

AN ABSTRACT OF THE THESIS OF

Edward Carl Elliott for the EdM in Education
(Name) (Degree) (Major)

Date Thesis presented August 12, 1946

Title "A Plan for a Consolidated School Unit in Morrow and Umatilla
Counties."

Abstract Approved

(Major Professor)

The present study was undertaken to record in readable form significant and authentic information concerning a plan for a consolidated school unit involving certain districts in Morrow and Umatilla Counties of the State of Oregon. The school districts of this area have a rich background of early history brought about by the exploration and development of the State of Oregon. The pride of this heritage is characteristic of the native people and is soon found in the newcomers that have chosen this land as their home. The people have long supported education and are willing to tax themselves for better schools.

In consolidating the two districts the plan would be to join District No. 10 Morrow County with District No. 6 Umatilla County. Umatilla is the larger community and has the better possibilities of a site for the consolidation. The proposal is to transport the students of Irrigon High School to Umatilla High School. This should make a student body of around seventy-five students. One new bus would be needed for the transportation.

Both grade schools could remain as they are at the present time. In event that more grade school space should be needed at Umatilla the overflow could be bussed to Irrigon. The bus could transport grade students to Irrigon and on the return trip could bring the high school students to Umatilla.

The distance between the two schools is seven miles. All of this mileage is on paved highway that is in excellent condition all year long.

The State of Oregon has passed legislation that covers all consolidation of public schools by law. The law requires that the pleasure of the citizens of the districts concerned must be voiced by ballot at an approved election. Providing a majority favor the proposal, a merger of the districts is accomplished to make the consolidation a reality.

There should be found in a progressive program of consolidation modern facilities, including an auditorium, gymnasium, cafeteria, swimming pool, shop and laboratories, not to mention the far better playground facilities and safer environment. The history of every society is marked by periods of relatively rapid and profound change. Integration of the powers that are manifested in this rapid change must come through education in the sciences, economics, politics, and philosophies if the student is to be a participating member of that society. The chief aim of any education is to equip the child to become successful and effective in his personal relations with his fellows.

Recommendations to be made in light of the research data compiled in this study are:

1. District No. 10 Morrow County to consolidate with District No. 6 Umatilla County.
2. The grade schools of the respective districts remain as they are.
3. Transport the students from Irrigon High School to Umatilla High School.
4. Bus routes should be along U. S. Highway No. 30.
5. Purchase of one new bus, thus five busses would be available.
6. Improvement of school plants.
7. Purchase of additional equipment.
8. Broaden and enrich the high school curriculum.
9. Improved instruction through hiring of better qualified teachers.
10. Improved instruction through teacher load reduction.
11. Better supervision of teaching through reduction of supervisors' teaching loads.
12. Better organization and management of schools through reduction of administrators' teaching loads.
13. Provision for improved student guidance through better qualified faculty personnel.
14. Closer integration of the cultural and economic resources of the two communities.

August 1948

A PLAN FOR A CONSOLIDATED SCHOOL UNIT
INVOLVING CERTAIN DISTRICTS IN
MORROW AND UMATILLA COUNTIES

by

EDWARD CARL ELLIOTT

A THESIS

submitted to the

OREGON STATE COLLEGE

in partial fulfillment of
the requirements for the
degree of

MASTER OF EDUCATION

August 1946

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ACKNOWLEDGMENT

To Doctor Riley J. Clinton, the writer wishes to take this opportunity to extend special gratitude for his constructive criticism of the set-up for the experimental work, and for his unfailing interest and counsel in the preparation of this thesis.

E. C. E.

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A PLAN FOR A CONSOLIDATED SCHOOL UNIT INVOLVING CERTAIN DISTRICTS IN MORROW AND UMATILLA COUNTIES

Chapter I

INTRODUCTION

The setting for this study is in a section of the State of Oregon that has long had historical significance. This chronicle starts about fifty years from the time the first white men of the present civilization explored and settled Eastern Oregon. Meriwether Lewis and William Clark, commissioned by Thomas Jefferson, were probably the first white men to set eyes upon this region which their party traversed along the Columbia River.

Before Eastern Oregon was sectioned into counties, this portion was known as Wasco County along with all Oregon east of the Cascade Range of mountains. Umatilla County was formed in 1862. It was named in respect to the Indian tribe of that name in the locality. Morrow County was formed out of a portion of Umatilla County in 1885 and was named after an early resident, J. L. Morrow.

Influence of the Union Pacific Railroad has been the predominant factor in the growth of the two counties. Agriculture, cattle raising, and lumbering have also played their part in the development.

MAP OF THE COUNTIES OF OREGON



The City of Umatilla, or the Old Umatilla Landing as it was called in early days, was the first county seat of Umatilla County. This was later changed and now the county seat is located at Pendleton, one of the largest cities of Eastern Oregon. Pioneer citizens of Umatilla contend that a cowboy band raided and stole the county records which led to the change of the county seat from Umatilla to Pendleton. The City of Heppner is the county seat of Morrow County.

The Columbia River borders both Morrow and Umatilla Counties on the north. The river has long been the natural resource that held the destiny of this land. In the next few years the Umatilla McNary Dam will be constructed across the Columbia River. The site of the dam is about two miles above the City of Umatilla. Government work starts on this project in the month of July, 1946. The dam will increase the potentialities of this great northwest region many fold.

Statement of the Problem

The problem of this study is to record the history and development and to plan an improved educational program for consolidation of certain districts in Morrow and Umatilla Counties. It is hoped that the study will

help the reader to a better understanding of the varied and complexed educational problems of the districts involved. It is desired that other educational institutions may profit through an understanding of these problems.

Sources of Data

The data used in this study were obtained from the testimony of pioneer people of the communities in the counties involved, school records, and research in the available library references. In checking materials, if it appeared that materials were unreliable, they were not used.

Purpose of the Study

The materials recorded and collected in this study should add to the composite history of the educational institutions of Oregon. The history and development of all the schools of Oregon may, at some time, be compiled in a study, and the material in this study may contribute to that work. The plan of consolidation itself lends purpose to the study. The values gained by the use of a better qualified faculty in a larger school system will give a better educated product. The combined finances of the districts should improve the facilities and would

inaugurate new departments with a larger choice of subjects for students. New equipment can be purchased which will be utilized for modernizing the school plant.

Limitations of the Study

One of the limitations of the study is the fact that much of the early background must be obtained from the memory of persons, which at the best is faulty. Another limitation is the tendency of the pioneers to play up the importance of education and describe the institutions in glowing terms rather than listing factual material.

CHAPTER II

EARLY HISTORY OF THE DISTRICTS INVOLVED

The land along the Columbia River in Morrow and Umatilla Counties is to a great extent sandy. The soil is productive wherever water is available to plant life. The geographical location and the topography of these districts determine largely their inherent nature in industrial and vocational aspects. The land is cleared with little effort as the only obstacle is the abundant sage brush growing all over the region. Some means of holding the fine sandy soil must be used, or the frequent winds up the Columbia River will cause serious soil loss by wind erosion. A portion of the land has a quantity of scab rock which makes it usable only for range and pasture.

Such crops as wheat, oats, alfalfa, varieties of melons, fruits, and vegetables provide seasonal employment for those seeking work. Another possibility of agricultural pursuit in these districts lies in dairying. The land which the farmers are building up provides fine pasture for cattle.

The Union Pacific Railroad has long used the town of Umatilla as a division point and repair plant for

equipment; therefore, a large proportion of the people in the area gain a livelihood from this source of employment.

Another industry that has been gaining in growth is the river traffic. Oil companies ship their products by river barge to the head of navigation at Umatilla. Here the gasoline is pumped into large storage tanks to be distributed into the Inland Empire of Washington, Eastern Oregon, and Idaho. The barges are loaded with grain on the return trips down the river.

The Umatilla Rapids are about two miles above the City of Umatilla. This has been the barrier to river traffic that made the City of Umatilla head of navigation on the Columbia River. Only small barges can ascend the rapids and considerable danger is involved. The Umatilla McNary Dam will correct this navigation hazard by a system of locks.

Case and Case have written the following description of the true East Oregonian native:

Here a man may still ride his horse from dawn until dusk without seeing another human being; here a town of six thousand is a highly organized and influential city; here the urban center of thousands of square miles may have located inside its city limits an authentic and entirely casual Indian village; here a single man with a post office can incorporate

a "one-man" town and put himself on the map.

A cloudburst may still turn up skeletons from a dry wash, and local gossip will tell the story of a sheepman who engaged herders to tend his sheep all year and "paid" them at the end with a shotgun, laying them away in peace under the near-by gravel.

