Study of the financial advisability of reorganizing the independent school district Veblen South Dakota

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A STUDY OF THE FINANCIAL ADVISABILITY OF REORGANIZING
THE INDEPENDENT SCHOOL DISTRICT, VEELLEN, SOUTH DAKOTA

by

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B.A. Luther College, 1947

Presented in partial fulfillment of the requirements for
the degree of

Master of Education

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Approved by:

[Signatures]

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CHAPTER I

THE INTRODUCTION, PROBLEM AND ITS SETTING

The school of Veblen Independent School District is located in Veblen, South Dakota, a town with a population of 1,436 as of the 1950 census. The school district is four miles square with the city of Veblen located in the center of the District. The nearest towns with high schools are: Lidgerwood, North Dakota at a distance of 23 miles; Sisseton, South Dakota, 27 miles; and Britton, South Dakota, 26 miles. Britton is the county seat of Marshall County, the county in which Veblen is located.

Veblen was named after John Edward Veblen, who homesteaded a quarter section of land one mile east of Veblen, in the year of 1892. Veblen is part of the Sisseton-Wahpeton Indian Reservation that was opened for settlement to the whites in 1892. To this day 1,600 acres of Indian land in the Veblen Independent School District are non-taxable. The district receives from the State Department of Public Instruction, Indian Division, 90 cents a day for days attended by Indian students. For the school year of 1952-1953 this amounted to $1,015.20.

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1 Dedication in The Veblen Advance, (City Weekly) June 1, 1950.

2 Records of Treasurer, Mrs. E. Quammen, Veblen Independent School District.
Veblen and the surrounding community is an agricultural area. Most of the population are farmers or depend on farmers for their livelihood. Veblen Independent School District is located in the center of Veblen township which is in the northeast corner of Marshall County. The city of Veblen is five miles south of the North Dakota state line and forty miles west of the Minnesota state line. There are no state or federal highways running through Veblen. Veblen is connected to the state and federal highways by county gravel roads. The Minneapolis, St. Paul and Saulte St. Marie Railroad company has a branch line through Veblen with a combination freight and passenger train once a day, except Sunday.

At the present time the County Highway Department is in the process of regrading and graveling a road through Veblen to State highway Number 10. The County gravel roads in the vicinity of Veblen should be sufficient for bus routes needed in the four townships considered in this paper, as shown in Figure 2.

Laws have been passed by the Legislature of South Dakota making possible the combining or the reorganization of districts to better fit the needs of the County and local districts. Special committees should be appointed to study the plan of reorganization for the County. Marshall County has not made any effort to appoint these committees. In order to get organization started in the County it will be necessary to hold a convention of all school board members.
of the County initiated by the filing with the County Auditor of a petition signed by 10 percent of the school board members of the County.

To date no such convention has been held, and according to the County Superintendent there seems to be very little interest among different boards for reorganization.

I. THE PROBLEM

Statement of the problem and sources of data. The purpose of this professional paper was to investigate the financial advisability of consolidating the Veblen Independent School District. It will bring out some of the unfavorable conditions that now exist in the district and the educational opportunities that could result from reorganization. The study will furnish information wanted by the local Board of Education.

Information for this paper was obtained from the following sources:

1. Records of the Marshall County Superintendent of Schools, County Auditor and Treasurer.

2. Personal visitations with County Commissioner from Veblen.

3. Visits with County Superintendent and teachers of common school districts.

4. Books, periodicals and pamphlets treating the subject of consolidation.

The delimitation of the field of study. The study was restricted to school districts concerned in this proposed reorganization plan and consideration of the financial advisability of consolidating the Independent School District, Veblen, South Dakota with neighboring school districts. These neighboring school districts are in the following townships: Veblen, La Belle, Dumarce and Mc Kinley. These townships were the only ones to be considered in the consolidation program as requested by the Board of Education of the Veblen Independent School District. The four townships make up the area from which Veblen Independent School receive a majority of the high school students enrolled during the year of 1952-1953.

Definitions of terms used. The following terms will be used frequently throughout this paper; definitions of terms are presented as they are defined in School Laws of the State of South Dakota:

1. "Board of Education" means the local board of education of Veblen Independent School District.

2. "School" means a single unit where the instruction of pupils takes place.

3. "State Department" refers to the State Department of Public Instruction at Pierre, South Dakota.
4. "State Superintendent" refers to the State Superintendent of Public Instruction who is Harold S. Freeman.

5. "County Superintendent" refers to the County Superintendent of schools, who is Celina Gronseth.

6. "Independent School District" shall mean any territory, having within its boundaries any city or incorporated town, organized for school purposes, the boundaries of which may or may not coincide with the boundaries of the city or town therein.

7. "Common School District" means any territory organized for school purposes not included in any independent district or independent consolidated school district.

8. An "Independent Consolidated School District" is formed when two or more school districts of any kind consolidate, either by the formation of a new district or by annexation of one or more districts to an existing district in which is maintained a graded school or high school authorized by law.

9. "Assessed valuation" means the value set on property and real estate by the assessor as approved by the board of equalization.

10. "Cost-per-pupil" or "Per-pupil cost" is the amount spent annually for each pupil enrolled. This is an average found by dividing the current expenditures by the total enrollment, excluding capital outlay and debt.
11. "Average" is the mean. It is the sum of the items divided by their number.

12. "Mill levy for School Purposes". The amount of taxes to be paid on the valuation of property which is used to finance the running of a school. One mill has the value of one-tenth of a cent, paid on each dollar of valuation.


Importance of the study. The Board of Education in Veblen Independent District has been inquiring concerning the financial advantages of reorganizing the District. This interest by the Board of Education has come about due to the School District Reorganization Act of 1951. The schools considered in this paper are all one-room graded schools with one teacher except for the Veblen Independent School District which has both a graded school and a high school. The Veblen Independent School District furnishes a high school for all students who wish to attend from the surrounding community. Eighty-four percent of the tuition students come from the four townships considered in this paper. The burden of this school is not shared equally by all who receive its services.

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This study will furnish information for:

1. Superintendent of schools.

2. Board of Education of Veblen Independent School District and of the common school districts in the township of La Belle, Veblen, Dumarce and Mc Kinley.

