifty children. The cost, according to the superintendent, is 14¢ per mile per truck. They have transported children for six years and the busses have been seriously delayed twice during that time. The longest distance any child is hauled is ten miles, and the average distance is between three and four miles. The patrons are reported as being satisfied with the arrangement. The school has an orchestra, a glee club, a school paper, boys' and girls' basketball, Girl Reserves, and Boy Scouts. Before consolidation the only such activity was basketball. The salaries of the elementary teachers ranged from $1000 to $1350 during the past year, and the high school teachers were paid $1350 to $1500.

At the lower end of the valley is the Florence-Carlton Consolidation. This school is in the open country between Florence and Carlton, and enrolls a little less than one hundred children. The district owns three motor busses and practically all of the children are transported. The annual cost is estimated at about $3,000. This service has
been in effect for six years. The busses failed to get through one day this last year. The longest distance any child is hauled is six miles, and the average one-way distance is about three miles. The school has a paper, girls' and boys' basketball and track work, none of which activities were engaged in before consolidation took place. The salaries of the grade teachers range from $900 to $1125.

Three of the four little cities between have consolidated schools and transport children from one or more rural schools. On the other hand, Hamilton and Corvallis are only six miles apart; Victor and Stevensville are but eight miles apart, yet all four are badly crippling their elementary grades in order to provide a high school which can compare favorably with the others in the valley.

The teacher load in the elementary grades at Stevensville is fifty-one, with one teacher caring for over seventy pupils the latter half of the year; at Victor it is forty-six; at Hamilton it is thirty; and at Corvallis it is forty-three. The high school load is twenty-nine at Stevensville, fifteen at Victor, twenty-five at Hamilton, and twenty-two at Corvallis. At Corvallis the school board insists upon all teachers being normal school graduates, but the salary paid is $90 per month. As a result they have inexperienced girls with an almost complete turn-over each year. They could probably secure much better instruction by hiring older, experienced teachers who are not normal college graduates and therefore unable to demand a high salary.

The tax levies in the Bitter Root range from fifteen mills to thirty mills.

From a purely theoretical point of view, it would seem that Stevensville and Victor could consolidate for high school purposes, and Corvallis
### EXHIBIT Q

**CONDITIONS IN THE BITTER ROOT**

<table>
<thead>
<tr>
<th>Elementary Teacher Load</th>
<th>H.S. teacher Levy Load</th>
<th>in Mills</th>
<th>Bonded Indebtedness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Florence-Carlton</td>
<td>11</td>
<td>14</td>
<td>19</td>
</tr>
<tr>
<td>Victor</td>
<td>46</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>Hamilton</td>
<td>30</td>
<td>25</td>
<td>21</td>
</tr>
<tr>
<td>Corvallis</td>
<td>43</td>
<td>22.5</td>
<td>24</td>
</tr>
<tr>
<td>Darby</td>
<td>33</td>
<td>17</td>
<td>30</td>
</tr>
<tr>
<td>Stevensvills</td>
<td>51</td>
<td>29</td>
<td>15</td>
</tr>
<tr>
<td><strong>Average for Montana</strong></td>
<td><strong>26.8</strong></td>
<td><strong>15.9</strong></td>
<td><strong>21.3</strong></td>
</tr>
<tr>
<td><strong>Consolidations</strong></td>
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</tbody>
</table>
and Hamilton could do the same, thus relieving the congested condition of their elementary schools by using the rooms now occupied by the high school, and the busses which bring the country children to the town schools could take the town pupils to the open-country high school, as is done very successfully at Stocket-Sand Coulee. Or one could imagine a large high school with over five hundred pupils located so as to serve all four communities. The Jordan Consolidated High School at Sandy, Utah, is such an arrangement but serves twelve towns.

As conditions exist, however, competitive athletics and other inter-school meets have worked up such "school spirit" that the youngsters attending these schools would rather have no school at all than cooperate with their mortal enemies in the neighboring town. Whether anyone will ever attempt to weld these towns into an efficient consolidation is a matter for conjecture, but they certainly afford an interesting field for speculation, and form the nucleus about which a marvelous school could be built if their unfortunate but very natural localism could be overcome.

Missoula offers another interesting situation. The city schools are large, numerous, and excellently equipped. The city is already bonded for more than the legal limit, since the assessed valuation has been lowered. These new buildings are not overcrowded. In this same county and ranging from two and a half to seven miles distant are seven one-room schools, with enrollments ranging from seven to thirty-four.

The photographs attached show these buildings and the distance each is from a Missoula school building.