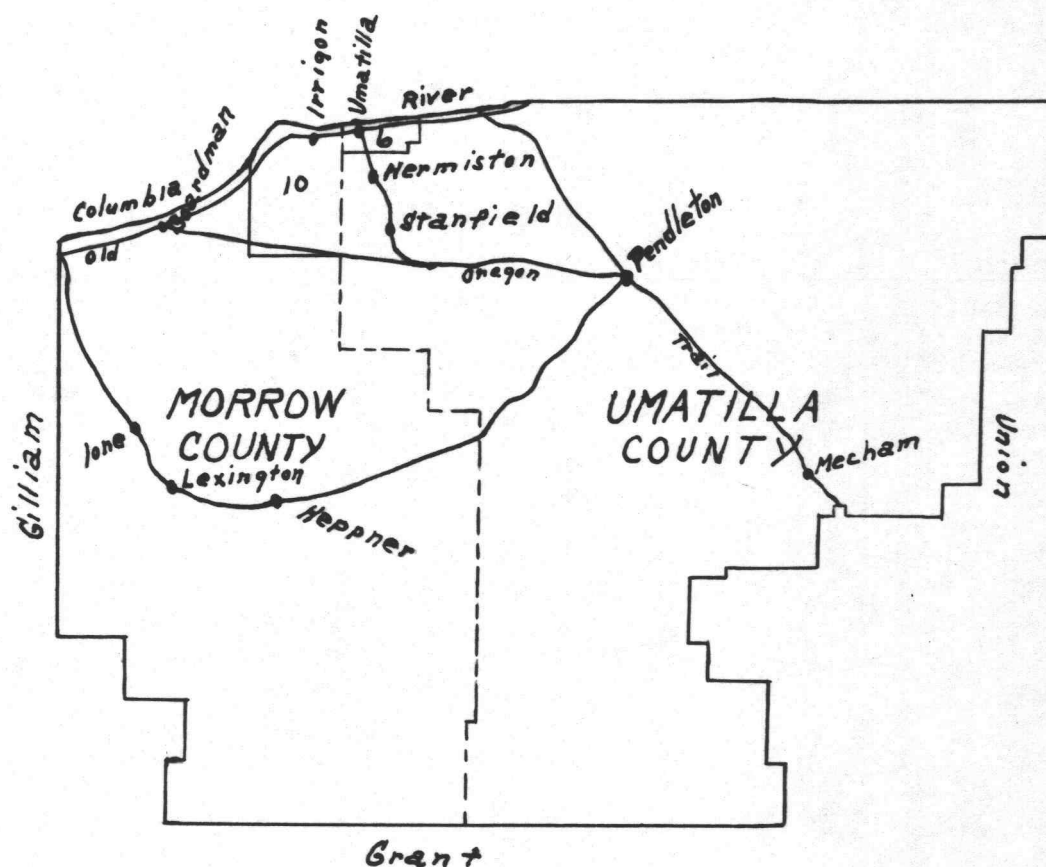
They travel across the Cascades and descend the western slopes of the high country, to visit Portland on the Willamette River and Seattle and her sister cities on Puget Sound. The trip across the range takes perhaps an hour by automobile, a few minutes by airplane. They take their sons and daughters to the state university, transact business at the industrial centers, hear the symphony orchestra and see the latest theater productions, visit the style shops and the automobile show and the state fair, deck themselves in silks and furs for a night at the Pacific International Horse Show, and loll for a few days by the ocean. Then they flee gratefully back across the narrow mountain barrier to their own beloved sand and sagebrush and give thanks that they have escaped from the oppressive comfort of the lower valley.¹

Generally speaking there is by far a minority of foreign element in the communities. There are a few families of Greek nationality in the community of Umatilla. These people make fine citizens and gain a livelihood from agricultural pursuits and as railroad workers.

The most representative groups are of German, Dutch, and Irish descent. Many people have the impression that

¹Case, R. O., and V. Case, Last Mountains, 1945, p. 207.

MAP OF MORROW AND UMATILLA COUNTIES



LEGEND	
10-6	School District
•	City
~	State Highway

the City of Umatilla is inhabited by the tribe of Indians by the same name. This is not the situation as the Umatilla Indian Reservation is located at Mission, Oregon, some fifty miles distant in the vicinity of Pendleton.

The people in these communities are progressive and have a pride in the development of their local government. The Oregonian staff writer, Paul Hauser, gives front page news to an idea that is in the minds of some progressive citizens of the region. Hauser gives the caption below as a head line and continues with the story:

Secession, 37th County Plan Brewing Among Umatilla, Morrow Sector Leaders

Oregon's "youngest" county--McNary County--has been growing in the minds of Commercial Club members of four Umatilla and two Morrow county towns, and a campaign to make the mental embryo a reality with taxes, a courthouse, a sheriff and everything will be launched.

Announcement of the proposed plan to get portions of Morrow and Umatilla counties to secede to make Oregon's 37th county--a division of government to be named after the late Senator Charles L. McNary--was made Thursday by W. R. Nugent, president of the Umatilla Chamber of Commerce.

Six Towns Join

Nugent, near whose home town the army engineers will build McNary Dam, said Umatilla, Hermiston, Stanfield and Echo in Umatilla County and Boardman and Irrigon in Morrow County are joined in the movement.

Nugent said that six towns feel that they have not been getting enough for their tax money from their present counties, but County Judge Carl W. Chambers of Umatilla County wondered if the old and established bit of larceny hadn't helped the plan's forming.

That was the theft in the 1880s of the Umatilla County courthouse from Umatilla where the county split plan seems to originate. It happened one dark night when a bunch of buckaroos from Pendleton rounded up the courthouse, the tax rolls and the spare deputy sheriff badges and took them home. Pendleton has been the county seat ever since, a fact which still rankles in the hearts of some Umatilla old-timers.

Chambers doesn't think the proposal would have much chance. "They would be taking the poorest parts of both counties," he said, pointing out the many financial problems of presently constituted local governments.

Nugent thinks the slice of Eastern Oregon he and his partisans hope to fix up with a courthouse has chances of being the richest county in the state, come completion of McNary Dam.

Morrow Man Skeptical

The district, he pointed out, is made up largely of irrigated lands (it includes the Boardman irrigation project) and varies in its interests from the predominantly wheat lands of the rest of the two counties. He said it was felt that the area has been neglected in both road development and school program.

County Judge Bert Johnson of Morrow County doesn't think much of the secession idea, either. He said he couldn't conceive of the people of his county voting to slice off their northern portion.

Neither the Umatilla nor the Morrow county courts have taken official notice of the proposal, both judges said. And if there's going to be any more courthouse swiping in Umatilla county, Pendleton, which has reformed since the 1880s, is undoubtedly agin it.

A petition bearing names of 40 per cent of the voters of the area to be within the proposed new county would have to be presented to the Umatilla and Morrow county courts to place the issue on the ballot.

Election Order Required

If the courts should find that the proposed county meets constitutional restrictions, they then would order an election to be held at the same time as the next general election. All the voters of both counties would vote on the proposition.

Under the state constitution, counties must have at least 400 square miles and a population of 1200. Population of Umatilla County for the 1940 census was 26,030; that of Morrow County 4,337.

Deschutes County, split from Crook County in 1916, is Oregon's newest county.²

The idea of forming the new county may have many advantages toward the development of this sector of the state. The significant part of this situation as far as this study is concerned is the attitude of the citizens of this region toward consolidation. If the people are interested in consolidating their government they may have similar interest along these lines with their schools. Some might think that an idea of secession is just opposite to the principles of consolidation. In this case where the small towns are grouping together to

²Hauser, Paul, "Secession, 37th County Plan Brewing Among Umatilla, Morrow Sector Leaders", in The Oregonian, July 19, 1946.

knit a larger unit of government the tendency would seem to be a reorganization and consolidation.

The Oregonian comments editorially in a following edition of the paper in this light.

Too Many Counties

If the enterprising cities of Umatilla, Hermiston, Stanfield, Echo, Boardman and Irrigon had proposed, instead of the carving of a third county out of Umatilla and Morrow, that Umatilla and Morrow be united in one, then we can imagine a good deal of public support.

It is merger rather than fragmentation which is needed in these days of the motor car and hard surfaced roads. Oregon is far from being one of the worst offenders in this particular. Our counties are fairly good sized by comparison, for example, with Iowa. But even here the duplication of county costs has become entirely out of date, in view of the speed of transportation.

If the communities around the proposed site of McNary Dam are really serious in their complaints, and if they expect to outstrip the old areas economically, why don't they go out for a combined county with a new seat of government? In that manner they could at least appeal to the electorate on the basis of frugality.³

The future holds the solution to this problem but it seems logical that the present county boundaries will hold in the face of a vote brought before all the citizens in each county concerned. The greater population areas are in the portion of the counties which would be opposed to the split.

