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A Feasibility Study of District Reorganization for Dayton, Prescott, and Waitsburg

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A FEASIBILITY STUDY OF DISTRICT REORGANIZATION FOR DAYTON, PRESCOTT, AND WAITSBURG

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INTRODUCTION

The origin of school districts in this country was random in the early stages of development. Poor principles and procedures were used to develop the districts for each individual area or community. In this country the development of education in local communities established the traditional local control of school districts. The migration of the population from the rural areas to urban centers has created a decrease in the number of school districts in the nation. The heritage which established local control and local pride has created costly and inadequate education for many small communities. The elimination of substandard and unnecessary small districts has been a never-ending process for the legislators and educators of each state.

I. PURPOSE OF THE STUDY

The purposes of this study were to (1) determine the need of school district reorganization for the school districts of Dayton, Waitsburg, and Prescott, Washington; (2) determine the current existing situations of the school districts regarding size and educational offerings; (3) appraise the educational benefits to be gained by reorganization;

(4) examine the limitations of reorganization; and (5) propose a plan to implement reorganization.

II. THE PROCEDURE

The principal value of the study will be in its use by districts not yet reorganized but in need of reorganization. In order to complete the study it was first necessary to determine the possible advantages of reorganization as recognized by authorities in the field of school district reorganization.

To ascertain the trends in school district reorganization it was necessary to analyze the historical background of school district reorganization at the local, state, and national levels.

The next step was to determine the current conditions existing in Dayton, Prescott, and Waitsburg school districts. The data was solicited and compiled from the administrators of the three school districts through means of questionnaires and personal interviews. Copies of the questionnaires are included in the appendix. Additional material was obtained from the offices of the County Superintendent of Schools for Walla Walla and Columbia Counties.

After compiling the factual information it was necessary to compare it with the standards recognized by the

authorities in school district reorganization. From these findings recommendations and conclusions were made.

III. LIMITATIONS OF THE STUDY

It was discovered early in the study that a complete examination of all phases of education in the three school districts would be limited, due to incomplete records and the element of time. An analysis of the physical facilities was determined only by the opinions of the administrators of the building or buildings under their jurisdiction. A study of teacher preparation or professional training was limited to total years experience and tenure in the particular district, because other material was considered confidential. The study of textbook series and other educational materials was avoided because of the complexity involved.

IV. DEFINITION OF TERMS

For the purposes of this paper the following definitions have been applied.

Elementary school. This term refers to grades one through six.

Junior high school. This term refers to grades seven and eight.

High school. The term "high school" refers to grades nine through twelve.

Reorganization. The term "reorganization" applies to the annexation, consolidation, or forming of a new school district.

School district. As defined by the State Manual of Washington:

> A school district is a political subdivision of the State, established pursuant to acts of the Legislature. It is defined by statute as "the territory under the jurisdiction of a single governing board . . . designated and referred to as the board of directors." It must comprise contiguous territory which may be located in a single county or in two or more counties. Each incorporated city must be included in a single school district; but the district may extend beyond the limits of the city and may include two or more incorporated cities (6:82).

First class district. A school district having a population in excess of 10,000 people.

Second class districts. Any school district with a population of at least 300, or one that maintains a high school.

Third class districts. All districts that do not meet the above requirements are classified as "third class."

CHAPTER II

SURVEY OF THE LITERATURE

I. THE DEVELOPMENT OF SCHOOL DISTRICTS

In the early stages of establishing school districts, life in most parts of the country was relatively simple. The country was sparsely populated, and for the most part, living was on farms and in small communities. The processes of communication and travel were in the early stages of development. The boundary lines for the districts were established haphazardly. The district boundaries reached out for the wealth of the fertile soils and for the rich timberlands (11:7).

The first official school districts were organized in the State of Massachusetts in 1647. A law was enacted requiring towns to develop and financially support schools. As small settlements progressed westward, they demanded their own schools, which resulted in the formation of new school districts wherever deemed necessary. Thus, as each state was settled and as the population increased, the number of school districts increased correspondingly. Whenever a school was built in a new settlement, a new district was formed to administer it (17:4).

To meet the educational needs, as they were recognized at that time, one room school districts were established

widely. The small districts conformed very well to the existing conditions of travel, communication, and population distribution.

II. REORGANIZATION AT THE NATIONAL LEVEL

The number of school districts in the United States has been decreasing very rapidly as a result of reorganization and consolidation of neighboring districts.

The first national survey of the number of school districts was made in 1932. The survey showed 127,244 districts in the forty-eight states. The number varied from twenty-four districts in the State of Maryland to 12,070 in the State of Illinois. Ten states had more than 5,000, and only six states had less than one hundred districts (17:8).

School district reorganization developed momentum after World War II. In 1944 there were 110,270 districts in the United States and by 1954 the number had been reduced to 62,969. This constituted a reduction of 43 per cent. Chisholm stated that:

> These reorganizations have involved many complex factors, such as various phases of state and local programs of school finance, the nature and extent of effective lay and educational leadership at state and local levels, the public relations programs which are used to promote progress in school district reorganization, and the degree to which the benefits of reorganization are understood and accepted (10:vii).

In 1958 there were slightly fewer than 50,000 school districts in the nation. A survey conducted by the American Association of School Administrators revealed that of these 50,000 school districts:

> Only about 1 district out of every 8 is large enough to employ as many as 40 teachers. More than 3 out of every 4 districts employ 10 teachers or less. More than half of all the districts in the country operate elementary schools only. There are thousands of districts that operate no schools at all (1:5).

By 1961 there were 36,431 school districts. Of these 18,480 were elementary only, 1,179 were secondary only, and 12,091 operated both elementary and secondary. The remaining 4,677 did not operate any program at all (3:6). The number of school districts by 1965 had decreased to 26,983, which ranged from one district in Hawaii to more than 2,500 in Nebraska (14:back cover).

School district reorganization has been constantly reviewed in terms of the population growth, distribution and migration of the people, taxable wealth, transportation and communication, educational needs of the society, and expectations of the school.

III. REORGANIZATION IN THE STATE OF WASHINGTON

At the time Washington became a State in 1889 there were already over 1,000 school districts. The districts had been organized earlier by the territorial government.

In pioneering the early school districts the settlers took advantage of the richest fertile lands and the wealthy timberlands that were easily accessible. They set district boundaries without regard to neighboring settlements. As a result, many school districts consisted of irregularly shaped boundaries not conducive to administrative units.

As the population increased in the early settling of the State, the number of districts increased correspondingly. By 1900 there were 2,022 districts, and by 1910 the total had reached a peak of 2,710 (30:1).

With the change of pioneer conditions to more modern conditions of improved roads and transportation facilities, the legislature enacted laws to provide for school district consolidation. The first provision was made as early as 1902. This law permitted consolidation of two or more districts by order of the county superintendent after a public hearing (17:298).

A new law was passed in 1915 allowing school districts to be consolidated by a majority vote of the districts involved. In the following six years there were 304 district consolidations. By 1932 the number had grown to 406. As a result of legislative aid, the number of school districts had decreased to 1,609 by 1939 (39:6).

A series of intensive studies on school district reorganization in the State of Washington by the Washington

State Planning Council in the late 1930's resulted in the development of widespread recognition of the need for limiting the number of school districts. Washington's legislature passed legislation in 1941 that established redistricting procedures. State and county committees were to authorize proposals, hold public hearings, and develop plans for reorganization. Local plans were sent to the state committee and, if approved, the electors of the proposed new districts voted on the proposal (39:6).

In 1941 there were 1,323 districts in Washington. Of these, 658 were one-teacher units, and 157 were not operating a school. Within five years after the enactment of the 1941 plan the number of districts had been reduced to 672 (39:6).