The thing which stands in the way of consolidating such schools as these is usually a short-sighted selfishness. The rural districts, having lower tax levies than the city, would not feel that
EXHIBIT R

Target Range School, District 23
Total enrollment...34 pupils
2½ miles Hawthorne School in Orchard Homes
2¾ miles from Daly Addition School

Cold Springs School, District 5
Total enrollment, 31 pupils
2½ miles from Daly Addition School
4½ miles from Paxson School
Miller Creek School, District 5
Total enrollment... 9
7 miles from Franklin School

Upper Pattee Canyon School, Dist. 28
Total enrollment... 7
7 miles from Paxson School
EXHIBIT T

DeSmet School, District 20
Enrollment...17
5½ miles from Lowell School on Yellowstone Trail

Rattle Snake School, District 31
Enrollment...7
4 miles from Lincoln School
Lower Pattee Canyon School, Dist. 16
Total enrollment...10
1.8 miles from Paxson school
(This school was closed last year, 1926-27, but is to be opened this fall. It is two miles from the Cold Springs School.)
they could merge their districts and assume the higher levy - that the added charge would be out of proportion to the benefit they would derive. The city would probably insist that they could take care of the rural children only on such conditions.

It would be physically impossible and very poor economy to transport daily the seven children at the Upper Pattee Canyon school, but a similar problem was solved as follows several years ago by Manhattan in the central part of the state. They had built an unnecessarily large high school and set about trying to fill it, both to satisfy their local pride in having a large school, and in order to receive more of the county high school money. The superintendent and the business men solicited every family with children of school age, not only in the open country, but in nearby villages which either had no high school or a very small one. So many of these expressed themselves as willing to come to town if it could be arranged, that the town board had a meeting with the country boards and suggested that the rural school districts pay the rental for houses for each family which cared to move to town for the school year, or for any mother who would come to town and bring her children, the town guaranteeing that comfortable houses could be secured at a reasonable rental.

As a result, several one-room schools were closed, the children were all placed in the excellent town school, the school districts saved enough money to warrant a small reduction in their school tax, and the superintendent of the town school gleefully announced that the increased high school enrollment brought them from $1500 to $3000 each year. In addition, all vacant houses were occupied for nine months of the year, which was an important item to the owners of the houses. The expense to the town for caring for the additional pupils was not appreciable, since they merely increased the teacher-load. Their present high school load is only nineteen.
Great care and judgment needs to be exercised when a district begins to subsidize families to put their children in school, as this opens a fertile field for graft of all kinds. More of this however, exists right now in the one-room schools than has yet displayed itself in consolidations.
PART IV

CONCLUSIONS

As a result of this study, I would conclude that the movement for consolidation has long ago passed the stage of theory and is spreading rapidly throughout the United States. Where it is wisely managed, the educational opportunities for the rural communities are being enlarged in the following ways:

a. Better equipped, modern buildings with janitor service.
b. A plant in which the community can take pride.
c. A community center which makes more instructive and entertaining programs possible.
d. An incentive for better roads.
e. Less waste in the duplication of library books, globes, maps and other such equipment, and the money thus saved can be expended in enlarging the variety of these materials.
f. More regular attendance and lessened tardiness.
g. Competent teachers more easily secured.
h. Better supervision.
i. More varied social contacts which tend to do away with isolation.
j. Longer recitation periods and better supervised study. (The ten or fifteen minutes period necessary in a one-room school is not sufficient even for a good assignment, to say nothing of testing the child to see whether he has comprehended what he has been studying.)
k. Less waste of time and more effective work since a longer school term usually results. (Short terms result in poor teaching, imperfect impressions, and rapid forgetting, and the children find it necessary to repeat grades more frequently than children do in properly graded schools.)

l. Holding-power of consolidated schools is superior to that of the one-room school.

m. Better school officials, since the larger the territory the greater the opportunity to find superior citizens.

n. Specially trained teachers are being prepared to do this kind of work.

o. Habits of promptness and punctuality developed by transportation service, - since the child knows that if he is not in the road to meet the bus he will be left, and if he lingers in the school building getting on his wraps he will have to walk home.

p. Reduced truancy. When a child is picked up by the school bus within sight of his home and he is under the supervision of the driver until he reaches the school house, it is pretty certain that he will attend school that day.

q. Protection for the pupils from storms.

r. Less quarreling, fighting, and bullying of the younger ones by the older ones.

s. Enhanced value of real estate.

t. Equalized taxation within the consolidated area.

u. Taxes no higher than would be necessary to provide similar advantages in the separate districts, or in the city.
v. Satisfied patrons, generally speaking.

w. Secondary training possible in localities where none was available before.

x. Child's work available on the farm while he is securing his secondary education.

y. Parents' influence still around child.

z. Larger choice of subjects. Many children can be held in school willingly for a longer period and with more benefit to themselves if they are privileged to study agriculture or commercial subjects, rather than just academic ones.

aa. Extra-curricular activities possible. Such activities, properly conducted, develop more useful happy citizens.

bb. Better opportunities for music and other arts.

cc. Social and economic unity of the adult population.