³Editorial, The Oregonian, July 20, 1946

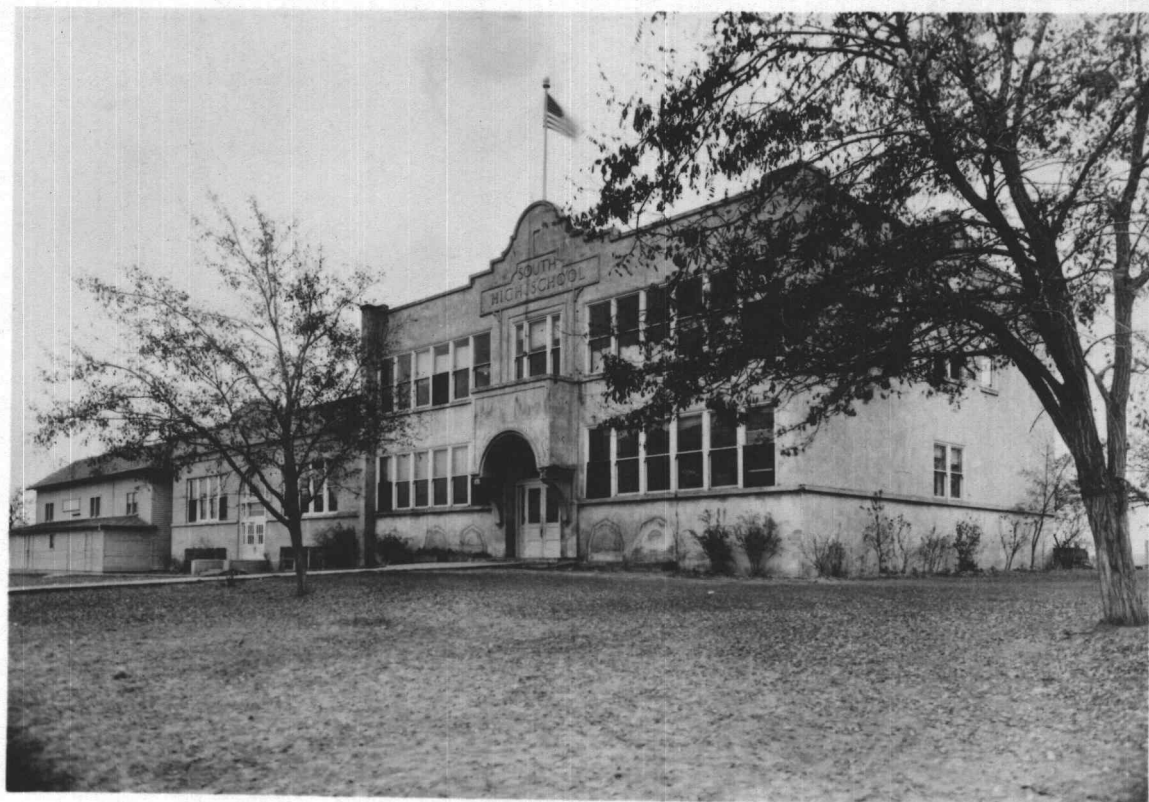
District No. 6 Umatilla County

Umatilla Public Schools were established in District No. 6 of Umatilla County prior to the establishment of the school system at Irrigon in District No. 10 of Morrow County. For this chronological reason the study will start with the Umatilla system.

The school at Umatilla was one of the very first in the county. School was taught there in the early 1880's but as to the exact date there seems to be much controversy. The Umatilla Landing was used in this period as the terminal for travel from the East down the Columbia River. Umatilla has enjoyed population flourishes that have gone well over five thousand people. The original school was built near the river on the north side of the railroad tracks. This building was used for many community enterprises and purposes, including a means of protection as a fort against Indian attack. The building is still standing and is being preserved and kept in repair by the present school district. At this time it is being used by the citizens of Umatilla as a community hall for such civic undertakings as handicraft classes, city and district polls, and religious classes.

The county designated No. 6 to the district which includes Umatilla Public Schools. The district has an

UMATILLA PUBLIC SCHOOLS



DISTRICT NO. 6 UMATILLA COUNTY

area of around twenty four square miles. Through the years the district has been able to meet the financial burden of maintaining the public schools and at present has no indebtedness as shown in Table I, page 17. In 1945, the Oregon Historical Society picked the Umatilla public Schools as a site to erect a marker honoring the Old Oregon Trail. The School is the only one in Umatilla County that has been given this honor. This plaque has been mounted on the front entrance of the present high school building.

Umatilla Public Schools

District No. 6 chose the site for a new high school building in 1914. The high school was to be built on the south side of the railroad where it held a prominent view of both the Umatilla and the Columbia Rivers. Because of the location of the school, it was named South High School. The project was completed in 1915. The building is two stories and of concrete construction. At first the new high school housed the grade school, but in 1923 a new wing was added for the grade school. All of the school classrooms are built to accommodate twenty-five students. The gymnasium is one of the largest in the area and is built of wood construction. The picture of the school plan appears on page 15.

TABLE I

Bonded Indebtedness of District No. 6 Over a Twenty-six
Year Period

YEAR	INDEBTEDNESS
1920-21.....	\$
1921-22.....	
1922-23.....	20,000.00
1923-24.....	
1924-25.....	
1925-26.....	35,000.00
1926-27.....	30,400.00
1927-28.....	30,018.40
1928-29.....	22,000.00
1929-30.....	27,000.00
1930-31.....	34,600.00
1931-32.....	34,000.00
1932-33.....	
1933-34.....	13,000.00
1934-35.....	24,000.00
1935-36.....	24,000.00
1936-37.....	23,800.00
1937-38.....	22,600.00
1938-39.....	21,800.00
1939-40.....	19,800.00
1940-41.....	22,000.00
1941-42.....	20,000.00
1942-43.....	
1943-44.....	
1944-45.....	
1945-46.....	

Enrolment in the high school has fluctuated through the years as shown by Table II, page 19. The largest enrolment was in the school year 1934-35 and the smallest enrolment in 1915-16. The average in late years has been around forty-five students.

The state suggested program of studies for a four-teacher high school has been used at Umatilla with very little variation. A weakness of this program is that with few teachers, subjects must be alternated from year to year. Very few electives can be offered to the student to make the program attractive to his interests.

In the ninth grade, English I, ninth grade arithmetic or general mathematics, personal and business relations, world geography and civilizations, physical education and health are taught. General science may be alternated from year to year. Personal and business relations is the normal ninth grade social studies course, but if the experiences included in it are supplied otherwise, world geography and civilizations should take its place.

The tenth grade offers English II, biology, Typing I, world history, physical education and health.

The eleventh grade may alternate many of the subjects with the twelfth grade. English III, consumer science, United State history and government, music, algebra,

TABLE II

The Enrolment of Umatilla High School Over a Thirty-two
Year Period

YEAR	ENROLMENT
1914-15.....	3
1915-16.....	0
1916-17.....	4
1917-18.....	2
1918-19.....	8
1919-20.....	8
1920-21.....	8
1921-22.....	10
1922-23.....	26
1923-24.....	37
1924-25.....	33
1925-26.....	41
1926-27.....	48
1927-28.....	48
1928-29.....	41
1929-30.....	36
1930-31.....	39
1931-32.....	32
1932-33.....	40
1933-34.....	43
1934-35.....	65
1935-36.....	44
1936-37.....	46
1937-38.....	47
1938-39.....	39
1939-40.....	42
1940-41.....	40
1941-42.....	42
1942-43.....	59
1943-44.....	49
1944-45.....	47
1945-46.....	39

geometry, public speaking, physical education and health are included in the program.

The twelfth grade has English IV, bookkeeping, commercial law, socio-economic problems, advanced general mathematics, home relations, physical education and health.

Not all of the subjects mentioned could possibly be taught by four teachers, but those that fit the preparation for college entrance are emphasized.

One out of five students that graduate from Umatilla High School attend some college. The institution that draws most of these students is Eastern Oregon College of Education located at La Grande, Oregon. Many of the other graduates are absorbed in the community.

In order to prevent the aimless election of subjects and to encourage the concentration of training within definite fields, a system of majors and minors was for many years in effect in Oregon high schools. This system served an important purpose, but it became increasingly evident that the grouping of subjects into major and minor fields is a rather arbitrary device and sometimes hinders the free selection of courses in line with a worthy purpose. In 1937 its discontinuance was recommended by the State Department of Education. Careful planning of each individual's program rather than the blind following of a major and minor requirement is to be desired.

District No. 10 Morrow County

During the late eighties the northern part of Morrow County along the Columbia River was rapidly settled by prospective wheat farmers. The settlers soon abandoned this land as it was found that the land could not be made to produce without additional moisture.

In 1902 attention was again called to the sandy country in the north part of the county that adjoins Umatilla County. Settlement was attempted at this time when prospects for irrigating the level sands became evident. A dirt canal leading from the Umatilla River was constructed in 1903, this reclaimed a portion of the country now surrounding the town of Irrigon.

The school district number given by the county to the community of Irrigon was number ten. Accordingly, the little center of Irrigon was established and the first school in the vicinity was built in 1904. This school-house was a small frame structure but of good construction and adequate for the needs of the new community. L. B. Kicker was the first teacher employed, and there was no attempt to teach grades above the eighth grade level at that time.

In 1914 interest again shifted to the north part of Morrow County where plans were being made for the reclamation of the sandy flats west of the Irrigon project.