Another school district survey was begun in 1945 by provisions enacted by legislature. A survey team, under the direction of Dr. George D. Strayer, estimated that the school population of the State could be served by 210 unified districts operating schools at all levels and seventy remote or isolated districts in non-high school areas. By 1946, 62.4 per cent of the school districts that were no longer needed had been eliminated. Some counties had nearly completed their reorganization programs and every county in the State had marked improvement. As compared with total school population, it was estimated that 90 per cent of the

State school children resided in a reorganized or unified district (31:54).

In 1962, Washington still had 406 districts or 49 per cent more than Strayer had recommended in 1946. Washington State Legislative Interim Committee on Education revealed the following statistics in 1962, there were:

> . . . 53 first-class school districts, 238 second-class school districts, and 125 third-class school districts. However, there are 162 school districts without a high school. Forty-eight school districts are one-room schools (37:34).

With the advent of the 1963-64 school year there remained in Washington 385 districts and, of these, twenty-eight one-room schools still remained in operation. The school enrollments ranged from as few as four pupils to a high of 99,921 (8:26).

Washington State School Directors revealed in 1968 that:

> As of March 1, 1968, there were 339 school districts in Washington State. These were divided as follows:
>
> | | |
> |---|---|
> | First-Class Districts . . . . . | 63 |
> | Second-Class Districts . . . . | 212 |
> | Third-Class Districts . . . . . | 64* |
> | Total . . . . . | 339 |
>
> *Five of the third-class districts are not operating (23:1).

Many legislators and educational authorities in the field of district reorganization feel Strayer's recommendations are no longer adequate for the State of Washington.

They indicated that a more realistic number would be 150 school districts.

IV. METHODS OF REORGANIZATION

The problem of creating more effective school districts has been approached in a variety of ways. However, most states have approached the method of reorganization by three basic general methods (1) reorganization by legislative decree, (2) reorganization through local initiative, and (3) permissive reorganization by means of planned programs (17:6).

When a school district is reorganized by means of legislative decree the state has the power to enact a law which abolishes existing districts and creates larger ones to replace them. States have used this method to create county-unit or township school districts. Also, in this manner, the legislature is able to abolish very small or non-operating districts (17:7).

Reorganization through local initiative is achieved by various kinds of laws enacted by legislature. These laws prescribe different procedures in which the local people may make changes in their school districts. Reorganization is locally initiated and presented to the voters for ratification (17:7).

The State of Washington follows the general guidelines of the third type, the permissive reorganization. Due to the reluctance of some legislatures to enact compulsory redistricting laws, it was necessary to develop this permissive program of reorganization. It is considered statewide, and attention is given wherever reorganization is needed. The plans are based on studies of the local conditions and needs. County or local committees study the conditions and develop proposals for new districts. These are submitted to a state administrative agency which sets policies and procedures and provides leadership and assistance. If the state board approves the program it is then submitted to the concerned districts for ratification by the voters (39:8).

V. RECOMMENDATIONS FOR SCHOOL DISTRICT SIZE

In establishing an educationally and economically sound school district authorities stressed surveying the size of the districts, the enrollment, the number of teachers, and the subjects offered by the schools. Most authorities felt that small districts could not operate in an economical manner and that they were unable to provide equal educational opportunities for all students.

Authorities, recognized by the Washington State Research Council, suggested the following guidelines for

a satisfactory district:

> (a) A minimum of 1,200 students in grades one through twelve is recommended. Small school districts can offer a good program only at excessive cost. (b) A strong district has a competent corps of teachers, administrators, and supervisors, each trained to do a particular job. (c) A strong school district has one or more elementary schools and at least one high school. Location of schools are determined by the number of pupils and teachers needed for an adequate program, the travel time required for pupils and the natural community groupings. (d) A strong district has a board of education responsible to the people of the district, a superintendent as its chief executive officer and ample funds from local and other sources to provide essential services on a sound basis (38:4).

The American Association of School Administrators recommended that a school district should be large enough to employ at least forty teachers and an enrollment of 1,200 pupils in grades one through twelve. This teacher-pupil ratio provides an opportunity for accelerated programs, remedial work, and course offerings to meet the special interests and abilities of the students (1:5-6).

Charles F. Faber (16:35) stated the ideal size of a school district appears to be between 10,000 and 20,000 pupils. No school district can provide efficiently a full range of educational services if it has an enrollment of fewer than 10,000 pupils. Among the criteria most frequently stated for these figures was the ability to offer a comprehensive program of elementary and secondary education. It would encompass the nursery school through junior college. It would provide a range of educational services.

It would provide offerings for the physically and mentally handicapped, remedial programs, gifted programs, health, guidance and counseling programs. The district would include one well-defined community, or a group of interrelated communities which would form a natural sociological area. A district of this size would be large enough to employ specialized personnel. The administrators, supervisors, and teachers would be specialized in their respective areas. It would be financially capable of supporting such a program. He further stated:

> It is difficult to make recommendations that would apply uniformly across the United States, but for the most part, it would seem that the problem of the small school district could be better solved through the reorganization of local school districts into administrative units of adequate size than through the creation or improvement of intermediate districts (16:35).

Grieder, Pierce, and Rosenstengel also recognized that no single set of standards for school districts can be established. However, they stated certain characteristics that are essential for an ideal school district. Their recommendations are as follows:

> 1. A school district should include a large enough child population so that good educational services for at least grades 1-12 can be provided. In terms of minimum enrollments . . . no administrative unit should include fewer than approximately 500 pupils. Even this standard, modest as it is, may have to be adjusted downward in very sparsely settled areas. Research has shown, however, that to operate most efficiently with a full program of specialized services, total school enrollment

of a district should range somewhere between 10,000 and 15,000 . . .

2. School districts should conform as nearly as possible to "natural sociological areas," that is, they should embrace a population which has in common similar economic, social, and cultural interests . . . .

3. Consideration should be given to the walking distance and travel time of pupils, especially in areas where some schools will be closed or where new ones will be built . . . the following standards have been very generally accepted. . . .

Maximum walking distance, one way:
elementary school pupils, ¾ of a mile
junior high school pupils, 1½ miles
senior high school pupils, 2 miles

Travel time on school buses, one way:
elementary school pupils, 45 minutes
junior and senior high school pupils, 2 hours.

4. Financially, a district should be able to carry without excessive effort the educational support which the state expects local units to contribute (18:26-27).

VI. PROBLEMS OF REORGANIZATION

Although a great deal of progress has been accomplished in district reorganization in recent years, strong resistance still remains in many small communities. The desire to maintain their small districts shows tremendous interest in the welfare of their children.

The attempts to organize school districts of adequate size have faced numerous difficulties. Often a politically ambitious group of local school trustees have been unwilling to give up the right to control the school.

The community considers the school to be the center of the community and takes pride in it and its accomplishments. They have been opposed to change and want their district to remain as it is. Another problem to reorganization has been the misconception of what a reorganized district would mean to their community. Lack of communication has caused fears of reorganization that were unfounded. The procedures for instigating reorganization were often so complex that efforts were obstructed and delayed. Contributing factors to resistance have been some state school finance structures and school laws that favor a small district (27:17).

Grieder, Pierce, and Rosenstengel cited the chief reasons for resistance to reorganization were as follows:

1. The traditional thinking "what is good enough for my forefathers is good enough for me."
2. School board members in many small school districts resisted surrendering the only public office they had ever held.
3. Not appreciating the large-scale school district, many school administrators were opposed to reorganization.
4. Many parents have misunderstandings about the operations of large schools, and they fear that a hardship will be worked on their children because of long bus routes.
5. Many tax payers fear the prospects of higher tax rates being levied after consolidation. Substandard districts usually correspond with low-tax rates.
6. Not having been exposed to really good schools, many do not appreciate the educational advantages of larger schools.
7. There is a belief that a rural or small village school district is the last strong-hold for democratic local control of the school.