3. The public, in case of an election.

The information in this study will be important to the Superintendent of schools, as it will give him information requested by the local Board of Education. If the four townships under study were consolidated these districts joining Veblen Independent School District would share in the planning of the program and curriculum in their youngsters school. This plus a few other reasons as brought out by Harold Freeman, Superintendent of Public Instruction, should be enough to get the public to work for reorganization. He states that reorganization will:

1. Give a tax base large enough to support our schools.

2. Give assurance that the money we spend will secure a full measure of educational benefit.

3. Equalize the costs of education by permitting all to share in the operating costs and the building costs of our public schools.

4. Guarantee the kind of education that will assist them to find happiness, friendship and prosperity in our great, free society.

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The school administrator is often questioned by the public in a small community for information concerning the school and its financial problems. This will help to clarify some of these problems.
CHAPTER II

REVIEW OF RELATED LITERATURE

An attempt will be made in this chapter to present information on reorganization in general. It will also discuss how district reorganization concerns the teacher, administrator and the public. Literature on school district reorganization in South Dakota will be presented along with national trends in reorganization, the effect on school finance, and the danger points in district reorganization.

**Literature on reorganization in general.** According to Mc Intyre\(^1\) reorganization of school districts involves reforms which can liberate people from the kind of schools that now exist in many states. He also claims, "The people will support good education, to the extent that they are financially able to support it, to the extent that they appreciate its values."\(^2\) From this it seems that the educators job is to help them understand it, but first teachers and administrators must understand it. An insurance salesman who did not understand and believe in insurance would not sell enough for a livelihood. Teachers and admin-

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\(^1\) Kenneth E. Mc Intyre, "The Kind of Schools We Need", *The Phi Delta Kappan*, 15:299, March, 1951.

\(^2\) Ibid., p. 5.
Administrators must understand and study reorganization to help sell the program. Many teachers feel that reorganization is none of their concern.

Reorganization of the school district can usually provide larger attendance units with fewer grades per teacher. In a larger high school a teacher will have to teach only one or two subjects with fewer lesson preparations as compared to four or five subjects in smaller high schools. In general, larger schools provide better laboratories, better library facilities, more supplies, and a broader curriculum. Butterworth says, "It matters in the teacher's pay envelope too. The stronger school districts such as those provided by reorganization pay teachers better." With the possibility of teachers receiving better pay, they can afford to invest in better training. As will be shown later, better qualified teachers are needed in the four townships under study in this paper.

According to Moehlman, social change has brought about a need for district reorganization:

The process of social change underlines the vast difference between the meager and limited 3 R's, one-teacher, one-room education and the functional and enriched many-teacher, laboratory, library, broad-experienced curriculum type of education. The district school was suited to a frontier type of rural life with two to four people per square mile. A one-room school now does not provide the education needed for modern living where people move around and must be competent for life on our own vast continent and

---

Trends of school district organization in the United States. The consolidation of schools and of school districts has a long history. As early as 1837 Horace Mann was advocating the reestablishment of the school districts in Massachusetts, saying that the establishment of common school districts was the greatest calamity to the public school. Fifty years passed before town districts were reestablished. But no such movements took place in other states until the second decade of the 20th century. This was in the state of Indiana.5

During the first forty years of the twentieth century in most of the states consolidation was to town, township or county units of school administration. In other states it took place through the closing of schools and the transfer of pupils to the schools of other districts. When this took place in most cases the school districts remained intact. In some states such as California, Illinois, Kansas, and Wisconsin separate high school districts were organized without reorganization of existing common school districts for elementary purposes.6


6 Ibid., p. 303.
In the early 1940's the state of Washington followed to a considerable degree the pattern as set earlier by New York and Arkansas. A state commission on school district reorganization with committees in each county were established to work under the state commission on reorganization of school districts. The law required that the plan developed had to be submitted to a vote of the people, affected by the proposal. As a result the number of school districts was reduced from 1389 in 1938, to 584 in 1948.

During the latter half of the 1940's other states following the pattern adopted by Washington were, California, Colorado, Idaho, Illinois, Missouri, Minnesota, North Dakota, Wisconsin, Iowa, Kansas, Michigan and South Carolina. Other states that have made some progress in the reduction of the number of school districts without the benefit of county-wide or state plan, are Arizona, Mississippi, Montana, Oklahoma, Oregon and Texas.

Dawson lists the following as some of the most important facts regarding the number and trends in the number of school districts:

In 1932 there were 127,529 school districts in the continental United States; 119,410 in 1938; 110,270 in 1944; 104,074 in 1947; 98,312 in 1948; and 84,468 in 1950. Thus between 1932 and 1950, the number of school districts was reduced by 43,061, or 33.8 per cent. The rate of reduction has been increasing throughout the last 18 years. During the six-year period of 1932 to 1938 the number of districts decreased by 6.4 percent; during the next six years the decrease was 7.8 percent; and during the third six years, 1944 to 1950, the decrease was 23.3 percent. During the two years
1948 to 1950 the decrease was 14 percent.

An interesting aspect of school district reorganization is what has been happening to one-teacher schools. Slightly less than one-half of them were abolished between 1930 and 1948, the number dropping from 148,771 in 1930 to 75,294 in 1948 (...). They have disappeared rapidly in all states, but most rapidly in the least rural states and in the states that have school districts of the larger types.7

Reorganization for more efficient schools. According to Mc Lure, the per capita cost of education is directly related to the size of the school. When schools are compared as to programs offered, the smaller school will have a higher per capita cost. Elementary school costs per pupil decrease rapidly up to an enrollment of around 100 pupils and continues to decrease at slower rate to nearly 300 pupils. The cost remains fairly stable from 300 to 1000 pupils.8

The per capita cost in a school is not only related to the size of enrollment but also to the quality of program that can be offered. To be an efficient school, a maximum of educational service should be provided at the minimum cost per pupil possible.

Danger points in district reorganization. School boards, administrators and all those interested in reorganiz-

7 Ibid., p. 312.
zation should know about these. Lindstrom\(^9\) says one of the
more dangerous points in school reorganization is to set
up an administrative unit without regard for the natural
neighborhood. The natural neighborhood is usually referred
to as the trade area.

Transportation itself presents a danger. A recent
study by Little and Tate shows that several significant
differences were found between the commuting and the non-
commuting students.

1. Students who did not commute made better
grades than commuting students of similar mental capacity.

2. The farther the students were from the school
and the more time they spent in transit, the lower
were their grades relative to their ability.

3. The farther the child commuted and the longer
time he spent in transit the less well adjusted he was
in school according to the teacher's records.