TABLE III

Bonded Indebtedness of District No. 10 Over a Twenty-Six
Year Period

YEAR	INDEBTEDNESS
1920-21.....	\$ 257.52
1921-22.....	40,647.61
1922-23.....	
1923-24.....	40,000.00
1924-25.....	43,000.00
1925-26.....	40,000.00
1926-27.....	40,000.00
1927-28.....	40,000.00
1928-29.....	3,500.00
1929-30.....	34,270.00
1930-31.....	35,000.00
1931-32.....	31,000.00
1932-33.....	27,000.00
1933-34.....	23,000.00
1934-35.....	20,000.00
1935-36.....	14,000.00
1936-37.....	8,000.00
1937-38.....	5,000.00
1938-39.....	5,000.00
1939-40.....	2,000.00
1940-41.....	
1941-42.....	
1942-43.....	
1943-44.....	
1944-45.....	
1945-46.....	

Government surveyors, appearing just frequently enough to maintain the hope of the scattered families of this section, finally had their data used. The concrete canal was completed to Irrigon in 1914, replacing the old dirt canal built in 1902. The canal was completed to the present Boardman project in 1915, and settlement began in earnest in this section.

Some data taken from the county school superintendent's office of Morrow County given information on District No.

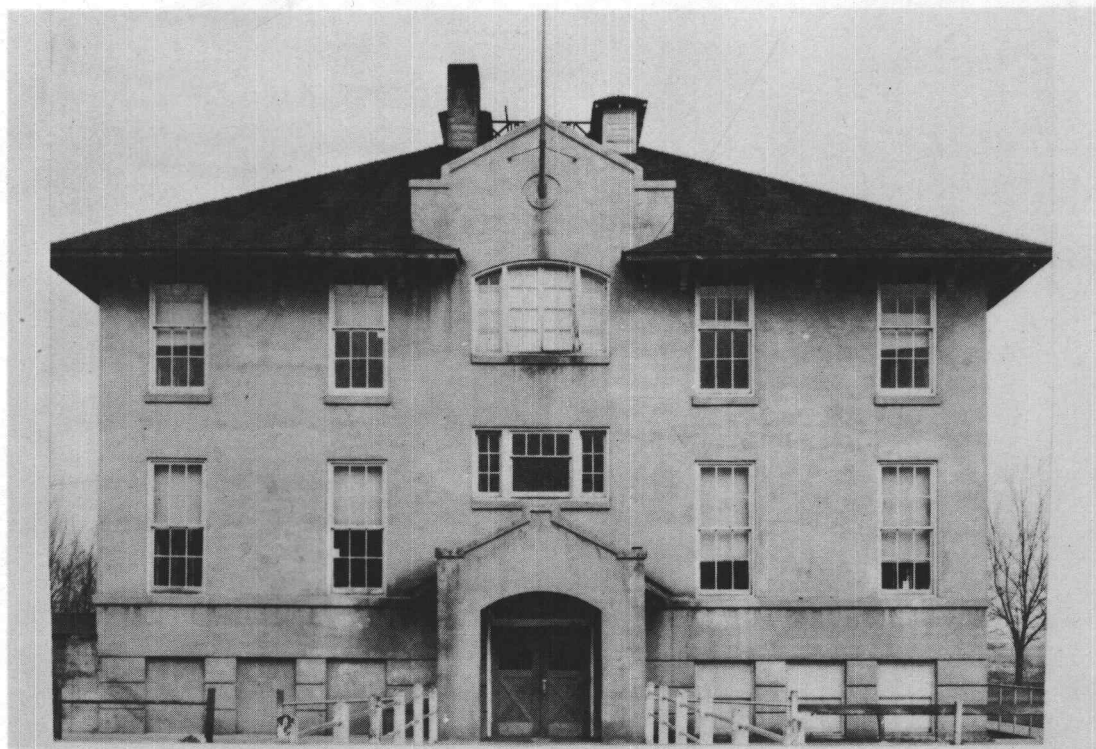
10:

The Irrigon school district was bonded recently for from \$35,000.00 to \$40,000.00. A new school building is being erected and the grounds enlarged. Districts No. 10 (Irrigon) and No. 25 (Boardman), and No. 26 (Pine City), furnish transportation to and from school. The average cost of each vehicle is \$427.00 per year. Morrow County has always been proud of its record of membership in the O. S. T. A. and the county superintendent reported the year of 1922 as the third one in which the county had enrolled every member of its teaching force in the association. By this time the Irrigon School has been completed and a high school was in operation there for the first time. There were two teachers in the high school and three in the grade school at Irrigon.⁴

More information on the bonded indebtedness of District No. 10 is given in Table III, page 22. The financial condition of the district is very good with no bonded indebtedness for the last six years.

⁴Morrow County School Superintendent's Office, Records and Proceedings, 1920-1921. p. 15.

IRRIGON PUBLIC SCHOOLS



DISTRICT NO. 10 MORROW COUNTY

Irrigon Public Schools

The present Irrigon Public School building is pictured on page 24. A good source of information on a high school is often found in the school's student year book. The Comet of Irrigon High School has this to say about the school history.

Our school has developed from a country school which had two grade teachers and one high school teacher to a four teacher grade and a three teacher high school. The present building was finished in the spring of 1922; however, the old school was used as a gymnasium until July 4, 1923, when it burned.

The first graduation exercise held in the new building honored one of our present school board members, Marshall Markham, who was the only graduate.

Professor Krause organized the first Band in 1926. Professor Maaske organized a 4-H Band which he took to Portland to perform. During the next few years this Band became outstanding and placed first in the State Band Contest.

In 1928 a new gymnasium was added to the building, followed later by the addition of a garage for the school busses and furnished apartments for the faculty. There was no record of any further improvements until this year when, under Professor Elliott's direction, Lester Seits and L. C. Aldrich made the following improvements. Cloakroom and closet spaces were built in three grade school rooms; the grade school and high school libraries were separated; and magazine racks, newspaper racks, and library shelves were built in the high school library. Cupboard space was added in the typing room; the office was enlarged and remodeled; a school trophy case was added in the lower hall; and two new front doors were hung.

TABLE IV

The Enrolment of Irrigon High School Over a Thirty-two
Year Period

YEAR	ENROLMENT
1914-15.....	8
1915-16.....	11
1916-17.....	13
1917-18.....	5
1918-19.....	0
1919-20.....	7
1920-21.....	8
1921-22.....	14
1922-23.....	14
1923-24.....	21
1924-25.....	11
1925-26.....	11
1926-27.....	11
1927-28.....	13
1928-29.....	9
1929-30.....	13
1930-31.....	17
1931-32.....	26
1932-33.....	26
1933-34.....	26
1934-35.....	14
1935-36.....	18
1936-37.....	21
1937-38.....	24
1938-39.....	26
1939-40.....	23
1940-41.....	25
1941-42.....	26
1942-43.....	38
1943-44.....	37
1944-45.....	39
1945-46.....	33

Plans were made for remodeling of the sidewalks and painting of the building. The students are eagerly looking forward to the school board's authorization of a badly needed painting, plastering, and kalsomining job in the coming year.⁵

Enrolment in the high school has fluctuated through the years as shown by Table IV, page 26. The largest enrolment was in the school year 1944-45 and the smallest enrolment in 1918-19. The average in late years has been around thrity-two students.

The state suggested program of studies for a three-teacher high school has been used at Irrigon with very little variation. A weakness of this program is that with few teachers subjects must be alternated from year to year. Very few electives can be offered to the student to make the program attractive to his interests.

In the ninth grade English I, ninth grade arithmetic or general mathematics, personal and business relations, world geography and civilizations, physical education and health are taught. General science may be alternated from year to year. Personal and business relations is the normal ninth grade social studies course, but if the experiences included in it are supplied otherwise, world geography and civilizations should take its place.

The tenth grade offers English II, biology, Typing I, world history, physical education and health.