8. Other reasons are a refusal to face facts, sheer inertia, and an unwillingness to surrender one iota of local jurisdiction (18:20-21).

The American Association of School Administrators gave the following fears for resistance to reorganization.

> (1) Local control will be destroyed, (2) The school plant will be taken out of the neighborhood and the children transported too far away from home, (3) Parental influence on the children will be seriously weakened or destroyed through school district organization, (7) The community itself will be seriously weakened or destroyed through school district organization (1:9-10).

In an article written about problems of reorganization in the State of Nebraska, Janetos stated:

> Thirty-one community leaders, both educators and laymen, who are interested in school district reorganization at the state level, listed the following as major factors hindering school district reorganization: Misinformation, ignorance and fear; taxes and finances; tradition; roads and transportation; ineffective leadership; inadequacy of the law; and lack of population (23:54).

VII. DISADVANTAGES OF SMALLER DISTRICTS

A serious obstacle confronting the smaller school districts is their inability to provide a satisfactory level of educational services at a reasonable cost. Studies show that most small schools are more expensive to operate than those of a larger size. The size of the school and the cost of education per pupil are directly related; generally, the smaller the school district the higher the cost.

The American Association of School Administrators summarized the following limitations of small districts:

1. Barren, meager, insipid curriculums, particularly at secondary-school level
2. Inability to attract and to hold high-quality teachers and administrators
3. Inability to construct the school plants needed
4. Needless waste of manpower through unjustifiably small classes and low pupil-teacher ratios
5. Unreasonably high per-pupil expenditures for the quality of educational program provided
6. Inefficient use of financial and other educational resources
7. Poor location of buildings
8. Inequality of the burden of school support
9. Cumbersome, complex formulas for distributing state school aid
10. Absence of many needed specialized educational services that add quality to the educational program (4:23).

Small school districts find it difficult to offer salaries and working conditions that influence personnel to remain in a district. The advancement and benefits are such that a small school usually suffers from a high staff turnover each year. The Washington State Research Council revealed these facts:

> Small school districts suffer from a high turnover rate of personnel responsible for administration of their school program. The Research Council's study shows that over the last six years the average annual turnover rate of these key people in districts with less than thirty students is 37 per cent. The rate lowers as enrollment rises and in districts with more than 1,000 students the turnover rate drops to less than ten per cent (38:5).

In too many instances children are deprived of educational opportunities they need and want because districts cannot afford to employ a complete professional staff and provide laboratory facilities. The small school district is so concerned with meeting the minimum requirements, in

order to receive state financial aid and offer enough courses to meet college entrance requirements, that little opportunity is left for advanced and accelerated programs to develop the full potential of gifted students. The small district usually can neither provide the necessary remedial work to correct deficiencies and help the slow learners, nor can they offer programs to meet the special interests and abilities that occur in a school that must serve every level and segment of the community (1:6).

VIII. ADVANTAGES OF REORGANIZATION AND LARGER DISTRICTS

Rapid social and economic changes, along with the increased understanding and acceptance of the responsibility concerning educational needs of students, have made it imperative for districts to have a modern, varied program. The district must be adequately prepared to provide a total educational program.

The larger school districts derive many benefits as compared to the smaller ones. The most predominant feature is the equalizing of educational opportunities provided for all the children, and in addition, a larger unit will operate more economically.

In a survey conducted by Chisholm in Illinois, Missouri, and Nebraska, positive gains were clearly shown

from school district reorganization. The following gains were mentioned:

1. Schools in reorganized districts were clearly superior in the number of new class and extra-class additions to the curriculum and in the number of renovations and building additions which were made to the physical plant.

2. In reorganized districts, teachers were better prepared academically and were receiving higher average salaries than were those in non-reorganized districts.

3. After reorganization, the operating millage was reduced in Nebraska, but it remained reasonably constant in Illinois and Missouri. The higher per pupil costs in the reorganized districts of all three states was traced primarily to the increased services which were offered.

4. Reorganized districts reported savings up to 17 per cent in pupil transportation costs by being able to purchase and operate their own vehicles. Furthermore, drivers in the reorganized districts were paid higher average salaries than those received by the drivers in non-reorganized districts who owned their own buses (10:96-97).

Reorganization of several small school districts into one large unit brings together weak and strong units. If the merger is based on sound principles the enlarged district would gain the following benefits. Local control is assured by a single board that will administer the entire educational program. The financial burden would be more equally distributed and the mechanics of equalization would be simplified. Reorganization would guarantee a more uniform level of local financial support. It would release local funds for building purposes and in some areas reduce

the operational mill levies. It would permit greater efficiency and economy in administration (38:11-12). Authorities state that reorganization:

> . . . usually results in reduction of cost for the same length of term; reduction in the variation of local tax burdens; reduction in the number of teachers; an increase in the training, experience, and tenure of teachers; a broader instructional offering and an increase in instructional time per grade or class; better educational achievement; and greater efficiency and economy in administration (38:12).

Reorganizational benefits are usually classified as an educational advantage or a financial advantage. Educational advantages cover a wide range of areas. If the district is large enough to support a large well-chosen staff, teachers can be assigned to teach in the area for which they are most prepared. The physical plant and facilities can be attractive and well equipped. A large district can provide libraries, laboratories, visual aids, and well-equipped playgrounds. They can provide a more comprehensive program of activities and studies. The needs and abilities of all pupils can be recognized and provided for better in a larger unit. The improvement of instruction can be more carefully supervised in a larger unified district. Preparing the students to be useful members of society can be more easily achieved in a larger school where they are afforded the opportunity to associate with students outside their immediate family and group (18:22-23).

CHAPTER III

THE EXISTING CONDITIONS OF THE SCHOOLS STUDIED

I. A BRIEF DESCRIPTION OF THE DISTRICTS

Dayton, Waitsburg, and Prescott are located in the Touchet Valley on the Lewis and Clark Trail in Southeastern Washington. They are nestled near the foothills of the Blue Mountains and along the Touchet River. Geologically, the history of this area indicates that it was once a great lake bed which was emptied when the barriers of the Columbia River were broken. This caused the Touchet Valley to be part of the rich Palouse soil deposit.

Dayton. Dayton is the largest of the three towns and is located in a more easterly direction in Columbia County. Columbia County was officially formed on May 22, 1876, and Dayton was chosen county seat.

The city of Dayton has a population of 2,913, according to a census in 1968. Columbia County has a population of 4,569. Dayton is the only district in Columbia County with a high school.

The variation in temperature and precipitation, according to elevation in this area, provides considerable range in growing conditions for agricultural crops. Some of the more important crops are wheat, barley, fruit,

alfalfa, asparagus, and green peas. Peas and wheat are grown up to elevations of 3,000 feet on some slopes. Green Giant operates a large plant for processing peas and asparagus from the area and other vegetables which are shipped in.

The people consist primarily of cannery workers and farmers. Many of the families are direct descendants of pioneer families. There is an influx of seasonal workers each spring, but very few become a permanent part of the community. The town has many small businesses, a library, and a swimming pool. A weekly newspaper, The Dayton Chronicle, serves Columbia County. The second largest single employer in Dayton is the Dayton School District.

Waitsburg. Waitsburg is located eight miles west of Dayton and has a population of 1,010 as of the 1968 census. Waitsburg is located in Walla Walla County. It is an agricultural town with the chief crops being wheat, peas, and asparagus. Green Giant has a processing plant that processes peas and beans.

Most of Waitsburg's residents are employed by Green Giant or engaged in some aspect of agriculture. The single largest employer is Green Giant and the second largest is the Waitsburg School District. Many of the residents are members of pioneer families. There are numerous small

business opportunities and the town has a local library and a swimming pool. The Waitsburg Times, a weekly, serves Waitsburg and Prescott and is the official newspaper for Walla Walla County.