4. The noncommuting students were selected more
frequently by their classmates for social contacts
than the commuting group.

5. The students who commuted had poorer attend-
ance records than did those who lived nearby.\(^10\)

When evaluating the above findings limiting factors
must be kept in line. The subjects of this research were
from one community, and the conditions in this school may
not be similar to those in other areas.

\(^9\) David E. Lindstrom, "Danger Points in District

\(^10\) Ruth Chambers Little and Mildred Thurow Tate,
"Some Effects on the Adjustment of Elementary Students",
The danger of placing emphasis upon property and not children should be realized according to Lindstrom:

School "leaders" who go out of their way in drawing proposed school district boundaries to include high valuation property and low child population areas strike at the very heart of the principle of equality, of opportunity and support of education. This practice may take the simple form of including farmland in a reorganized district on which there are no residence simply to get the "valuation". Or it may involve gerrymandering in relation to public utilities where millions of dollars in valuation of property are involved (...). Where state laws permit such inequalities they need to be changed to overcome them.11

Reorganization forced by a majority vote of a particular group, forcing a minority to accept, can be called a danger point if it leaves a feeling of conflict in the community. Danger points in school district reorganization, if recognized in time, can help guide citizens' committees, school board members, administrators and others to build effective community schools.

Another factor that we must contend with, is the opinions and voices of the public that will be heard when discussing school district reorganization. Below is a summary of arguments;

"We've got our board now. Why should we have a city board to tell us what to do, and what teachers we have to hire?"

"We have a lot of money saved in our treasury. We have saved and saved. These other districts haven't a thing. Why should we turn over our money to them?"

"Why should we vote for reorganization when we can send our children to another district?"

"I don't want my kids traveling on a bus in all kinds of weather for two hours a day or more, when we have a good school right close to home. Besides that transportation is expensive stuff."

"Why should I vote for reorganization, my boy will be through school in another two years?"

"Think of all the terrible things that can happen in a bus?"

"What are we going to use for meetings when they do away with our school house? The city board of education won't let us use the city school."

"Our roads are terrible. The buses will never get through in the winter and spring time."

"If the spring is used to make up days lost in winter we'll never have Johnny home to help with the spring work."

"They will make a racket out of that bus business."

"We will be lost in a new school with a lot of strangers. Our neighborhood will disappear."

"I don't want to send my kids to town, that's a bad place for kids. I'll never be able to keep them home."

"It's hard enough to keep the kids on the farm as it is."

"Our kids don't need all of this stuff that they say reorganization brings. I never had it and I am doing all right. We can do a better job in the three R's at home. The classes will be too big. The kids won't get the individual attention they need. It will be like a big machine. Besides I hate to see my little kids in such a big school."

These and many other statements will be heard which reveal many of the factors that will slow down reorganization.

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There are the interests of those who fear taxes may be increased. Some think they will lose their high social standing in the shuffle. There are those who for a long period of time have "run things" in their local district, and fear that reorganization will take this authority away from them.

In the following paragraph an attempt will be made to answer some of the opinions that many citizens have concerning reorganization as voiced in the above paragraphs as they affect them in South Dakota.

The patrons who fear they will lose control in the education of their children need not worry because the South Dakota School District Reorganization Act\textsuperscript{13} of 1951 reads that the majority of the five members of the board of education shall be residents of the rural area, or the incorporated area, whichever has the larger population based upon the last federal census. Provided however, that the minority members of said board shall be a number not less than two. The rural area may not have a majority of control but they will be guaranteed at least two members on the board of education.

The common school districts which express this fear of not having anything to say about their children's education

have not really given the matter too much thought. Because under the present set up they have no control whatever over the education of their high school children.

The districts that have the fear of being forced to pay the debts of other districts, do not understand the act. The Act states that if there should be any pre-existing bonded indebtedness outstanding against the joining district, the County Commissioners shall levy a tax annually on the real property that was formerly in the joining district sufficient to pay the interest and principal on the indebtedness.¹⁴

The people who are afraid of higher taxes, and feel it is not their duty to help educate youth when they do not have children, do not appreciate the democratic form of government and have only an unenlightened selfish interest. Districts which close their schools and send their children to another school are really getting a free ride. They do not understand the idea of fair play, if they refuse to pay their share for education by voting for reorganization.

Many who fear bus transportation as unsafe should study the facts of bus transportation from past records. Virginia had 140,000,000 miles of school bus transportation without a fatal accident.¹⁵ Osborne and Carroll further


verify the safety of bus transportation.

Records indicate that transportation has been comfortable, convenient, safe, and economical (...). Five million children are transported to and from school each day in 97,500 vehicles at an annual cost of approximately $177,500,000.16

Eighteen hundred school citizens are transported to and from Putman City Schools daily. This job requires thirteen buses, which have 33 routes covering a 35 square mile area.

The fact that Putman City's buses have had only three minor accidents within the last five years probably would not seem so important to a rural school, but when the transportation system operates on the outskirts of a city of over 250,000 (Oklahoma City), it is something short of astonishing.17

Parents who feel their children do not need a broader education because they did not have an education and are doing O.K. have an unenlightened selfish attitude and do not realize the problems that will confront pupils in the complicated world they live in.

Literature on reorganization in South Dakota. The educational system in South Dakota has developed because of necessity and without proper planning. It is probably natural that the pioneer brought with him the familiar institution of his former home. This eastern system of school districts has not fulfilled the needs in South Dakota. Neighborhoods here are larger; families are

scattered over vast areas; and expenses are far too great as brought out in a bulletin from the State Department.

A multitude of our rural districts are feeling the pressure of faulty organization and are rapidly closing their schools. Many feel helpless as they attempt to operate a school under hopeless and impossible conditions. Since 1933, a steady procession of schools have closed, and as others fail to measure up to present standards, they too will turn the key in the door and seek elsewhere for a solution to their perplexing educational problems.

In 1951, 1,436 of our rural schools, or 32 percent of them were idle. Most of these institutions did not discontinue their efforts voluntarily, but rather were forced into submission. In 1945, 112 schools closed, but only two of this number adopted voluntary consolidations. Districts have found it is cheaper to send their pupils to another district on a tuition basis than to attempt to operate on a marginal, and oftentimes a substandard basis. Ninety-eight percent of our common schools are one room size, with 253 training less than five students each. It can easily be predicted that many more schools will join the closing parade.\(^{16}\)

To make things worse, families became smaller as the years went by, and soon, new cars began to crash through and demolish the old neighborhood boundaries.