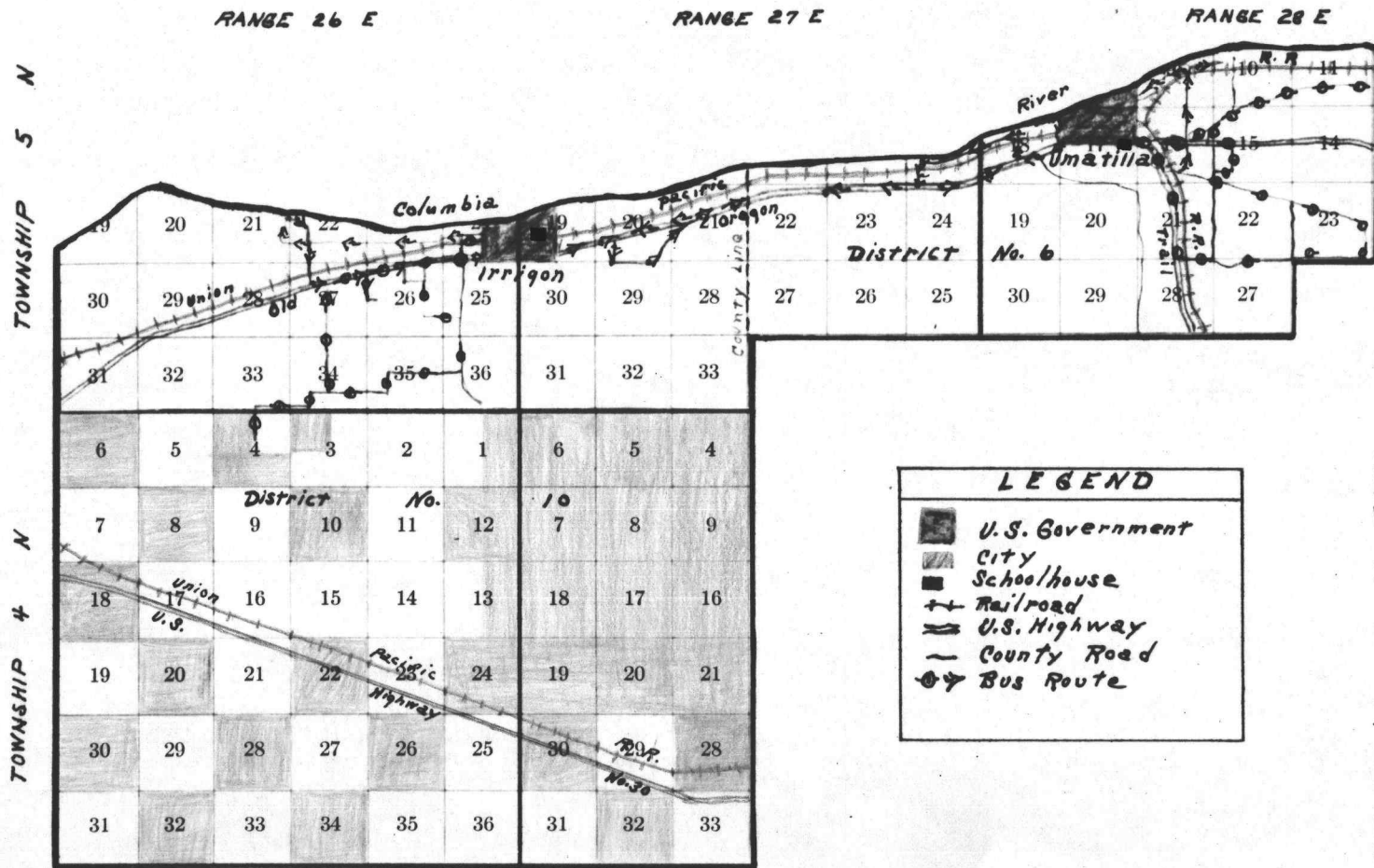
⁵Irrigon Comet, Yearbook, 1945, p. 2

The eleventh grade may alternate many of the subjects with the twelfth grade. English III, consumer science, United State history and government, music, algebra, geometry, public speaking, physical education and health are included in the program.

The twelfth grade has English IV, bookkeeping, commercial law, socio-economic problems, advanced general mathematics, home relations, physical education and health.

Not all of the subjects mentioned could possibly be taught by three teachers, but those that fit the preparation for college entrance are emphasized.

One out of nine students that graduate from Irrigon High School attend some college. The institution that draws most of these students is Eastern Oregon College of Education located at La Grande, Oregon. Another institution that takes its share of students is Whitman College located at Walla Walla, Washington. Many of the graduates find their places in the community and others migrate to find work.



MAP OF SCHOOL DISTRICTS NO. 6 UMATILLA COUNTY
AND NO. 10 MORROW COUNTY

CHAPTER III

THE PLAN OF CONSOLIDATION

The Oregon School Law gives the following procedure governing consolidation of school districts.

Whenever two or more contiguous school districts in this state shall desire to consolidate for the purpose of forming one district, a petition from each of such districts shall be presented to the district boundary board of the county in which the largest district shall be situated, setting forth specifically the districts it is proposed to consolidate. Such petition, if from a district of the first class, must contain the signatures of at least 100 legal school voters; if from a district of the second class, at least fifty legal school voters; and if from a district of the third class, must contain at least five legal voters, and shall request the district boundary board to submit to the legal voters of the several districts, the question of the consolidation of such districts. Upon receiving such petition, the district boundary board shall, within ten days, notify the district school board of each of the districts designated by the petition and fix the date for a school meeting in each district to vote upon the question. Each district school board receiving such notice shall cause its district clerk to publish a notice for a special meeting to be held upon the date so designated to vote upon the question of consolidation of the districts designated in the notice from the district boundary board, which districts shall be specifically designated in the notice for the meeting.

It is my opinion that when districts are consolidated they are consolidated for all purposes and since they have heretofore consolidated for high school purposes only as soon as

they have been consolidated for all purposes, the union high school district is automatically dissolved and merged into the consolidated district, and all of the property, real and otherwise, belonging to the union high school district becomes the property of said consolidated district and is, therefore, subject to the control of the district school board of said consolidated district. (Opinion of Attorney General, June 27, 1922.)¹

Whenever two or more contiguous school districts in this state shall desire to consolidate for the purpose of forming one district, a petition from each of such districts shall be presented to the district boundary board of the county in which the largest district shall be situated, setting forth specifically the districts it is proposed to consolidate. Such petition, if from a district of the first class, must contain the signatures of at least 100 legal school voters; if from a district of the second class, at least fifty legal school voters, and if from a district of the third class, must contain at least five legal school voters, or one-third of the legal voters of districts of any class, and shall request the district boundary board to submit to the legal voters of the several districts, the question of the consolidation of such districts. Upon receiving such petition, the district boundary board shall, within ten days, notify the district school board of each of the districts designated by the petition and fix the date for a school meeting in each district to vote upon the question. Each district school board receiving such notice shall cause its district clerk to publish a notice for a special meeting to be held upon the date so designated to vote upon the question of consolidation of the districts designated in the notice from the district boundary board, which districts shall specifically be designated in the notice for the meeting.²

¹Oregon, School Laws, 1937, pp. 39-40

²Ibid., Supplement, 1939, p. 8

The following amendment to the consolidation laws was adopted in 1945.

If the board shall determine from the returns that a majority of all votes cast in each of the said districts is in favor of the consolidation, it immediately shall notify the district school board of each district concerned of the result of such election. Within 10 days from the date of such notices, the district boundary board shall consolidate all said districts into one district, the limits and boundaries of which shall conform to and be the same as the limits and boundaries of the territory included in all of the districts thus consolidated; provided, that the district boundary board, when it is deemed to the best interest of the districts, may order a consolidation to become effective at the beginning of the next fiscal school year. If the district boundary board shall determine that less than a majority of all the votes cast in any one of the said districts is in favor of consolidation, then said board shall notify the district school board concerned that the proposition to consolidate the said district is defeated. After such district boundary board shall have canvassed the vote on the proposition to consolidate, the county school superintendent shall preserve in his office the ballots, tally sheets and poll lists in their original envelope for a period of one year. If a majority of the vote cast in each district is not in favor of the consolidation, those contiguous districts which voted in favor of the consolidation shall be consolidated into one district; provided, however, if within 10 days after the election 10 of the legal voters of any one of such contiguous districts shall file a remonstrance with the district boundary board, it shall direct the board of directors of such district to hold a special election for the

TABLE V

Warranted Indebtedness of District No. 6 Over a Sixteen
Year Period

YEAR	INDEBTEDNESS
1930-31.....	\$
1931-32.....	2.70
1932-33.....	
1933-34.....	1,113.00
1934-35.....	89.63
1935-36.....	175.07
1936-37.....	
1937-38.....	93.08
1938-39.....	
1939-40.....	3,000.00
1940-41.....	
1941-42.....	442.49
1942-43.....	
1943-44.....	
1944-45.....	
1945-46.....	

purpose of determining whether such school district shall become a part of such consolidated district, the time of the election to be determined by the district boundary board; provided, that it shall not be necessary in any such district to require more than a majority of the legal voters to sign such remonstrance. If, at such election, the vote is against becoming a part of such consolidated district, such district shall not be included in the consolidated district; in which event only districts which are contiguous shall be included in the consolidated district.³

One of the first problems to arise in a consolidation program after the technicalities of the law are explained is the financial status of the districts involved. Neither District No. 6 nor District No. 10 has had any bonded or warranted indebtedness during the last four years. Tables I, page 17, and III, page 22, verify this sound financial standing in regard to the bonded indebtedness of the districts.

Tables V, page 33, and VI, page 35, give the warranted indebtedness of the districts over a sixteen-year period. The policy of both districts has been to stay on a pay-as-you-go basis; therefore, the districts could consolidate without embarrassment to either. The sound financial condition of these districts may be attributed to some extent to the fact that the public utilities pay a large portion of the taxes. In fairness to the people of the districts, it must be said that they furnish their share of the taxes.

³Oregon, School Laws, Supplement, 1945, pp. 11-12.

TABLE VI

Warranted Indebtedness of District No. 10 Over a Sixteen
Year Period

YEAR	INDEBTEDNESS
1930-31.....	\$ 3,354.49
1931-32.....	2,900.56
1932-33.....	2,332.12
1933-34.....	570.06
1934-35.....	
1935-36.....	
1936-37.....	
1937-38.....	
1938-39.....	
1939-40.....	542.75
1940-41.....	
1941-42.....	356.77
1942-43.....	
1943-44.....	
1944-45.....	
1945-46.....	