Prescott. Prescott is the smallest of the three districts with a population of 323 according to the 1968 census. Prescott is eight miles west of Waitsburg and is located in Walla Walla County. It is an agricultural community with the main crops being wheat, peas, and asparagus. There are a few small businesses. They have a large modern swimming pool which is operated by the School District. The School District is the largest single employer in Prescott.

II. EARLY HISTORY OF THE COMMUNITIES

About four o'clock in the afternoon, Thursday, May 1, 1806, the first band of white men ever to see the Touchet Valley passed the present location of Prescott. About four that afternoon they camped on the Touchet River between Prescott and Waitsburg. May 2, 1806, the party moved on up the river and passed the present site of Waitsburg. They moved on along the Touchet through what is presently Dayton and then to the Snake River and on to complete a trip of twenty-eight months' duration. In this historic band were thirty-three souls, captained by the now famous

Meriwether Lewis and his associate William Clark. As a result of this expedition, commissioned by Thomas Jefferson, the United States rested claim to the Great Northwest. Prior to this time the area was Indian territory. It was not the home ground of any particular tribe or nation, but it was the hunting ground of many and claimed jointly by the Walla Wallas, Cayuses, and the Umatillas. Fur traders of the Hudson Bay Company visited the area until the 1850's when this became no longer profitable. Missionaries began to establish in the area and trouble arose with the Indians. This culminated in the Whitman Massacre of 1847. Indian wars were general from 1854 to 1857, and there was minor fighting in the area (33:405).

Dayton. H. M. Chase settled at the present site of Dayton in 1851; however, he was forced to abandon the site in 1855 due to hostile Indians. In 1859, the site was resettled by Frederick and Freelon Schnebley (22:341-342). On November 23, 1871, a plot of the Dayton townsite was filed at Walla Walla by Jesse N. Day and his wife, Elizabeth. Dayton was first incorporated in 1878 and then, due to errors, was re-incorporated in 1882 (13:1).

In 1881, most of the Main Street was wiped out by fire, and the businesses were rebuilt in brick. By 1920, the town was fairly well established (13:2).

Waitsburg. The first permanent settlement in the Waitsburg area was in 1859. In that year Mr. Robert Kennedy settled in the forks of the Touchet and Coppei Creek on the land that is the present townsite of Waitsburg. In 1864, Sylvester M. Wait moved to the Waitsburg site on the Touchet where he founded a flour mill and started operations in May of 1865. This mill continued in operation until 1957. The next pioneer was William N. Smith who bought a carpenter shop, moved it to the mill, and started a school. In 1866, he opened a post office known as Delta. In 1868, the people voted to change the name to Waitsburg (33:5).

In March of 1878, Mr. B. K. Land started the Waitsburg Weekly Times, and it has remained in continuous operation since. By 1880, the population had grown to 248 (33:5).

In 1886, a City Territorial Charter was granted to the City of Waitsburg, and it is the only city in the State of Washington and one of the two in the United States still governed by the original Charter (33:1).

Waitsburg has always been a progressive city. In 1887 telephones, sewer systems, and water works were installed. Electric lights were introduced in 1888 and by 1896 a local electric light plant was installed. By the 1920's, Waitsburg was well established as a thriving little community (33:1).

Prescott. Prescott was founded in 1882. This was during the period of the extension of the Oregon Railroad and Navigation Company's line north from Walla Walla. The town was platted May 12, 1882, by the Oregon Improvement Company on land owned by Charles Buck and Mr. Fleanor (26:143).

The Prescott townsite was first occupied in 1859 by Rev. H. H. Spalding. He was a member of the missionary group that came west with Dr. Marcus Whitman. He resided in Prescott until 1862 when he went to Lapwai as Indian Agent (26:166).

The most prominent industry in Prescott was a flour mill which was erected by H. P. Isaacs in 1883. It was built by the North Pacific Flouring Mills, at that time the most extensive in the State of Washington (26:166).

By 1906 Prescott was a well-built and attractive village. The business district was quite large as compared to the population of approximately five hundred. This was due to the surrounding country which was prosperous and well settled (26:166).

As farms became more mechanized and the need for man-power subsided, Prescott gradually dwindled in population and business enterprises until it was a small community.

III. EARLY HISTORY OF THE SCHOOLS

Dayton. In 1864 two Dayton residents, Mr. George W. Miller and William Sherry, decided that their children needed an education and took it upon themselves to build a school. They felled and hewed the logs and built the school at their own expense. Mr. Sherry taught the first term and Mrs. Sherry taught the second. There were approximately twelve students (22:408).

This school continued operation until the officers of Walla Walla County, of which Dayton was a part, designated this portion School District #15. The first school in this district was taught by W. H. Elliott (22:409).

A new building replaced the log cabin in 1886. In August of 1871, Elisha Ping, a member of the Territorial Legislature, went to Walla Walla to get a replacement for a teacher. The replacement, O. C. White, was met at the door of the school by the teacher, E. H. Orcutt. Mr. Orcutt held a Colt Revolver and convinced the members of the board that he would not be replaced at that time (22:343-344).

Dayton lacked adequate public school facilities and at one time in 1880, there were five private schools employing six teachers. A new public school was constructed in that year with 203 pupils. Two additional buildings were added in 1881 (22:412).

By 1892, there were 640 students; conditions were so crowded there were 93 students in one room. If a student was absent for three days, no matter what the cause, he was dropped and a pupil not in school replaced him (22:412).

By 1903 there was a new building with twelve departments (22:412).

Dayton schools are unique in two respects: (1) The first accredited high school in the state was established in Dayton in 1881; (2) Dayton High School is endowed, taking the name Pietrzycki High School. This endowment of over $100,000 is used primarily in the vocational agriculture department (13:3). Dr. Marcel Pietrzycki, an immigrant from Austria, and his family settled in Dayton and through various ventures became wealthy. He was an advocate of manual training in public schools and endowed the school (22:464).

Prescott. Due to lack of documented material, the writer was unable to provide Prescott's school history prior to 1901.

In 1901, the Prescott school was under the supervision of Mr. Woods and two assistants (22:412). In 1912 the high school was fully accredited with twenty-two students. The district employed seven teachers and had an

eight month session (20:3). In 1913 a brick building replaced the wooden structure that had been used for twenty years. The new structure housed a library, laboratory, and gymnasium. The first graduating senior class was in 1914. This class consisted of seven students (21:10).

In 1920, Prescott was crowded with 250 students. There were eight grades and eight teachers in six rooms, with an average of twenty-five pupils per grade. The high school was crowded also, and only four students graduated (21:10).

Waitsburg. In April, 1865, W. N. Smith bought a carpenter shop and moved it to Wait's Mill. This was Waitsburg's first school and was taught by Mr. Smith. It had twenty-four students and was organized into District #3. A new building was built and a new teacher hired. She brought an organ, thus music became part of the curriculum (33:2).

In 1886 a building was built for the lower grades. The first graduating class completed the prescribed course of study in 1887. A new brick building was ready in 1891 and the school consisted of eight grades and three years of high school. In 1899, a fourth year of study was added and the school was accredited (33:2).

The Waitsburg Academy was established in 1886 by Rev. W. G. M. Hayes. It was the third to be established

in Washington Territory, east of the Cascade Mountains. The Academy ranked high for twenty years until the public high school was developed and improved and covered the areas for which the Academy was intended. It disbanded in 1907 and the public high school moved into the Academy building (33:1).