Now many people are becoming aware that the schools in many places are struggling for existence. Because of the absence of a plan; they do not serve enough people, and many of the districts just do not have enough money to make ends meet.

Many districts, unable to support their own schools, have sent their youngsters into other districts. That is

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fine for the taxpayer in the districts where the youngster lives, but only adds to the burden of the districts that receive them. As a result, some districts are contributing little or nothing to education. Others are going into debt in an effort to support inadequate facilities.

It was this situation, that was presented to the lawmakers of South Dakota to gain the passage of the School District Reorganization Act of 1951. School district reorganization in South Dakota has been making very little progress, but recently the interest has been increasing. Sixteen counties have decided that reorganization may be the answer to their problems. The list includes Beadle, Brown, Butte, Custer, Day, Fall River, Hamlin, Jackson, Jones, Lawrence, Mellette, Minnehaha, Moody, Pennington, Perkins and Ziebach.

Brown, Butte, Fall River, and Hamlin are ready with tentative plans for reorganization which must be submitted to the State Superintendent Harold S. Freeman.

Eugene Walliser, indicates there are encouraging signs that more counties are ready to consider giving their districts a complete overhaul.

The following is a summary of the South Dakota School District Reorganization Law as based on a reorganization bulletin from the State Department of Public Instruction:

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19 Editorial in The Daily Republic (South Dakota), June 11, 1953.
1. Reorganization is initiated by school board members. If 10 per cent of the school board members in a county sign a petition a county convention must be called.

2. The convention names a seven-member reorganization committee which has the job of formulating a plan for revamping district boundaries.

3. Acting with the committee are the county superintendent, state's attorney, auditor, and treasurer who serve as ex-officio members without vote.

4. Committee members hold office until the reorganization program is completed, but not more than five years. After five years a new committee must be formed in the same manner as the original group.

5. Once the committee comes up with a plan for reorganization it must submit its recommendations to the state superintendent. He is required to schedule public hearings at which residents can voice their views on the plan.

6. If the proposal is not satisfactory, in the opinion of the state superintendent, he can work with the county committee to iron out differences.

7. When a plan is ready for final approval, it is submitted to the electors in the proposed districts at a special election called by the county superintendent.

8. If a majority of the voters approve the plan, new school districts are organized effective at the beginning of the next fiscal year.

If the electors turn down the reorganization plan, the committee can direct the county superintendent to resubmit the same plan to a vote after a year has passed. However, they cannot put the same plan to a vote more than twice without permission from the state superintendent.

There is another avenue open to the committee. It can change its original plan to make it more acceptable,
get it approved by the state superintendent, and call another special election within 30 days. If it is approved the new district goes into business at the start of the next fiscal year.

Who pays for the reorganization study? The law provides that county commissioners, after consulting the county superintendent, include a special reorganization fund in their budget. The fund comes from a tax spread over all property in the county in an amount sufficient to pay expenses incurred. Members of the reorganization committee serve without pay but are reimbursed for expenses.²⁰

CHAPTER III

PRESENTATION AND ANALYSIS OF THE SURVEY DATA

In attempting to present a comprehensive picture of the financial status of the four townships and the Veblen Independent school district, a survey was made to obtain data on:

1. Assessed valuation
2. Assessed valuation per child
3. Mill levy for school purposes
4. Number of elementary pupils
5. Number of high school pupils
6. Per pupil costs - elementary
7. Per pupil costs - secondary
8. Maps of districts inserting pupils location
9. Maps of roads and new proposed roads with improvements to be made
10. Teacher salaries
11. Pupil-teacher ratio

Data were secured from the records in the offices of the Marshall County Superintendent of Schools, Superintendent of Veblen Independent Schools and the County Auditor. The information on roads, their accessibility and condition, was obtained from the atlas of Marshall County,¹ visits

with the county commissioner and through the actual experience of traveling on the roads of the four townships included in this study for the past three years.

All statistics concerned with this study are presented in tabular form in Table I, II, and III. Information concerning the location of roads, school districts and position of schools, homes of high school students, and district boundary lines are shown on the maps of Figures 1, 2, and 3.

VALUATION

Assessed valuation of districts included in this study. Data in Table I shows the total assessed valuations, for the year 1952, which ranged from $135,891 in Mc Kinley # 1 to $666,224 in the Veblen Independent School District. Note in Figure 1 that two of the townships, La Belle, and Dumarce have only one school district, whereas the other two, Veblen and Mc Kinley each have two districts. Veblen township should not be confused with Veblen Independent School District. Veblen Independent School District is located within Veblen Township, but they are entirely independent of one another as far as school districts are concerned.

Assessed valuation per elementary child in 1952-1953. Table I brings out the fact that assessed valuation
# Table I

### Assessed Valuation, Assessed Valuation Per Child, Mill Levy, Current Expenditures, Enrollments and Cost Per Pupil in Veblen Independent, Veblen, Mc Kinley, La Belle and Dumarce Districts, 1952-1953

<table>
<thead>
<tr>
<th>Dist.</th>
<th>Assessed Valuation</th>
<th>Common School Districts-Elementary</th>
<th></th>
<th></th>
<th></th>
<th>Cost per pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Assessed Valuation</td>
<td>Mill</td>
<td>Current Expenditures</td>
<td>Enrollment</td>
<td>Per pupil</td>
</tr>
<tr>
<td>Veblen-1</td>
<td>$406,500.00</td>
<td>$27,100.00</td>
<td>15.90</td>
<td>$4,331.79</td>
<td>15</td>
<td>$288.77</td>
</tr>
<tr>
<td>Veblen-2</td>
<td>196,139.00</td>
<td>21,782.11</td>
<td>7.63</td>
<td>4,689.25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mc Kinley-1</td>
<td>135,891.00</td>
<td>25,178.20</td>
<td>8.75</td>
<td>4,689.25</td>
<td>23</td>
<td></td>
</tr>
<tr>
<td>Mc Kinley-2</td>
<td>166,185.00</td>
<td>7,221.08</td>
<td>25.09</td>
<td>4,689.25</td>
<td>23</td>
<td>203.88</td>
</tr>
<tr>
<td>La Belle</td>
<td>583,350.00</td>
<td>13,889.28</td>
<td>25.09</td>
<td>9,890.85</td>
<td>42</td>
<td>235.49</td>
</tr>
<tr>
<td>Dumarce</td>
<td>313,975.00</td>
<td>7,475.59</td>
<td>24.20</td>
<td>6,599.56</td>
<td>42</td>
<td>157.13</td>
</tr>
<tr>
<td>Veblen c.p.</td>
<td>459,399.00</td>
<td>7,837.92</td>
<td>46.37</td>
<td>17,274.00</td>
<td>94</td>
<td>183.77</td>
</tr>
<tr>
<td>Veblen agr.</td>
<td>140,415.00</td>
<td>ave. 19.17</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>$2,401,594.00</td>
<td>$15,783.44</td>
<td>ave. 21.53</td>
<td>$42,785.45</td>
<td>216</td>
<td>$213.80</td>
</tr>
</tbody>
</table>