Both District No. 6 and District No. 10 make up a budget each year that averages over thirty thousand dollars. Table VII, pages 37, 38, 39, 40, and 41 give in detail the amounts that have been budgeted for District No. 6 for the school year 1946-47.

Table VIII, pages 42, 43, 44, 45, and 46 is the budget for the school year 1946-47 indicating the typical distribution of the various expenditures in District No.10.

The desirability and need of greater efficiency in the operation of the public schools throughout the United States has brought forth a movement of consolidation of school districts for the purpose of operating and maintaining better schools. The trend of our economic society has rendered the small school district inefficient in the operation and maintenance of our public schools. Experts in the field of education and social welfare have attempted to work out a solution for this perplexing problem and have found at least a partial answer in consolidation.

Consolidated schools often are so planned as to give weight not to sociological but to financial factors, that is, emphasis is placed upon ability to maintain a satisfactory school at a minimum cost. The fact that expenditures may be reduced should not obscure the more important fact that children have better educational advantages.

TABLE VII

Budget for District No. 6 of Umatilla County

For Fiscal School Year 1945-46

Estimated Receipts

1.	Estimated balance on hand at the beginning of the fiscal school year (July first) for which the budget is made	\$ 1000.00
2.	To be received from the County School Fund	2152.00
3.	To be received from the Elementary School Fund	1750.00
4.	To be received from the State Irreducible School Fund	171.00
5.	To be received for Vocational Education from (State and Federal Funds)	
6.	To be received from the Non-High School District for:	
	Tuition	
	Transportation	
7.	To be received from tuition for elementary school pupils	
8.	To be received from interest on deposits and sinking fund	
9.	To be received from other sources	
10.	Rentals:	
	Teachers' apartments	
11.	TOTAL ESTIMATED RECEIPTS	
	(Items 1 to 9 inc.)	\$ 2225.70

Estimated Expenditures

	Elementary	High School	TOTAL
I. GENERAL CONTROL			
1. Personal service:			
(1) Superintendent . . .	\$543.75	\$543.75	
(2) Clerk	180.00	180.00	
(3) Stenographers & other office as- sistants			
(4) Compulsory education & census	5.00	5.00	
(5) Other services . . .			
2. Supplies	75.00	75.00	
3. Elections & publicity .			
4. Legal service (clerk's bond, audit, etc.) . . .	20.00	20.00	
5. Other expense of general control:			
(1)			
6. General Expense Control			
Total			\$1651.50

II. INSTRUCTION--Supervision

1. Personal service:			
(1) Principals	543.75	543.75	
(2) Supervisors			
(3) Travel expense . . .			
(4) Other expense of supervision			
(5) Stenographers and other office assist- ants	75.00	75.00	
2. Supplies, principals & supervisors	100.00	100.00	
3.			
4. Other expense of super- vision	250.00	250.00	
5. Total Expense, Supervi- sion			\$1937.50

	Elemen- tary	High School	TOTAL
III. INSTRUCTION--Teaching			
1. Personal service:			
(1) Teachers	\$14300.00	\$10575.00	
(2) Other teaching ex- pense			
(3)			
(4)			
2. Supplies (chalk, paper, etc.)	150.00	250.00	
3. Textbooks	375.00	50.00	
4. Library supplies, re- pairs	20.00	55.00	
5. Other expense of teach- ing	100.00	100.00	
6. Total expense of teach- ing			\$25975.00

IV. OPERATION OF PLANT			
1. Personal Service:			
(1) Janitors & other em- ployees	1400.00	1300.00	
(2)			
(3)			
2. Janitors' supplies	325.00	325.00	
3. Fuel	350.00	350.00	
4. Light and Power	225.00	225.00	
5. Water			
6. Telephone	75.00	75.00	
7. Other expense of opera- tion			
8. Telegraph			
9.			
10. Total Expense of Opera- tion of Plant			\$4650.00

V. MAINTENANCE & REPAIRS

1. Repair and maintenance of furniture & equipment	150.00	100.00	
2. Repair & maintenance of buildings & ground . . .	1000.00	1000.00	

	Elemen- tary	High School	TOTAL
<hr/>			
V. MAINTENANCE & REPAIRS (cont.)			
(1) Grounds			
(2) Sinking fund			
3. Other expense of mainten- ance & repairs	\$150.00	\$150.00	
4. Total Expense of Mainten- ance & Repairs			\$2550.00

VI. AUXILLIARY AGENCIES

1. Library:			
(1) Personal Service (librarian, etc.) . .			
(2) Library books			
(3) Supplies, repairs, etc.	25.00	25.00	
2. Health Service:			
(1) Personal service (nurse, etc.)	20.00	20.00	
(2) Supplies & other ex- penses (Cafeteria) . .	900.00	450.00	
3. Transportation of pupils:			
(1) Personal service . .	1750.00	1750.00	
(2) Supplies & other ex- penses			
(3) Repair & replacement of buses			
(4)			
4. Other auxiliary agencies:			
(1) Personal services . .	150.00	150.00	
(2) Supplies & other ex- penses			
(3)			
5. Total Expense of Auxili- ary Agencies			\$5240.00

	Elemen- tary	High School	Total
<hr/>			
VII. FIXED CHARGES			
1. Insurance	\$300.00	\$300.00	
2. Other fixed charges . .			
3. Rent			
4. Retirement			
5. Total Fixed Charges . .			\$2160.00

VIII. CAPITAL OUTLAYS

1. New Sites			
2. New buildings			
3. Alteration of build- ings (not repairs) . .			
4. New furniture, equip- ment & replacements .	250.00	250.00	
5. Assessments for bet- terments (Band) . . .	2500.00	2500.00	
6. Other capital outlays: (Library books) . . .	25.00	475.00	
7. Total Capital Outlays			\$6000.00

IX. DEBT SERVICE-NON-BONDED

1. Interest on warrants	
2. Interest on other indebtedness & bank charges	
3. Total Debt Service, Non-Bonded	

X. EMERGENCY	\$2000.00
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RECAPITULATION

Total estimated expenses for the year (sum of items I-6, II-5, IV-8, III-6, V-4, VI-5, VII-4, VIII-7, IX-9, X)	\$52164.00
Total estimated receipts, not including pro- posed tax	\$ 2225.00
Balance, amount to be raised by district tax . .	\$49939.00

TABLE VIII

Budget for District No. 10 of Morrow County

For Fiscal School Year 1945-46

Estimated Receipts

1.	Estimated balance on hand at the beginning of the fiscal school year (July first) for which the budget is made	\$1700.64
2.	To be received from the County School Fund	1530.18
3.	To be received from the Elementary School Fund	1006.66
4.	To be received from the State Irreducible School Fund	189.20
5.	To be received for Vocational Education from (State & Federal Funds)	
6.	To be received from the Non-High School District for:	
	Tuition	
	Transportation	
7.	To be received from tuition for elementary school pupils	
8.	To be received from interest on deposits & sinking fund	
9.	To be received from other sources	
10.	Rentals:	
	Teachers' apartments	600.00
11.	TOTAL ESTIMATED RECEIPTS (Items 1 to 9, Inc.)	\$9026.68

Estimated Expenditures

	Elemen- tary	High School	TOTAL
I. GENERAL CONTROL			
1. Personal service:			
(1) Superintendent	\$ 90.00	\$ 60.00	
(2) Clerk			

	Elemen- tary	High School	TOTAL
I. GENERAL CONTROL (cont.)			
(3) Stenographers & other office as- sistants			
(4) Compulsory education & census	\$ 9.00	\$ 6.00	
(5) Other services			
2. Supplies			
3. Elections & publicity . .			
4. Legal service (clerk's bond, audit, etc.)	50.00	40.00	
5. Other expense of general control: (1)			
6. Total Expense of General Control			\$255.00
II. INSTRUCTION--Supervision			
1. Personal service:			
(1) Principals	\$1000.00	\$2000.00	
(2) Supervisors			
(3) Travel expense	35.00	90.00	
(4) Other expense of su- pervision	20.00	40.00	
(5) Stenographers & other office assist- ants			
2. Supplies, principals & supervisors			
3.			
4. Other expense of super- vision			
5. Total Expense, Supervi- sion			\$3185.00
III. INSTRUCTION--Teaching			
1. Personal service:			
(1) Teachers	\$7600.00	\$4200.00	
(2) Other teaching ex- pense	136.00	100.00	

	Elementary	High School	TOTAL
III. INSTRUCTION--Teaching (cont.)			
(3)			
(4)			
2. Supplies (chalk, paper, etc.)	\$250.00	\$150.00	
3. Textbooks	350.00	250.00	
4. Library supplies, repairs	25.00	25.00	
5. Other expense of teaching	225.00	175.00	
6. Total Expense of Teaching			\$13486.00

IV. OPERATION OF PLANT

1. Personal Service:			
(1) Janitors & other employees	1200.00	1000.00	
(2)			
(3)			
2. Janitors' supplies	300.00	200.00	
3. Fuel	300.00	200.00	
4. Light & Power	175.00	125.00	
5. Water			
6. Telephone	50.00	50.00	
7. Other expense of operation			
8.			
9. Total Expense of Operation of Plant			\$ 3600.00