IV. AREA OF THE DISTRICTS

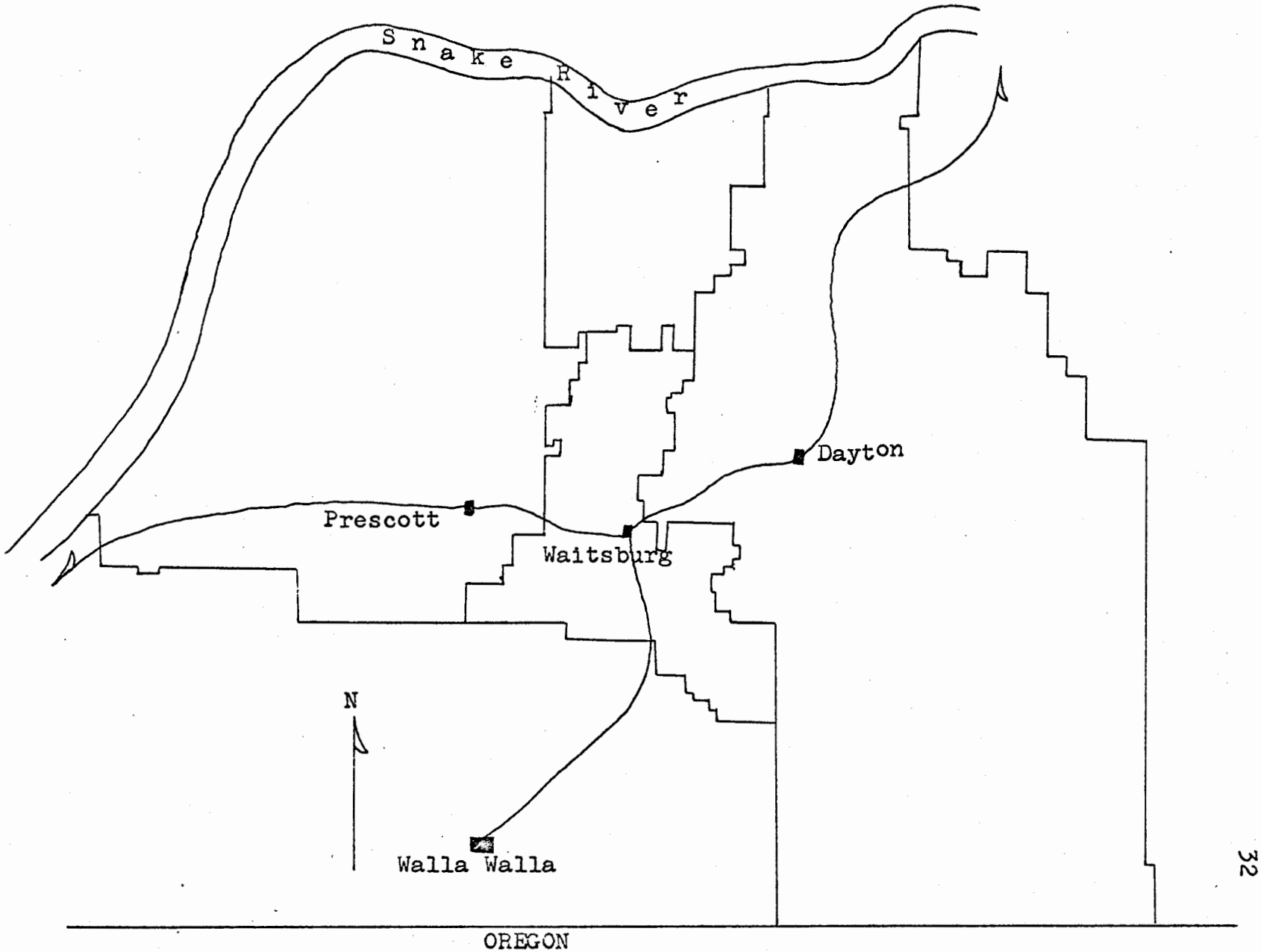
The districts' lines are irregular and uneven in shape from following property lines, county and state lines, and topographical features. Dayton is the largest district with an area of 624 square miles. Prescott, the smallest district in enrollment, has a total of 488 square miles. The Waitsburg District, located between Dayton and Prescott Districts, has an area of 146 square miles. Refer to Figure 1 on page 32.

V. ASSESSED VALUATION AND BUDGETS OF THE DISTRICTS

The assessed valuation of all three districts is largely derived from agricultural enterprises. The Dayton District also benefits from a section of National forest land in the southern part of its district. Dayton, the largest school district, in 1968-69 had an assessed valuation of $12,500,000. Prescott, the second largest district

FIGURE 1

DISTRICT BOUNDARIES



in square miles, had an assessed valuation of $11,900,000. Waitsburg had the smallest assessed valuation of $6,219,456, as shown in Table I.

The per pupil costs of the districts were similar to surveys conducted by authorities, which showed that the smaller the district student enrollment the higher the per pupil cost. (Refer to Table I.) The cost per pupil in 1967-1968 in Prescott was $904.98. Waitsburg had a per pupil cost of $699.47, and Dayton, with the largest district student enrollment, had a per pupil cost of $605.00.

TABLE I

THE ASSESSED VALUATION AND THE COST PER PUPIL OF THE DISTRICT

District	Valuation (1968-69)	Cost (1967-68)
Dayton	$12,500,000	$605.00
Prescott	11,900,000	904.98
Waitsburg	6,219,456	699.47

Due to the increased costs of building, maintenance and operation, and increased salaries, the expenditures of the districts have increased correspondingly with the inflationary costs of our nation, as shown in Table II. Dayton district expenditures increased 53 per cent from the 1964-65

school year through the 1968-69 school year. The costs increased from $470,645 to $720,617. Prescott's expenditures increased 52 per cent during the same time span from $254,278 to $386,867. During the 1964-65 through 1968-69 period, Waitsburg's increases were 114 per cent. This increase was from $213,310 to $457,470.

TABLE II

THE DISTRICT EXPENDITURES FOR THE SCHOOL 1964-65 THROUGH 1968-69

School Year	Dayton	Prescott	Waitsburg
1964-65	$470,645	$254,278	$213,310
1965-66	458,555	295,686	210,854
1966-67	572,519	233,565	319,799
1967-68	667,604	324,234	364,739
1968-69*	720,617	386,867	457,470

*The district expenditures for the 1968-69 school year were not final at the time the survey was conducted. The figures used were taken from the final budgets.

In recent years the districts have become very dependent upon special levies as the method of revenue that has become a common characteristic for financing public schools in the state of Washington. The main purpose of special

levies in the three districts was for maintenance and operation, as shown in Table III, page 36.

Of the three districts Waitsburg has been the most dependent on special levies. In 1963, they passed a 4.0 mill special levy for the amount of $20,287 after an unsuccessful attempt earlier in the year. The steady increase in costs and loss of state funds through the next six years resulted in other special levies until a levy in 1969 for $156,670 at 25.3 mills.

Prescott passed a special levy for 3.0 mills in 1963 for maintenance and operation and for the purchase of a new bus. This amounted to $30,000. The special levies through the years gradually increased until in 1969, when the special levy was increased to 6.0 mills for a total of $72,000.

Dayton proposed two different 5.0 mill levies in 1966 and both proposals were defeated at the polls. In 1967, a 5.5 mill levy was passed for a total of $61,000. The following year a levy of 4.1 mills was passed. In 1969, a 5.0 mill levy was passed. The amount of the 1969 levy was $57,000.

TABLE III

HISTORY OF SPECIAL LEVYS FOR THE SCHOOL DISTRICTS

District	Year	Purpose	Mills	Amount	Passed or Failed
Dayton	1966	M & O	5.0	$ 53,062	F
	1966	M & O	5.0		F
	1967	-	5.5	61,000	P
	1968	-	4.1	45,000	P
	1969	-	5.0	57,000	P
Prescott	1963	M & O Bus	3.0	$ 30,000	P
	1964	M & O	2.0	23,000	P
	1967	M & O	3.0	36,000	F
	1968	M & O	5.0	62,000	P
	1969	M & O	6.0	72,000	P
Waitsburg	1963	Loss of State Money	4.0	$ 20,000	F
	1963	M & O	4.0	20,287	P
	1965	M & O	4.0	21,215	F
	1965	M & O	8.0	50,361	P
	1967	M & O	9.3	69,110	P
	1968	M & O	19.5	121,279	P
	1969	M & O	25.3	156,670	P

Note: M & O is the abbreviation for maintenance and operation.