Source: County Superintendent and County Auditor of Marshall County

* Transport children to Veblen Independent
** Transport children to Veblen Independent and Mc Kinley-2
of districts in this study ranged from $27,100 in Veblen #1 to a low of $7,475.59 in Dumarce township. Mc Kinley #1 which has the second highest assessed valuation of $25,178.20 does not operate a school.

Veblen #2 has an assessed valuation per child of $21,702.11, as compared to $7,837.92 in the Veblen Independent District. Veblen #2 does not operate a school; children in this district are sent to Veblen Independent, which brings about an obvious unequal assessed valuation per child.

**Mill levy for school purposes in 1952.** Tax levies varied from 7.63 mills in Veblen #2 to 46.37 mills in Veblen Independent District for city property. The levy included taxes for both high school and elementary schools. All common school districts in Marshall County had a mill levy of 5.09 mills for high school purposes. Which means that Veblen #2 has a mill levy of only 2.54 mills for elementary purposes.

The levy of 46.37 mills is for city property only, whereas agricultural land in Veblen Independent District has a mill levy of only 19.17 mills. According to the South Dakota School Laws \(^2\) the levy cannot exceed forty mills in Independent School Districts, and for agricultural

land within the Independent District the levy cannot exceed 12.8 mills on assessed valuation.

The extra 6.37 mills is permissable because of the bonded indebtedness of the district. A school district can issue bonds to an amount which with the outstanding indebtedness of the district shall not exceed 10 percent of the assessed valuation of the taxable property within such district as fixed by the State Board of Equalization for the year preceding the issuing of such bonds. The bond issues need the approval of voters in the district; after approval the levy is automatically put on property by the county auditor.

The county auditor shall have power to levy a tax from year to year against the property of the district in accordance with such resolution to meet said interest and sinking fund when due without further notice or demand from such school district.

Number of elementary and high school pupils in districts for 1952-1953. Veblen Independent School has a total of eighty-six high school students with seventy-three of the eighty-six students coming from the area included in this study as illustrated in Figure 1. The other thirteen students were from North Dakota and Roberts County of South Dakota.

3 Ibid., p. 43.
4 Ibid., p. 44.
Number of high school students in Veblen High School

Location and number of high school students

Rural schools in operation

Rural schools closed

Outline of school districts

...
The total number of elementary students in the area of study was 216. Ninety-four elementary students were in Veblen Independent School leaving 122 in the eleven schools that were operated by surrounding districts.

Per pupil costs of elementary and secondary pupils in 1952-1953. The per pupil costs would be just about the same for 1952-1953 according to the County Superintendent. The per pupil costs in the elementary schools range from $157.13 in Dumarce to $288.77 in Veblen # 1.

The per pupil cost for secondary pupils was $301.30. The total amount of current expenditures was $25,911 for the high school making a total current expenditure for both elementary and secondary of $68,696.45.

SALARIES

Teacher salaries and pupil-teacher ratios. The elementary teacher salaries as shown in Table II, for nine months of teaching range from $1620 in Mc Kinley # 2-2 to $2400 in Veblen Independent schools. The pupil-teacher ratio, ranges from five pupils per teacher in La Belle # 5 to 28 pupils in Veblen Independent. The teachers in Veblen Independent School each have two grades, with the number of pupils per teacher ranging from 18 to 28. The pupil-teacher ratios in the common districts range from five to eighteen pupils. Each of the teachers in the common districts teach
TABLE II
Enrollment, Number of Teachers and Salaries of Elementary Schools in Veblen Independent, Veblen, Mc Kinley, La Belle and Dumarce Districts for 1952-1953

<table>
<thead>
<tr>
<th>District</th>
<th>Elementary Enrollment</th>
<th>Number of Teachers</th>
<th>Salary Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Veblen Ind.</td>
<td>94</td>
<td>4</td>
<td>$9,600.00</td>
</tr>
<tr>
<td>Veblen 1-1</td>
<td>6</td>
<td>1</td>
<td>2,225.</td>
</tr>
<tr>
<td>Veblen 1-3</td>
<td>7</td>
<td>1</td>
<td>2,225.</td>
</tr>
<tr>
<td>Veblen 2-1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Veblen 2-2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mc Kinley 1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mc Kinley 2-1</td>
<td>15</td>
<td>1</td>
<td>2,225.</td>
</tr>
<tr>
<td>Mc Kinley 2-2</td>
<td>8</td>
<td>1</td>
<td>1,620.</td>
</tr>
<tr>
<td>La Belle 1</td>
<td>8</td>
<td>1</td>
<td>1,800.</td>
</tr>
<tr>
<td>La Belle 2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Belle 3</td>
<td>12</td>
<td>1</td>
<td>1,800.</td>
</tr>
<tr>
<td>La Belle 4</td>
<td>17</td>
<td>1</td>
<td>1,935.</td>
</tr>
<tr>
<td>La Belle 5</td>
<td>5</td>
<td>1</td>
<td>1,800.</td>
</tr>
<tr>
<td>Dumarce 1</td>
<td>18</td>
<td>1</td>
<td>1,935.</td>
</tr>
<tr>
<td>Dumarce 2</td>
<td>12</td>
<td>1</td>
<td>1,800.</td>
</tr>
<tr>
<td>Dumarce 3</td>
<td>12</td>
<td>1</td>
<td>1,665.</td>
</tr>
<tr>
<td></td>
<td>216</td>
<td>15</td>
<td>$30,330.</td>
</tr>
</tbody>
</table>
TABLE II (continued)

ENROLLMENT, NUMBER OF TEACHERS AND SALARIES OF ELEMENTARY SCHOOLS IN VELEN INDEPENDENT, VELEN, MC KINLEY, LA BELLE AND DUMARCE DISTRICTS FOR 1952-1953

PLAN II

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>ELEMENTARY ENROLLMENT</th>
<th>NUMBER OF TEACHERS</th>
<th>SALARY COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>One school</td>
<td>216</td>
<td>9</td>
<td>$21,600</td>
</tr>
</tbody>
</table>

NOTE: Plan I gives facts as school now operates. Plan II is a proposed plan giving total salary cost with all teachers receiving $2400.
eight grades; however, some of the schools do not have pupils in all eight grades.