V. MAINTENANCE & REPAIRS

1. Repair and maintenance of furniture & equipment	225.00	175.00	
2. Repair & maintenance of buildings & grounds	150.00	100.00	
(1) Grounds	150.00	100.00	
(2) Sinking fund	600.00	400.00	

	Elementary	High School	TOTAL
V. MAINTENANCE & REPAIRS (cont.)			
3. Other expense of maintenance and repairs			
4. Total Expense of Maintenance and Repairs			\$1900.00

VI. AUXILIARY AGENCIES

1. Library:			
(1) Personal service (librarian, etc.)	\$ 15.00	\$ 10.00	
(2) Library books	15.00	10.00	
(3) Supplies, repairs, etc.	760.00	500.00	
2. Health Service:			
(1) Personal service (nurse, etc.)			
(2) Supplies & other expenses (Cafeteria)	440.00	400.00	
3. Transportation of pupils:			
(1) Personal service	350.00	250.00	
(2) Supplies & other expenses	250.00	200.00	
(3) Repair & replacement of buses	500.00	400.00	
4. Other auxiliary agencies:			
(1) Personal service			
(2) Supplies & other expenses			
(3)			
(4)			
5. Total Expense of Auxiliary Agencies			\$4100.00

VII. FIXED CHARGES

1. Insurance	130.00	80.00
2. Other fixed charges		
(1)		
(2)		

	Elementary	High School	TOTAL
<hr/>			
VII. FIXED CHARGES (cont.)			
3. Rent			
4. Retirement	\$600.00	\$400.00	
5. Total Fixed Charges .			\$1210.00

VIII. CAPITAL OUTLAYS

1. New sites			
2. New buildings			
3. Alteration of buildings (not repairs)			
4. New furniture, equipment & replacements .	600.00	400.00	
5. Assessments for betterments			
6. Other capital outlays: (1) Library books . . .	150.00	100.00	
7. Total Capital Outlays .			\$1250.00

IX. DEBT SERVICE-NON-BONDED

1. Interest of warrants	50.00
2. Interest on other indebtedness & bank charges	
3. Total Dept. Service, Non-Bonded	

X. EMERGENCY	1000.00
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RECAPITULATION

Total estimated expenses for the year (sum of items I-6, II-5, III-6, IV-8, V-4, VI-5, VII-4, VIII-7, IX-9, X)	\$30036.00
Total estimated receipts, not including proposed tax	9026.68
Balance, amount to be raised by district tax . . .	21009.32

Readjustments must be made to meet the changed conditions in education, just as they have been made to meet new conditions in the industries. Betts and Hall have this to say about the origin of consolidation.

Consolidation is no new and untried experiment, as many unacquainted with its history think. Massachusetts took the first step toward consolidation in the year 1869, and has steadily continued the policy to the present day. The pioneer in the movement was Superintendent William L. Eaton, of Concord. He looked about him in Concord Township, and saw the small and struggling schools, each irregularly attended by little groups of children from the neighboring farms. He concluded that the children would be better off in one larger and stronger school. But the homes were widely scattered, and the distance was too great to walk. There was no law at that time allowing public money to be spent for the transportation of children to school. A new law was sought for this purpose, and the school was opened. At first the new school consisted of only two districts, but others voted to come in, and by the end of ten years all the schools of Concord Township were consolidated.

The movement thus begun soon extended to other New England states, and so on to the Middle West, and more recently to the South and far West. Consolidated schools now form an integral part of the school system of fully three-fourths of the states, and are spreading to the remaining ones. This type of school is in successful operation all the way from Maine to Florida, and from Massachusetts to Washington and Oregon. It is therefore not limited to any particular geographical or economic conditions.⁴

⁴Betts, G. H. and O. E. Hall, Better Rural Schools, 1914, pp. 216-217.

Massachusetts was the first state to have a law which permitted the use of public money to transport children to school. This law was enacted in 1869 and has resulted in nearly two million dollars being spent annually in transporting children to the school in Massachusetts.

Cubberley has this to say about consolidation:

Two general plans have been followed in attempting a solution of the problem. The first, and the earlier, was to try to explain to country and village people how wasteful and ineffective the existing district schools were, and how much better education they might provide for their children were they to abandon some of the many small schools they have and haul the children to some central school where there would be more children and larger possibilities of providing a good school for them, and then to try to induce them to hold an election and vote to make the needed consolidations. This is what has been known as the voluntary transportation and consolidation movement, and much effort has been expended in trying to secure results under it.

The other plan, in general the later one to be employed, has been to force the abandonment of the district system by law, to replace it with some form of the township, community or county-unit organization, and then to put this larger unit at work at the problem of providing schools suited to the needs of country children.⁵

Perhaps one of the first steps toward better schools in the small community is to work for a merger of the school district with one or more others to form a union

⁵Cubberley, Ellwood P., An Introduction to the Study of Education, (Revised by Walter Crosby Ellis), p. 404.

TABLE IX

Per Capita Cost of Umatilla High School Over a Thirty-two
Year Period

YEAR	COST
1914-15.....	\$ 86.70
1915-16.....	92.00
1916-17.....	115.00
1917-18.....	72.50
1918-19.....	85.00
1919-20.....	96.70
1920-21.....	101.30
1921-22.....	650.68
1922-23.....	234.00
1923-24.....	270.87
1924-25.....	281.56
1925-26.....	231.60
1926-27.....	225.22
1927-28.....	184.10
1928-29.....	216.47
1929-30.....	247.08
1930-31.....	304.90
1931-32.....	278.06
1932-33.....	231.90
1933-34.....	150.60
1934-35.....	94.63
1935-36.....	150.55
1936-37.....	242.20
1937-38.....	160.00
1938-39.....	145.00
1939-40.....	178.00
1940-41.....	187.00
1941-42.....	201.94
1942-43.....	200.00
1943-44.....	221.10
1944-45.....	269.99
1945-46.....	394.83

school district or consolidation. If any progress is made toward a sounder form of school district organization, better personnel practices, and more adequate financing of the school system from local, state, and Federal sources, it will come as a result of public understanding and the public support. Our schools will be exactly what we the people make them. The desirability and need of greater efficiency in the operation of the public schools throughout the United States has brought forth a movement of consolidation of school districts for the purpose of operating and maintaining better schools.

The per capita cost of Umatilla and Irrigon high schools over a thirty-two year period is given in Table IX, page 49, for Umatilla and in Table X, page 51, for Irrigon. The cost of necessity is high when a school program is presented to only a few students and in general less efficiency is obtained.

The consolidation of small schools has long been advocated by students of educational problems as a means of improving the quality of instruction and in the interest of economy. One of the chief barriers to this needed reform has been the inability of the districts concerned to provide the necessary buildings.

In keeping with the findings of educators and social workers, the states have devised laws and statutes that

TABLE X

Per Capita Cost of Irrigon High School Over a Thirty-two
Year Period

YEAR	COST
1914-15.....	\$ 70.00
1915-16.....	90.00
1916-17.....	46.00
1917-18.....	150.00
1918-19.....	175.00
1919-20.....	192.00
1920-21.....	312.09
1921-22.....	180.00
1922-23.....	187.00
1923-24.....	223.72
1924-25.....	270.69
1925-26.....	204.26
1926-27.....	204.26
1927-28.....	259.31
1928-29.....	295.86
1929-30.....	307.90
1930-31.....	346.85
1931-32.....	191.37
1932-33.....	224.87
1933-34.....	174.77
1934-35.....	268.34
1935-36.....	284.34
1936-37.....	285.62
1937-38.....	277.33
1938-39.....	210.66
1939-40.....	255.59
1940-41.....	284.28
1941-42.....	232.20
1942-43.....	229.19
1943-44.....	315.98
1944-45.....	314.02
1945-46.....	429.82

provide an opportunity for the separate school districts to form larger and more adequately suited districts for the purpose of conducting public schools.

A study⁶ which was made of the comparative efficiency of one-room and consolidated schools reported by a committee of the Department of Rural Education of the National Education Association in 1923 reveals some interesting facts. The committee used 42 points of comparison covering the subjects of reading, arithmetic, language, spelling, and handwriting. The results of the study showed the consolidated schools to have the advantage in annual progress in 41 of the 42 points and the median amount of superiority of the consolidated schools was valued at 27 per cent of a year's work. The single exception was in quality of handwriting for the fourth grade in which instance there was no difference at all. There is further evidence that the superiority of the consolidated school increases in the upper grades and that it also exerts a greater holding power over the students and teachers. The teachers of the consolidated school remained in the same school about .88 years longer than in the one-teacher school. These advantages, annual progress of the student and the longer stay of

⁶ Foote, John M. "A Comparative Study of Instruction in Consolidated and One-Teacher Schools." National Education Association, Addresses and Proceedings, Department of Rural Education, Vol. 61, 1923, p. 812-826.