Consolidation is not a panacea for all economic and educational ailments. It has failed in some places because of poor business methods, extravagance, and other things which would cause any school to fail.

In some cases it has hurt weak districts which could not unite, by taking away much of their taxable property.

Owing to topographical conditions, or to sparse population, it is often utterly impossible, and the only improvement in educational facilities in such localities will come through the improvement of the one-teacher schools.

The expense is frequently very great, especially
for the first few years.

Generally speaking, the larger the area served, the more successful the consolidation.

Transportation service is almost a necessity.
**EXHIBIT V**

**CUMULATIVE MONTHLY BUS REPORT**

Sargent Consolidated Schools, Monte Vista, Colo.

<table>
<thead>
<tr>
<th>BUS. NO.</th>
<th>DRIVER</th>
<th>YEAR</th>
<th>SEPT.</th>
<th>OCT.</th>
</tr>
</thead>
<tbody>
<tr>
<td>L. No. regular trips made with bus</td>
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<tr>
<td>2. No. special trips made with bus</td>
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<tr>
<td>3. No. regular trips made with emergency car</td>
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<td>4. No. regular trips emergency car called</td>
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<td>5. No. regular trips late</td>
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<td>6. No. times tire trouble</td>
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<td>7. No. times engine or car trouble</td>
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<td>8. No. times road impassable</td>
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<tr>
<td>9. No. gallons gas used by bus</td>
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<td>10. No. qts oil used by bus</td>
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<tr>
<td>11. No. miles on one regular trip</td>
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<tr>
<td>12. No. children entered</td>
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<td>13. No. children dropped</td>
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<td>14. No. children belonging at end of month</td>
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<td>15. No. cases individual discipline</td>
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<td>16. No. times bus swept</td>
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<td>17. No. times windows washed</td>
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<tr>
<td>18. Total miles on regular trips</td>
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</tbody>
</table>
EXHIBIT V

CUMULATIVE MONTHLY BUS REPORT

Sargent Consolidated Schools, Monte Vista, Colo.

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<table>
<thead>
<tr>
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<tbody>
<tr>
<td><strong>19. Total miles on special trips with bus</strong></td>
<td></td>
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<tr>
<td>20. Grand total miles with bus</td>
<td></td>
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<tr>
<td>21. Total miles with emergency car on reg. trips</td>
<td></td>
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<tr>
<td>22. Miles per gal gas by bus</td>
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<tr>
<td>22.3 Miles per quart oil by bus</td>
<td></td>
</tr>
<tr>
<td>24. Total transportation in child-days</td>
<td></td>
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<tr>
<td>25. Total transportation in child-miles</td>
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<tr>
<td>Bus No.</td>
<td>Make</td>
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<td>1</td>
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<td>10</td>
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<td>11</td>
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</tbody>
</table>

**Extra**

**Total**

- Total miles on Reg. trips
- Total miles on special trips
- Grand total mileage
- Total Gasoline used (gal)
- Total oil used (gal)
- Miles per gal. gas
- Miles per qt. oil
- Average cost gal. of gas

---

EXHIBIT W
SARGENT CONSOLIDATED SCHOOL
ANNUAL BUS DATA SHEET _____ YEAR
EXHIBIT W
SARGENT CONSOLIDATED SCHOOL
ANNUAL BUS DATA SHEET _____YEAR

<table>
<thead>
<tr>
<th>Cost</th>
<th>Ave. cost</th>
<th>Cost of Mach.</th>
<th>Drivers</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>oil</td>
<td>tires</td>
<td>repairs wages</td>
<td>wages</td>
<td>Exp.</td>
<td>Exp.</td>
</tr>
</tbody>
</table>

Ave. cost qt of oil
Cost per child mile
Cost per bus mile
Total busses late
No. trips bus out of commission
No. days roads impassable
Daily milage all busses
Child miles of transportation
(The above sheet hold the record of both trips made each day by the bus. To the right of the "remarks" the name of the driver is written both for the morning trip and for the evening trip. The back of the sheet may be used also if additional information is given.)
EXHIBIT Y

CUMULATIVE MONTHLY BUS REPORT

Sargent Consolidated Schools, Monte Vista, Colo.