The schools in this study had a total enrollment of 216 elementary students for the school year of 1952-1953. With a pupil-teacher ratio of 25 to 1 as recommended by Carpenter, the area under study could save $9,030 on teacher salaries, as shown in Table II. The reader must bear in mind that these teachers would be teachers with a state certificate whereas, none of the teachers in the common districts have a state general certificate, as shown in Table III. The teachers in the common districts have a state permit, first grade certificate, or are substitute teachers.

**Teacher certification in South Dakota.** All teachers in Veblen Independent School must have a state general certificate. A state general certificate will be issued only upon a diploma showing completion of an approved two-year course at a state normal school or other institution approved by the Superintendent of Public Instruction. The course shall consist of a minimum of sixty semester hours or ninety quarter hours, including certain required courses.

A teacher, to secure a first grade certificate, must have completed an approved one-year course for rural teachers

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### TABLE III
CERTIFICATION OF ELEMENTARY TEACHERS IN VEBlEN INDEPENDENT, VEBlEN, MC KINLEY, LA BELLE AND DUMARCE DISTRICT DURING THE YEAR 1952-1953

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>STATE GENERAL</th>
<th>FIRST GRADE</th>
<th>STATE PERMIT</th>
<th>SUBSTITUTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Veblen Ind.</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Veblen 1-1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Veblen 1-3</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mc Kinley 2-1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mc Kinley 2-2</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Belle 1</td>
<td></td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Belle 3</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>La Belle 4</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>La Belle 5</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Dumarce 1</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Dumarce 2</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Dumarce 3</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>TOTALS</td>
<td>4</td>
<td>1</td>
<td>7</td>
<td>3</td>
</tr>
</tbody>
</table>
at a teacher's college or at another institution approved by the Superintendent of Public Instruction. The course shall consist of a minimum of thirty semester hours of forty-five quarter hours of "C" average credit. The course taken must consist of twenty semester or thirty-one quarter hours of courses prescribed by the State Superintendent with ten semester or fourteen quarter hours of electives.

State permits were issued to those who have had one year of teaching experience in a rural school and have completed a minimum of thirty-two quarter hours of credit and twenty weeks attendance at an approved university or college offering teachers training courses. Rural school permits were also issued to high school graduates who attended at least ten weeks of summer school in 1952 and earned not less than sixteen quarter hours of credit.

Substitute teachers were those who could not get a state permit of any kind, but who were approved by the County Superintendent, to teach until another teacher could be found. Under the circumstances, no other teachers were available, so they taught the full year.

When schools have teachers with these qualifications, children do not receive proper training. Accepting the premise that all children merit a well-trained teacher, the above facts make a very black picture.6

6 Harold S. Freeman, State Certification, (Certification Bulletin, Pierre, So. Dak.: Department of Public Instruction, January 1, 1952).
OTHER CONSIDERATIONS

It is realized that other considerations need study before a complete solution to the reorganization problem is found. A more complete study is needed concerning the transportation and building problem than is brought out in this paper.

The people must realize that the saving in teacher salaries may need to be used for transportation. The building costs should be considered as a long term situation.

The Veblen Independent School building could be remodeled by converting the old school gymnasium into three large class rooms of 25 feet by 30 feet. A new building would be needed to provide for agricultural classes if added to the curriculum.

Figure 2 shows there are no hard-surfaced federal or state highways in the area considered in this study. The roads in this area are county and township roads. All county highways are graded, with gravel surfaces.

The county highway running through Veblen is a new graded highway with a gravel-clay mixture that is packed down to make a smoother surface than is usually found on ordinary graveled roads. This new road starts three miles east of Veblen, continues through Veblen and five miles straight west, then turns south through Hillhead to state highway number 10.
Figure 2

New improved county highway
Other county highways
Township roads graded and gravel
The county highways are maintained by the county by grading, and the removal of snow in the winter. Snow is the main barrier that may cause roads to be inaccessible. This should not be a major problem as the County Highway Department keeps two snow removal outfits stationed in Veblen; these are on the job immediately after a snow fall or drifting snow. During the winter of 1951-1952, the county roads were blocked at times due to the large amount of snow fall. During the winter of 1952-1953 the roads were not blocked at any time for more than one-half a day and this was only three different times.

The township roads are mostly dirt roads with some being graded and graveled. The township roads which are graded and graveled are maintained by the removal of snow and graded at township expense.

There are no major natural barriers in the area under consideration. A range of low hills, which starts four miles west of Veblen, runs through nearly all the area in La Belle, Dumarce and Mc Kinley townships. This should not prove a major barrier.

The proposed area could be set up to include two bus routes, as shown in Figure 3. One, with a total of twenty-eight miles, would include five miles of township roads; and the other route, with a total of twenty-four miles, would include nine miles of graveled township roads. The remaining miles on both the proposed routes would be on
Figure 3

NORTH DAKOTA

Proposed route for bus #1

Proposed route for bus #2
county highway. There is also the possibility of rerouting buses on days when roads are blocked during the winter months.

According to Table 1 the current expenditures for elementary purposes was $42,785.45, of this amount $30,030 was paid out as elementary teachers salaries. If Plan II was used as shown in Table II only $21,300 would be paid out for elementary teachers salaries, leaving $21,105.45 for transportation services, supplies and paying off bonded indebtedness if new buildings or renovations were needed.

It is impossible to give the exact cost of transportation services. According to Dawson, states such as Minnesota, Iowa and Illinois, which transport a relatively small per cent of their rural pupils, will have a relatively high per pupil annual cost for transportation. In these states the per pupil cost ranged from $36.61 in Iowa to $35.28 in Illinois. The Office of Education made a national survey of transportation costs and found an average cost per pupil of $57.34 in North Dakota and an over-all United States average of $30.11.