VI. CONDITIONS OF THE BUILDINGS AND FACILITIES

A main factor influencing the quality of education for students is the condition of the buildings and facilities. Very often the buildings are old and out-dated; therefore, they are not conducive to new trends in education. The population explosion has created overcrowded conditions in the older buildings that were designed for much smaller classes.

Dayton. The physical conditions of all three districts vary considerably. Dayton's high and junior high building was built in 1923. It has been in use for forty-six years and the conditions and classroom size are fair. A supplemental four room classroom building was built in 1963. It was designed to relieve crowded conditions and was designed for approximately ten years' use. A new physical education plant was built in 1965. The elementary building is only sixteen years old; it was built in 1953, and the classroom size and conditions are good.

Waitsburg. The high school building is forty-three years old and the classroom size is good and the building condition is fair. In 1962 a new physical education plant was added. The junior high school building was originally a Community Activities Center built in 1911. It had a swimming pool, gym, and other athletic facilities. It was

reconstructed and became part of the school facilities in approximately 1940. This building is in fair condition. The elementary building was built in 1948 and is in good condition. The classroom size is fair. A portion of the building was destroyed by fire in 1965. This portion of the building was rebuilt, so the library, multipurpose room, cafeteria, and band room are only four years old.

Prescott. Prescott's conditions and classroom size are all excellent. The building which houses grades four through twelve is only three years old. The primary building was built in 1962.

VII. TRANSPORTATION OF STUDENTS

One of the major obstacles limiting districts' consolidation involves the transportation of students. The majority of travel in the districts is over gravel and paved roads maintained by the counties. The conditions of the roads vary with the weather changes from snow storms in the winter, floods in the spring, and dust storms in the fall.

There are ten routes in the Dayton District transporting approximately 26 per cent of the students. Prescott uses eight bus routes to transport approximately 67 per cent of the students. Waitsburg has five bus routes transporting approximately 32 per cent of the students.

The school districts have some lengthy bus routes. Prescott's longest route is eighty miles round trip, taking two hours. Dayton's longest route is sixty-five miles round trip and takes two hours. Waitsburg's longest route is thirty-six miles round trip and takes one hour and ten minutes.

VIII. STUDENT ENROLLMENT OF THE DISTRICTS

Dayton has the largest student enrollment of the three districts; refer to Table IV. The enrollment ranges from sixty-two pupils in the second grade to ninety in the eleventh grade, with an overall average of 75.7. The elementary enrollment, including special education, is 455. The total junior high enrollment is 143 and the high school enrollment is 310. The district total is 908.

Prescott's school district varies in class size from twelve in grade seven to twenty-six in the tenth grade, with the school average 20.2. There are 131 students in the elementary school, not including the ten week kindergarten session. The junior high has an enrollment of thirty-two and the high school numbers seventy-nine. The district enrollment is 242.

Waitsburg's class loads vary from twenty-eight in the first grade to forty-seven in the eleventh. The class average is 34.9. The elementary school has a total

enrollment of 186. The junior high school enrolls seventy and the high school 163. The total district enrollment is 419.

TABLE IV

STUDENT ENROLLMENT BY GRADE AND SCHOOL FOR EACH DISTRICT 1968-69

Grade	Dayton	Prescott	Waitsburg
K	--	20*	--
1	64	22	28
2	62	18	30
3	79	18	30
4	66	17	30
5	87	25	32
6	82	21	36
Special Education	15	--	--
Elementary Enrollment	455	131**	186
7	70	12	34
8	73	20	36
Junior High Enrollment	143	32	70
9	73	20	38
10	75	26	44
11	90	16	47
12	72	17	34
High School Enrollment	310	79	163
District Enrollment	908	242**	419

*The kindergarten program is only for ten weeks in the spring of the year.

**The totals do not include the kindergarten enrollment.

Average pupil enrollment per teacher. In the 1968-69 school year, as shown in Table V, Dayton Elementary had an average pupil enrollment per teacher of 25.3, the junior high 23.8, and the high school 14.8. Prescott Elementary had an average enrollment of 21.8, the junior high 16.0, and the high school 8.8. Waitsburg Elementary had an average pupil enrollment of 26.5, the junior high 17.5, and the high school 12.5.

TABLE V

AVERAGE PUPIL ENROLLMENT PER TEACHER FOR THE SCHOOLS IN EACH DISTRICT 1968-69

Districts	Elementary	Jr. High	High School
Dayton	25.3	23.8	14.8
Prescott	21.8	16.0	8.8
Waitsburg	26.5	17.5	12.5

IX. CERTIFIED AND CLASSIFIED PERSONNEL

During the 1968-69 school year Dayton employed fifty-three certified personnel and thirty classified, and Prescott employed nineteen certified personnel and eleven classified. There were twenty-eight certified personnel in the Waitsburg district and eighteen classified, as shown by Table VI.

TABLE VI

THE NUMBER OF CERTIFIED AND CLASSIFIED PERSONNEL EMPLOYED BY THE DISTRICTS 1968-69

District	Certified	Classified
Dayton	53	30
Prescott	19	11
Waitsburg	28	18

Teacher experience and tenure in the districts. Dayton's teachers' experience varied from one year's experience to forty years; refer to Table VII. There were two teachers who had been teaching forty years; one of them had been in the Dayton district thirty-eight years and the other had been there twenty-four. There were four teachers with only one year of experience. The average teacher experience in the elementary school was 16.5 years, in the junior high 13.1, and the high school 9.7; the district average for total years experience was 11.3. The average tenure in the district was 9.3 in the elementary school, 6.0 in the junior high, 6.2 in the high school, and an overall average of 7.8.

The years of teacher experience in Prescott ranged from one teacher with thirty-seven years' experience to one teacher with only one year of experience. The elementary school teachers averaged 13.1 years of experience, the

junior high 5.5, the high school 12.4, and the district average was 11.8. One teacher had 14.7 years' experience in the district and another had 14 years' experience. The elementary school district tenure was 5.5, the junior high 1.0, the high school 2.8, and the district averaged 3.5.

Waitsburg had one teacher with twenty-nine years of teaching experience and five first-year teachers. The average in the elementary school was 8.8, the junior high 3.8, high school 4.2, and the district average was 5.4. The average teacher tenure in the elementary school is 7.2, the junior high is 2.5, the high school tenure averaged 2.2, and the district averaged 3.4.

TABLE VII

THE AVERAGE NUMBER OF YEARS OF TEACHER EXPERIENCE AND TENURE IN THE DISTRICTS FOR THE ELEMENTARY, JUNIOR HIGH, AND HIGH SCHOOL

	Average teacher Experience	Average teacher Tenure in District
Dayton		
Elementary	16.5	9.3
Jr. High	13.1	6.0
High School	9.7	6.2
District	11.3	7.8
Prescott		
Elementary	13.1	5.5
Jr. High	5.5	1.0
High School	12.4	2.8
District	11.8	3.5
Waitsburg		
Elementary	8.8	7.2
Jr. High	3.8	2.5
High School	4.2	2.2
District	5.4	3.4

Administrative experience and tenure in the districts. Dayton is the only district in the study without any dual responsibilities of administration. The elementary school principal had twenty-eight years' total experience, eight years in the district and eight as an administrator in the district, as shown by Table VIII. The junior high principal had seventeen years' experience, fourteen in the district, and three as administrator. The high school principal had twenty-six years' experience, twelve in the district, and three as administrator. Dayton's superintendent had eighteen years' experience, eighteen in the district, and seven of those as superintendent.