<table>
<thead>
<tr>
<th>NOV.</th>
<th>DEC.</th>
<th>JAN.</th>
<th>FEB.</th>
<th>MAR.</th>
<th>APR.</th>
<th>MAY</th>
<th>SUMMARY</th>
</tr>
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</tbody>
</table>
EXHIBIT Z
DRIVER'S DAILY REPORT TO PRINCIPAL

Consolidated School District No. ___

Route No. ___  Week Ending ___

<table>
<thead>
<tr>
<th></th>
<th>Mon</th>
<th>Tues</th>
<th>Wed</th>
<th>Thur</th>
<th>Fri</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Time of first stop in morning</td>
<td></td>
<td></td>
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<tr>
<td>2. Time of arrival at school building</td>
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<tr>
<td>3. Time of departing from school building</td>
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<td>4. Time of last stop in evening</td>
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<tr>
<td>5. Number of times driver had to wait for children</td>
<td></td>
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<tr>
<td>6. Number of times children became disorderly</td>
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<td>7. Number of foot warmers used</td>
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<td>8. Number of pupils-morning</td>
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<tr>
<td>evening</td>
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<tr>
<td>9. Names of pupils late to meet wagon</td>
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<tr>
<td>10 Trips made by other than regular driver (give name and day)</td>
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<tr>
<td>11 Character of disturbance</td>
<td></td>
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<tr>
<td>12 Character of complaints by parents or pupils</td>
<td></td>
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</tr>
</tbody>
</table>
DRIVER'S REPORT TO PRINCIPAL

13. Suggestions by parents or pupils.

14. Times inspected by Principal?
   By State Inspector?
   Others?

15. Needed equipment.

16. Was bus flagged across all Railway Tracks?

I, .................................... certify that this is a true report.

(Signed) ___________________ Driver.

#Pupils designated to flag at railroad crossings for week of ....................................

.................................................................

__________________________ Principal

#N.B. Above to be filled out by principal before card is given to driver.
File cards for each driver separately and in order.
Keep in mind our joint responsibility for the physical and moral welfare of all children transported. Teach and insist on "Safety First."
Drivers must make prompt and correct reports.
Name of School

Area of school grounds?

Do you have a school garden? Experimental plot?

Does the school have an auditorium?

Is it used by outside organizations? How often?

Is it used for lecture courses? Moving pictures?

Farmers' clubs? Woman's clubs?

Details of the buildings:

Have you artificial lighting? What kind?

Ventilation other than windows? Is it satisfactory?

What kind of heating system? Is it satisfactory?

Is there running water?

What kind of toilets?

For how many months is the janitor employed?

Which of the following extra-curricular activities do you have?


School paper? Basketball (girls? boys?)

What others?

Is high school credit given for any of the above?

Which of these activities were engaged in before consolidation?

How many public entertainments per year?

Do you participate in inter-scholastic meets?

Has your library benefited from consolidation?

What is the range of salaries for grade teachers?

Are the patrons satisfied with consolidation?

What advantages have resulted from consolidating?

What complaints, problems, or handicaps have arisen?

(Other side of this sheet.)
REGARDING TRANSPORTATION

Do you transport any pupils? How many?
For how many years has the district transported pupils?
Do you use automobiles? How many?
Do you use horse-drawn vehicles? How many?
How many vehicles does the district own?
How many are privately owned?
What qualifications are demanded of drivers?
Are pupils allowed to drive buses?
Is the driver bonded? How much?
What salary is paid to the drivers?
What is the longest distance any child is hauled? Shortest?
About what is the average one-way distance?
What is the maximum length of time any child is enroute?
What is the shortest time? Average time?
What is the annual cost to the district for transporting?
Do you have a special tax levy for the purpose? How much?

(If you have analyzed your transportation problem and have any figures regarding the cost per pupil per year, per mile, or per day, I should appreciate having them.)

When do the buses arrive at the schoolhouse?

When do they leave? Are vehicles heated? How?

What effect does transportation have on regularity of attendance?
On tardiness?

Is there a disciplinary problem in connection with the buses?
How frequently are buses delayed by impassable roads?
Do the patrons seem satisfied with the transportation?
What complaints are made?

Do you have a lunch problem? How do you solve it?
Name of consolidation .................................
Number of districts consolidated ........................
Number of 1-room schools discontinued ..........................
Area served, square miles ................................
Assessed valuation of consolidated areas ................
Mill levy: maintenance; int. and sinking; special for books, etc.......
Area in grounds ........................................
Number of buildings used ................................
Value of property ......................................
Value of equipment .....................................
School income for year ...................................
Cost of new buildings erected as result of consolidation ..............
Enrollment – elementary ..................................
Enrollment – high school ................................
Number of grade teachers ................................
Number of high school teachers ............................
Length of term ...........................................
Bonded indebtedness ....................................
Auditorium ..............................................
Capacity ..................................................
Community organizations .................................
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