By using the maximum cost cited above for North Dakota, which should be a fairly accurate cost for South

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Dakota, it would cost about $4,000 to transport 70 pupils
to Veblen Independent Schools. This cost would be less
then one-half the saving made in the elementary teachers
salaries as shown in Table II.

STATUS OF THE SCHOOLS

An appraisal of common school districts. The shortage
of qualified teachers may be remedied if many schools are
combined. If these schools were combined, many of the
young teachers who now teach on permits in our common
districts might continue their education in order to
qualify for city schools, which would be able to offer
larger salaries as the result of reorganization. By the
same step, Veblen Independent could provide the advantages
that go along with larger enrollments, including both
reduced per pupil expenditure and better services for
pupils.

When a district closes its schools, as some of the
districts under study have, the children within that district
must be sent to another district. As arrangements of this
sort have evolved, residents of the closed districts have
been able to cut back the mill levy for school purposes.
The unfairness of this situation is immediately apparent.

On the other hand, these same low-levy districts
have no voice in school affairs. Each morning the children
are shipped to another area for their schooling, while their parents remain completely outside the circle of the school, prohibited by law from expressing their wishes and desires as far as school policy is concerned.

Under the present arrangement it is arithmetically impossible for some common schools to continue in existence under the legal levy limitations. According to figures compiled from common school districts, assessed valuation per pupil range from $7,221.08 in Mc Kinley #2 to $27,100 in Veblen #1, or an assessed valuation of $150,000 to operate two schools in Mc Kinley #2 to $400,500 to operate two schools in Veblen #1. "The estimated cost for maintaining a rural school based on 1951-1952 figures is about $3,000."⁹ Even if the maximum levy of twenty mills were made for common districts, an assessed valuation of $150,000 would be necessary to yield $3,000; yet Mc Kinley #2 has only $33,043 per school in operation. How can they repair, remodel, or improve existing facilities? True, these schools are "getting by", but at the expense of the children. "Getting by" is not enough; a child goes this way only once. Sound education cannot be realized with inferior teachers and inadequate facilities.

Sociological and technological advancements have

complicated the school problem. Originally, the school house was placed in a central location, easily accessible to all. But since those first buildings were erected, population shifts have occurred, so that now, many of the districts' divisions are artificial and ridiculous.

An appraisal of Veblen Independent School District. The Veblen High School suffers from some of the same diseases that afflict the rural common districts. The important problem that presents itself is that the fields of learning that can be offered for study are strictly limited.

The Veblen Independent School District is bearing the brunt of operational expenses. The taxpayers in the home districts of students attending high school in Veblen Independent pay only a part of the cost load, while Veblen Independent strains to the limit under the burden of inflationary building costs and operational expenses. The Marshall County mill levy for high school tuition in 1952-1953 was 5.09 mills, an assessment that spread over all districts not operating four-year accredited high schools. This added to the average levy of 12.55 mills for the common school districts makes a total of 17.64 mills. In contrast, the levy for Veblen Independent school district which is operating an elementary school and a four-year accredited high school was 46.37 mills for 1952-1953. In other words, the taxpayers in the common school districts
are educating their children on an average levy of 17.94 mills while the taxpayers in the Veblen Independent District are paying 46.37 mills for the same educational program.

In exchange for less tax levy, the parent of the non-resident child has relinquished all control over the policy of the school. They have no vote on the type of education children will receive.

The Veblen Independent School District, in order to carry a depressing load, is taxed to the limit, and no sign of relief is in sight, unless the common school districts will come into the district and assume their share of the cost. Redistricting will benefit the rural areas by permitting the parents in the outside districts to take part in the operation of the high school that the children are attending.

**Efficiency and economy with reorganization.** A regrouping of districts would bring Veblen Independent school nearer the desired enrollment, and would permit better teacher assignments. By reorganization, the teachers could afford to become better qualified and seek jobs in the larger school. Per pupil costs would decrease as the size of the school increases, thus making possible more adequate salaries to attract those teachers who are capable of providing better education.

A modern high school must offer a variety of courses.
Many of the high school graduates do not go on to college, but whether they go or not, all must be offered a wide area of training if they are to find their rightful places in society. The Veblen Independent High School does not offer vocational training, shop, or home economics. Proper laboratory equipment is lacking; guidance suffers from lack of sufficient time; and the crowded schedules prevent the most effective use of the teachers limited time. Reorganization should secure a sufficient supply of teachers, provide new courses and pool resources of all the districts thus permitting more than just a "skeleton curriculum" for the pupils.

The people of common districts that do not maintain a school, should already recognize the fact that they are not paying their way. By reorganization, the tax base will be extended to provide that opportunity and at the same time, assessed valuation will be sufficient to supply an adequate income, and enable them to contribute toward a better school, thus taking pressure off those who are over-burdened in their efforts to keep the institution alive. It bears repeating that it is important to the parents in the common districts that they seek a voice in the reorganized school. That voice will be granted when reorganization is adopted.

The time has come for all the districts in this study to take inventory. The school should be evaluated
In terms of what is being accomplished and what should be accomplished. People should recognize the needs for reorganization and seek a cooperative solution to make this possible. Such a course would call for strong efforts by all, with open minds and unselfish attitudes. With the right attitudes these districts could establish more effective educational facilities for their young people.

**CRITERIA OF A GOOD SCHOOL**

**Criteria of a satisfactory administrative unit.**

There is need for some type of measuring device, to see if the reorganized school will be satisfactory.

The responsibility of a school district is the provision of an elementary school that will meet educational needs of the children from grade one through grade six, or grade eight if the traditional 3-4 plan of organization is used. It should provide for the following, as suggested by the Commission on School District Reorganization:

1. Good teachers who understand children and can guide their growth.

2. A building well adapted to the kind of educational opportunities that children need.

3. Attractive school grounds that provide ample playground space.

4. The services of a school nurse and a school physician.

5. A school lunch program organized and financed in a manner which permits every child to have a well balanced noon meal.
6. Textbooks and other instructional materials furnished to all children without cost.