Prescott district has one person to serve as junior high and senior high principal. The elementary principal had fourteen years' experience, fourteen in the district, and eight as administrator. The junior-senior high school principal had twenty-seven years' total experience, four in the Prescott district, and four as administrator of the district. The superintendent had thirty-six years' experience, eight in the district, and eight as administrator of the district.

Waitsburg's elementary principal served as junior high principal also; he had eight years' total experience, all of them in Waitsburg, and three as administrator. The

superintendent had served as the high school principal for the last four years, three of those years with the assistance of a full-time vice principal. The superintendent had seventeen years' experience, nine in the district, and nine as administrator of the district.

TABLE VIII

THE NUMBER OF YEARS ADMINISTRATORS HAVE BEEN IN THE PROFESSION, AS AN ADMINISTRATOR, AND TENURE AS ADMINISTRATOR OF THE DISTRICTS

District	Total years in the Profession	Total years in the District	Administrator of the District
Dayton			
Elementary Principal	28	8	8
Junior High Principal	17	14	3
High School Principal	26	12	3
Superintendent	18	18	7
Prescott			
Elementary Principal	14	14	8
Junior High Principal	27	4	4
High School Principal	27	4	4
Superintendent	36	8	8
Waitsburg			
Elementary Principal	8	8	3
Junior High Principal	8	8	3
High School Principal	17	9	4
Superintendent	17	9	9

X. HIGH SCHOOL AND SPECIAL AREA SUBJECTS

Subjects offered in all high schools of the districts. The three districts in the survey offered thirty courses in common, as indicated by Table IX. They all offered four years of English, two of typing, and one each of speech, business economics, geometry, bookkeeping, and advanced math. They offered two years of algebra, three of history, and three years of home economics. They offered world geography, biology, chemistry, vocational education I, art, physics, woodworking, band, chorus, physical education, and driver education.

TABLE IX

SUBJECTS OFFERED IN ALL THE HIGH SCHOOLS OF THE DISTRICTS 1968-69

1. English I
2. English II
3. English III
4. English IV
5. Business Economics
6. Algebra I
7. Algebra II
8. Advanced Math
9. Geometry
10. Typing I
11. Typing II
12. World Geography
13. Speech I
14. Bookkeeping
15. Washington State History
16. United States History
17. World History
18. Biology
19. Chemistry
20. Vocational Education I
21. Art
22. Physics
23. Woodworking
24. Band
25. Chorus
26. Home Economics I
27. Home Economics II
28. Home Economics III
29. Physical Education
30. Driver Education

Subjects offered in some of the high schools of the districts. The three districts offered twenty-six courses that are not offered in all districts. Refer to Table X. Dayton offered thirteen additional classes, Prescott offered ten, and Waitsburg offered eighteen. Some of the additional courses offered were journalism, business machines, economics, general math, three years of Spanish, and three years of French. Typing III, sociology, speech II, shorthand, trigonometry, calculus, and general science were offered by some of the schools. Additional courses were three years of advanced vocational education, drama, mechanical drawing, metalworking, zoology, remedial English, and remedial reading.

TABLE X

SUBJECTS OFFERED IN SOME OF THE HIGH SCHOOLS OF THE DISTRICTS 1968-69

	Subjects	Dayton	Prescott	Waitsburg
1.	Journalism	-	X	X
2.	Business Machines	X	-	X
3.	Economics	-	X	X
4.	General Math	X	X	-
5.	Spanish I	X	-	X
6.	Spanish II	X	-	X
7.	Spanish III	-	-	X
8.	French I	-	X	-
9.	French II	-	X	-
10.	French III	-	X	-
11.	Typing III	-	-	X
12.	Sociology	X	-	X
13.	Speech II	X	-	X
14.	Shorthand	X	X	-
15.	Trigonometry	X	X	-
16.	Calculus	X	-	-
17.	General Science	-	X	X
18.	Vocational Education II	X	-	X
19.	Vocational Education III	X	-	X
20.	Vocational Education IV	X	-	X
21.	Drama	X	-	-
22.	Mechanical Drawing	-	-	X
23.	Metalworking	-	X	X
24.	Zoology	-	-	X
25.	Remedial English	-	-	X
26.	Remedial Reading	-	-	X

Teachers in special areas for the districts. The three districts had seven special area teachers, of reading, music, physical education, library, art, counselor, and speech. Some of the teachers were in a full-time capacity while others were not, as shown by Table XI.

TABLE XI

TEACHERS IN SPECIAL AREAS FOR THE DISTRICTS, BY FULL TIME (F), AND BY PART TIME (P)

	Elementary			Junior High			High School		
	D	P	W	D	P	W	D	P	W
Reading	P	P	F	-	-	P	-	-	P
Music	F	P	P	P	P	P	F	P	P
P. E.	-	-	P	P	P	P	F	P	P
Librarian	F	F	F	P	P	F	F	P	F
Art	P	P	P	P	P	P	F	P	P
Counselor	F	P	P	P	P	P	F	P	P
Speech	P	P	P	-	-	P	P	P	P

Dayton Elementary School had three partial speech area teachers and three full time. The junior high had five partial teachers and no full time. The high school employed five full time teachers and one partial.

Prescott Elementary had five partial teachers and one full time. The junior high had five partial teachers, and no full time special area teachers. The high school had six partial special area teachers and no full time teachers.

Waitsburg Elementary School had two full time teachers and five partial teachers. The junior high school employed six partial teachers and one full time. The high

school had six partial special area teachers and one full time teacher.

XI. PREDOMINANT RELIGIONS OF THE DISTRICTS

The three districts studied had a very similar cultural background. The religious preference in Dayton, Prescott, and Waitsburg is Protestant, with the second predominant religion being Catholic.

CHAPTER IV

ANALYSIS AND FINDINGS OF THE RESEARCH

I. SOCIAL FACTORS

A careful survey and analysis of the social, educational and economic features of the three districts has revealed many factors that Dayton, Prescott, and Waitsburg have in common. The area is similar not only geographically, but also in the people, their past and present.

Dayton, Prescott, and Waitsburg comprise a natural sociological area. The area shares much of the same history and the foundings of the towns and schools had a similar historical background. The towns are very old and many of the families have lived in the area for a very long time. The people take great pride in their past and in their own community. Education has always been a prime importance as evidenced by the fact that schools were established as soon as there was a settlement large enough to have a few students. The people are keenly aware of the need for adequate, meaningful education in our society. The three towns have similar occupational opportunities. The religious preferences of the three towns are the same.

II. EDUCATIONAL FACTORS

In a period of tremendous technological and scientific

advancement it is imperative for school districts to have a modern, varied program. At a time when man is walking on the moon, the need for many specialized educational services is tremendous if the quality of the educational program is going to be improved.

Waitsburg offered the largest variety in educational offerings followed by Dayton and then Prescott. All three districts have various special service offerings, but in many instances the teachers were shared by several levels. The administrative duties were also diversified over several areas, except in Dayton where there was a full-time administrator for each separate administrative unit.

The enrollment of each district is small and falls short of the recommended size of 1,200 in the twelve grades. Because of the small school size the districts were not able to hire several teachers who were highly trained in a specific area. They were unable to offer accelerated programs, extensive remedial work, and course offerings to meet the special needs and abilities of all the students.

A major factor influencing particularly Prescott and Dayton, and Waitsburg to a lesser degree, is the time that students are required to spend on bus routes. Many of the routes exceed the recommended forty-five minutes for elementary students and two hours recommended for high school students.

III. ECONOMICAL FACTORS

Economically the areas are similar as they are all located in a rich agricultural area. The costs per pupil are higher, as the size of the school is smaller. All three districts have relied heavily, in the last few years, on special levies for maintenance and operation.

The small districts find it difficult to offer working conditions that attract and keep well-trained and specialized personnel. The small schools suffer a high turnover in personnel.