7. A library of well selected books accessible to the children at all times under the direction of a librarian-teacher.

8. Auditory and visual aids to be used in connection with the instructional program.

9. General supervisory assistance and the help of such special teachers as are needed to provide good programs of art and vocal and instrumental music.\(^{10}\)

The administrative unit should have enough pupils to provide a minimum per pupil cost, with the ability to finance the school needs. The following are characteristics of a satisfactory administrative unit in a summarized outline from Carpenter:\(^{11}\)

I. The criteria relative to the necessary size of a school district are:

A. Will the school district be large enough to:
1. Provide an elementary attendance unit of 175 pupils, kindergarten and first six grades, or 225 for eight grades.
3. A high school of not less than 250 pupils.

B. Will transportation be furnished:
1. Not require high school students to be on bus longer than 50 to 60 minutes.
2. Not require elementary pupils to be on bus longer than 25 to 35 minutes.

II. Criteria relative to ecological relationships of school district:

A. Will attendance unit follow community boundaries?

B. Will district be too large to be flexible?

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10 Dawson, op. cit., pp. 74-75.

III. Criteria relative to the ability of school district to finance an adequate educational program.

A. Will the school district be organized in such manner as to provide the greatest possible equalization of assessed valuation per pupil?

B. Will district taxes, plus state aid provide for educational services needed?

C. Will bonding capacity be large enough to finance new school buildings if needed?

IV. Criteria relative to educational services provided by the school district.

A. Will the school district provide complete elementary and secondary education services for all educable persons?

B. Will the school district provide the following services?
   1. Administration by well qualified superintendent.
   2. Supervision ratio of 1 for every 35 teachers.
   3. One teacher for each grade in elementary.
   4. Pupil teacher ratio 1-25 both in elementary and high school.
   5. Health service.
   6. Cafeteria.
   7. Library services at every grade.

The reorganized district could provide for all the above characteristics and educational needs, except that there would not be 250 pupils in high school. The district would not be too large to be flexible. There would be an assessed valuation of $2,401,594 which should be adequate to finance the educational program and services desired by the people of the district.
CHAPTER IV

SUMMARY, CONCLUSION AND RECOMMENDATION

SUMMARY

Brief summary of this study. The purpose of this study was to investigate the financial advisability of consolidating the Veblen Independent school district with neighboring districts. The study will furnish information wanted by the Veblen Independent Board of Education.

The study was restricted to a comparative study of school districts concerned in this proposed reorganization plan as they now operate and a study of the financial advisability of consolidating the Independent school district with districts in the townships of Veblen, La Belle, Dumarce and Mc Kinley. These townships make up the area from which Veblen Independent school received 64 percent of the high school students enrolled during the year of 1952-1953.

Chapter II presented information on reorganization in general. It discussed, how district reorganization concerns the teacher, administrator and the public. Literature on school district reorganization in South Dakota was presented with the national trends in reorganization. How reorganization effects school finance and the danger points in district reorganization were reviewed.
A summary of data. A brief summary of the survey data of districts in this study reveals the following facts.

1. Two of the districts did not operate schools. The names of the districts with their enrollments, number of schools and number in operation are as follows:

<table>
<thead>
<tr>
<th>District</th>
<th>Enrollment</th>
<th>Schools in district</th>
<th>Number in operation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Veblen -1</td>
<td>15</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Veblen -2</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Mc Kinley -1</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Mc Kinley -2</td>
<td>23</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>La Belle</td>
<td>42</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Dumarce</td>
<td>122</td>
<td>3</td>
<td>3</td>
</tr>
</tbody>
</table>

2. A graded elementary and high school is operating in Veblen Independent with an elementary enrollment of ninety-four and a high school enrollment of eighty-six.

3. The financial aspects of all the districts range as follows:

   Assessed valuation; from $135,891.00 to $660,224.00

   Assessed valuation per elementary pupil from 7,221.08 to 27,100.00

   Current expenditures for elementary from 4,331.79 to 17,274.00

   Cost per elementary pupil from 157.13 to 288.77

   Tax levies 7.03 mills 46.37 mills

4. The pupil-teacher ratio varied from 1-5 in
La Belle # 5 to 1-23 in Veblen Independent district. With a pupil-teacher ratio of 1-25 there would be a possibility of saving $9,030 on teacher salaries alone.

5. None of the teachers in the rural districts have state general certificates. All the teachers in Veblen Independent have state general certificates.

6. The roads appear to be well suited for bus routes, with normal weather conditions during the winter months.

Effects of reorganization on educational opportunities. Reorganization would provide:

1. A broad program of curricular offerings at a reasonable cost with increased enrollment in the elementary. The following new courses in high school; home economics, shop, agriculture and a broader commercial and science curriculum.

2. All students would have better qualified teachers.

3. It would be possible and feasible to provide needed services, including expert supervision and guidance, improved libraries and health service.

4. Equal educational opportunities for all children in all the districts from grades one through twelve.

5. Cafeteria available for all students.

Effects of reorganization on school administration. Reorganization would:

1. Avoid duplication of facilities.

2. Provide for higher salaries and working conditions conducive to better results.

3. Obtain the maximum educational service for every dollar spent.

4. Provide an adequate elementary enrollment with all pupils of the area under same administrative unit.

5. One teacher for each grade in the elementary
6. Provide a pupil-teacher ratio 1-25 both in elementary school and high school.

**Effects of reorganization on tax equalization and finance.** Under reorganization:

1. Taxes would be equalized so all would be paying their fair share for education.

2. The total assessed valuation would be $2,401,594 making possible a bond issue of $240,159.40 for building purposes.

3. The mill levy, even with current expenditures, would have to be only 21.53 mills as compared to 46.37 mills in Veblen Independent district at present time.

**CONCLUSION**

The following conclusions are offered on basis of the data presented in this study.

1. The educational opportunities of children living in rural areas of this study are inadequate.

2. There are great inequalities in school tax burdens in the different districts.

3. These problems could be solved if reorganization of Veblen Independent, Veblen, Mc Kinley, La Belle and Dumarce school districts took place.

The experiences of other states and districts in South Dakota provide ample evidence that redistricting is the answer to many of the financial problems of public schools in South Dakota.

**RECOMMENDATIONS FOR FURTHER STUDY**
In connection with the problem of school district reorganization in Veblen Independent, Veblen, Mc Kinley, La Belle and Dumarce school districts the following recommendations may be warranted:

1. A study of transportation costs necessary to provide adequate service.

2. A study of the plant facilities to determine adequance and cost if reorganization took place.

3. A study of each district with a high school in Marshall County, to show what effect reorganization would have on these districts.
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