The cost of bus transportation in the three districts is a serious economical factor. The average pupil cost in a second class district without transportation in 1967-68 was $545.55; with transportation it was $600.38.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

After a thorough survey of related studies and a study of the districts of Dayton, Prescott, and Waitsburg, recommendations for improved education can be made.

I. CONCLUSIONS

Based on the findings of this paper, the writer concluded that in order to provide an economical and educational program for the three districts, it is necessary to organize them into a larger unit. The following conclusions can be made: (1) The historical backgrounds of the three communities and schools are similar, (2) the cultural backgrounds of the communities are similar, (3) the topography of the districts studied are basically the same, (4) there was considerable variance in the assessed valuation, expenditures, and per pupil costs of the three districts, (5) the conditions of the buildings and the facilities ranged from very old buildings to new modern ones, (6) there was a large percentage of students who rode busses in all three school districts; some of the routes are very long and time consuming, and (8) the curriculum consisted of thirty courses in all three districts with the addition of twenty-six courses that were offered in one or two of the districts.

II. RECOMMENDATIONS

In order to make a final decision for reorganization of any school district provisions should be made for reasonable judgment regarding the particular district. There is a need for more thorough research regarding the results of reorganization. The last extensive study in the State of Washington was made in 1946 and subsequent studies have relied heavily on the findings of that study. Population growth, social values, and educational trends have changed considerably since 1946.

School district. Due to the small size of the schools and in order to provide a varied and adequate education for students of the Dayton, Prescott, and Waitsburg area, reorganization is recommended. The total enrollment of the three districts grades one through twelve would be 1,569. This would allow the administrative staff to be reduced and specialized. Provisions could be made for teachers in specialized areas to be shared between the schools.

High Schools. It is recommended that there be one high school in Dayton and one in Waitsburg. Eventually, it would require some rebuilding in Waitsburg and transportation of Prescott's students to Waitsburg.

Junior high schools. The junior high schools would be situated in Dayton and Prescott with the Waitsburg students being transported to Prescott.

Elementary schools. It is recommended that due to transportation problems the elementary schools remain in operation in Dayton, Prescott, and Waitsburg.

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APPENDIX

APPENDIX

QUESTIONNAIRE FOR THE SUPERINTENDENT

1. Check the present organizational system used in your school.

   6 - 2 - 4 _____

   6 - 6 _____

   6 - 3 - 3 _____

2. What is the number of certified personnel in your district? _____

3. What is the number of non-certified personnel? _____

4. Do you have secretarial help?

   None_____ Partial_____ Full_____

5. What is the assessed valuation of the school district?

   $_____

6. What is the district's revenue from each of the following sources?

   Local (include County) $_____

   State $_____

   Federal $_____

7. Is the school district operating with the aid of a special levy? _____

   If yes, what is the approximate amount? $_____

8. How many bus routes are required to service your district? _____

9. What is the longest bus route?

Milage_____ Time_____

10. What is the approximate percentage of students riding buses? _____

11. What is the major religious denomination in your area?

First_____ Second_____ Third_____

QUESTIONNAIRE FOR THE HIGH SCHOOL PRINCIPAL

1. What is the age of the building?_____

2. What is the condition of the physical plant? Circle one.

   Excellent Good Fair Poor

3. The size of the classrooms as compared to the student load. Circle one.

   Excellent Good Fair Poor

4. Desirable athletic fields and physical education facilities as compared to the student load. Circle one.

   Excellent Good Fair Poor

5. What is the student enrollment?

   9 _____

   10 _____

   11 _____

   12 _____

6. What is the average class enrollment? _____

7. What is the number of regular classroom teachers?_____

8. Check assistance of special area teachers.

	None	Partial	Full
Music	_____	_____	_____
Librarian	_____	_____	_____
Counselor	_____	_____	_____
Speech	_____	_____	_____
Art	_____	_____	_____

9. Do you have supportive staff members?

	None	Partial	None
Teacher aids	_____	_____	_____
Itinerant personnel	_____	_____	_____
Others (list)			
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

10. Do you have secretarial help for the office?

None_____ Partial_____ Full_____

11. Please check the interscholastic activities in which your school participates.

Baseball_____ Basketball_____

Cross Country_____ Football_____

Golf_____ Gymnastics_____

Swimming_____ Tennis_____

Track_____ Wrestling_____

Debate_____ Music_____

12. Please check courses offered.

English I_____ Spanish I_____ German I_____

English II_____ Spanish II_____ German II_____

English III_____ Latin I_____ Speech I_____

English IV_____ Latin II_____ Speech II_____

Journalism_____ Typing I_____ Typing IV_____

Business Machines_____	Typing II_____	Shorthand_____
	Typing III_____	Bookkeeping_____
Business Economics_____	World Geography_____	Wn. State History__ U. S. History_____
Economics_____	Sociology_____	World History_____
General Math_____	Advanced	Trigono-
Algebra I_____	Math_____	metry_____
Algebra II_____	Geometry_____	Calculus_____
Gen. Science_____	Chemistry_____	Zoology_____
Biology_____	Physics_____	Botany_____
Vo. Ed. I_____	Mech. Drawing____	Home Ec. I_____
Vo. Ed. II_____	Woodworking_____	Home Ec. II_____
Vo. Ed. III_____	Metalworking_____	Home Ec. III_____
Vo. Ed. IV_____	Electricity_____	Home Ec. IV_____
Drama_____	Band_____	Girls P. E._____
Art_____	Chorus_____	Boys P. E._____

Others, (list)

_____ _____ _____

_____ _____ _____

_____ _____ _____

_____ _____ _____

_____ _____ _____

QUESTIONNAIRE FOR THE JUNIOR HIGH PRINCIPAL

1. What is the age of the building?_____

2. What is the condition of the physical plant? Circle one.

   Excellent Good Fair Poor

3. What is the enrollment?

   7 _____

   8 _____

4. What is the average class enrollment?_____

5. What is the number of regular classroom teachers?_____

6. Check assistance of special area teachers.

	None	Partial	Full
Music	_____	_____	_____
Physical Ed.	_____	_____	_____
Librarian	_____	_____	_____
Art	_____	_____	_____
Counselor	_____	_____	_____
Speech	_____	_____	_____

7. Do you have secretarial help for the office?

   None_____ Partial_____ Full_____

8. The size of the classrooms as compared to the student load. Circle one.

   Excellent Good Fair Poor

9. Desirable athletic fields and physical education facilities as compared to the student load. Circle one.

   Excellent Good Fair Poor

10. Please check the interscholastic activities in which your school participates.

Baseball_____	Basketball_____
Cross Country_____	Flag Football_____
Golf_____	Gymnastics_____
Swimming_____	Tennis_____
Track_____	Wrestling_____
Debate_____	Music_____

QUESTIONNAIRE FOR THE ELEMENTARY PRINCIPAL

1. What is the age of the building?_____

2. What is the condition of the physical plant? Circle one.

   Excellent Good Fair Poor

3. The size of the classrooms as compared to the student load. Circle one.

   Excellent Good Fair Poor

4. Desirable playground or athletic areas as compared to the student load. Circle one.

   Excellent Good Fair Poor

5. What is the student enrollment?

   K _____
   1 _____
   2 _____
   3 _____
   4 _____
   5 _____
   6 _____

6. What is the average class enrollment?_____

7. What is the number of regular classroom teachers?_____

8. Check assistance of special area teachers.

	None	Partial	Full
Music	_____	_____	_____
Physical Ed.	_____	_____	_____

	None	Partial	Full
Librarian	_____	_____	_____
Art	_____	_____	_____
Counselor	_____	_____	_____
Speech	_____	_____	_____

9. Do you have secretarial help for the office?

None_____ Partial_____ Full_____

10. Do you have supportive staff members?

	None	Partial	Full
Teacher aids	_____	_____	_____
Playground supervisors	_____	_____	_____
Itinerant personnel	_____	_____	_____
Others (list)			
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____