TABLE XI

Millage Levy of District No. 6 Umatilla County Over a
Thirty-two Year Period

YEAR	LEVY
1914-15.....	6.0
1915-16.....	10.0
1916-17.....	10.0
1917-18.....	8.0
1918-19.....	6.0
1919-20.....	6.0
1920-21.....	18.0
1921-22.....	19.6
1922-23.....	23.0
1923-24.....	23.0
1924-25.....	19.1
1925-26.....	20.0
1926-27.....	21.4
1927-28.....	9.8
1928-29.....	10.0
1929-30.....	23.3
1930-31.....	24.7
1931-32.....	26.0
1932-33.....	20.7
1933-34.....	21.0
1934-35.....	21.2
1935-36.....	23.7
1936-37.....	12.9
1937-38.....	26.1
1938-39.....	12.5
1939-40.....	21.5
1940-41.....	29.3
1941-42.....	24.8
1942-43.....	24.4
1943-44.....	23.8
1944-45.....	15.5
1945-46.....	14.5

the teacher, result in part from the fact that the consolidated school attracts better teachers and has more finances with which to promote better instruction.

In writing of the consolidation Jagers gives this observation.

In view of the limitations of the small school from the standpoint of the progress, and in view of the high pupil cost, it is a point of good business administration if the superintendent emphasizes a program of eliminating the smaller school enterprise as rapidly as road conditions and public sentiment will permit.

Economy and efficiency will result when a program of consolidation of schools takes place.⁷

If adequate administration and supervision is provided in a school system, much of the waste inherent in haphazard planning and executing of expenditures can be eliminated. The schools, like other vast institutions of our society, must become more centralized and the inefficiencies of unwarranted duplication must be eliminated.

As our society becomes more complicated, so will the adjustments that the individual must make to this society become more perplexing, and the school must necessarily assume more advisory duties. From an administrative standpoint, the centralization of schools provides one of the best means of an opportunity to plan efficiently and execute his program.

⁷ Jagers, Richard E., Administrrating the County School System, p. 172

TABLE XII

Millage Levy of District No. 10 Morrow County Over a
Thirty-Two Year Period

YEAR	LEVY
1914-15.....	2.0
1915-16.....	2.0
1916-17.....	3.0
1917-18.....	3.0
1918-19.....	1.5
1919-20.....	1.6
1920-21.....	6.9
1921-22.....	13.1
1922-23.....	13.4
1923-24.....	14.8
1924-25.....	12.5
1925-26.....	12.0
1926-27.....	13.3
1927-28.....	12.3
1928-29.....	12.3
1929-30.....	8.5
1930-31.....	13.4
1931-32.....	17.1
1932-33.....	12.0
1933-34.....	14.7
1934-35.....	11.3
1935-36.....	11.1
1936-37.....	11.5
1937-38.....	10.6
1938-39.....	18.0
1939-40.....	21.5
1940-41.....	23.6
1941-42.....	20.0
1942-43.....	17.9
1943-44.....	17.4
1944-45.....	14.9
1945-46.....	15.5

The values and advantages of consolidation of school units as demonstrated by other studies need not be confined solely to districts in other states, but equal values and advantages can be gained by consolidations in the State of Oregon. The faith which the educational leaders of the state have in the consolidation movement is evidenced by their endorsement of the recent School District Reorganization Law passed by the Fortieth Legislative assembly in 1939. Certainly, the consensus of opinion of those who have studied our schools favors more and greater centralization.

The transportation of students is taken care of by the Oregon Law in this manner.

The district school board of any second or third class district shall, when authorized by the legal voters thereof at any legally called school meeting, provide transportation to and from any public school in such district to pupils living at a distance from such school building greater than a minimum distance, and within a distance therefrom to be fixed by a vote at said school meeting, whether said pupils reside in said district or not, said distance in either case to be measured along the nearest traveled road from the residence of such pupils to the public school to be attended by them. The district school board of a first-class district or a union high school district may provide transportation for pupils when deemed advisable by the board. The district school board may, instead of providing transportation, furnish board and lodging for any such pupils at a suitable place near the school attended by them when in the judgment of said board, it may be done

at equal or less expense. A school district may, without furnishing any transportation to other pupils, furnish transportation or allow a reasonable sum for transportation for high school and junior high school pupils, or may establish transportation routes by water, and may transport all pupils adjacent to such water routes without regard to the distance they may live from the school building. No school district shall establish a route or operate a bus for the transportation of high school pupils which extends beyond the limits of the district until the route has been approved by the district boundary board or boards of the county or counties in which it is to be established; if such proposed route extends into two or more counties and the district boundary boards of all counties do not agree upon a route the question shall be submitted to a board of arbitration appointed by the superintendent of public instruction. This board of arbitration may approve or disapprove the proposed route or may so modify it as will in its opinion, best serve the needs of the pupils concerned. Said board of arbitration shall act within the time set and according to the rules promulgated by the board of education. Routes for the transportation of high school pupils subject to the control of district boundary boards, including routes established by boards of arbitration, may be readjusted annually not later than July 15 for the ensuing school year. Any school district violating the provisions of this section shall not receive any funds from any county high school tuition fund.⁸

Before going into a further discussion of the consolidation problems Tables XI, page 53, and XII, page 55, should be studied to see the millage levy of District No. 6 and District No. 10 over a thirty-two year period. The millage should decrease considerable under a consolidation plan.

⁸Oregon, School Laws, 1937. pp 41-43.

TABLE XIII

The Assessed Valuation of District No. 6 Umatilla County
Over a Twenty-six Year Period

YEAR	VALUATION
1920-21.....\$	962,853.00
1921-22.....	969,947.00
1922-23.....	963,448.00
1923-24.....	866,354.72
1924-25.....	913,749.87
1925-26.....	928,636.21
1926-27.....	913,329.05
1927-28.....	905,807.83
1928-29.....	867,283.93
1929-30.....	877,949.15
1930-31.....	895,819.46
1931-32.....	887,752.59
1932-33.....	868,623.77
1933-34.....	832,025.07
1934-35.....	775,946.00
1935-36.....	778,955.00
1936-37.....	768,429.00
1937-38.....	751,133.00
1938-39.....	744,564.00
1939-40.....	745,619.00
1940-41.....	744,664.00
1941-42.....	848,148.00
1942-43.....	914,939.00
1943-44.....	906,837.00
1944-45.....	972,609.00
1945-46.....	1,056,983.00

TABLE XIV

The Assessed Valuation of District No. 10 Morrow County
Over a Twenty-six Year Period

YEAR	VALUATION
------	-----------

1920-21.....	\$1,224,109.00
1921-22.....	1,171,388.00
1922-23.....	1,169,432.00
1923-24.....	1,101,809.00
1924-25.....	1,191,096.00
1925-26.....	1,249,109.00
1926-27.....	1,254,291.00
1927-28.....	1,249,108.00
1928-29.....	1,249,108.00
1929-30.....	1,264,450.00
1930-31.....	1,236,392.00
1931-32.....	1,217,309.00
1932-33.....	1,190,024.00
1933-34.....	1,125,576.00
1934-35.....	1,033,474.00
1935-36.....	975,698.00
1936-37.....	957,332.00
1937-38.....	852,849.00
1938-39.....	871,296.00
1939-40.....	866,628.00
1940-41.....	873,507.00
1941-42.....	889,963.00
1942-43.....	940,575.00
1943-44.....	993,592.00
1944-45.....	1,033,846.00
1945-46.....	1,121,295.00

Table XIII, page 58, and Table XIV, page 59, gives the assessed valuation of District No. 6 and District No. 10 over a twenty-six year period. During the last two years the valuation of the districts have raised. This tendency should continue with the construction of the McNary Dam and the resulting development of the area.

Green states his figures on the consolidation movement in the United States.

The trend toward larger units is relatively slow. Between 1933 and 1942 the number of school districts in the nation was reduced from 127,245 to 112,724 or at the rate of approximately one per cent per year. It has been authoritatively suggested that the desirable minimum standards for a satisfactory local school administrative unit can be summarized in a single criterion. The local school administrative unit should be large enough to provide without excessive cost an adequate educational program for all its citizens thru the twelfth grade.⁹

In the last half century the educational task and the mechanism have become highly complexed. Compulsory attendance laws with their constantly expanding age limits, extensive unemployment, and the complexed living have also increased the need to make education effective. A secondary education for all who are mentally competent should be regarded as an obligation on the part of each individual,

⁹Greene, C., "Local Autonomy -- A Handicap to School District Reorganization," American School Board Journal, Vol. III, 1945. pp. 29-30.

a duty of the state, and a necessity in a democratic society. Scientific evidence and concrete facts should be available to justify the cost of education and the educational program.

TABLE XV

District Census Reports For District No. 6 Umatilla County
Over a Sixteen Year Period

YEAR	CENSUS
<hr/>	
1930-31.....	185
1931-32.....	164
1932-33.....	182
1933-34.....	172
1934-35.....	209
1935-36.....	202
1936-37.....	186
1937-38.....	163
1938-39.....	162
1939-40.....	159
1940-41.....	166
1941-42.....	152
1942-43.....	231
1943-44.....	188
1944-45.....	166
1945-46.....	192

TABLE XVI

District Census Reports For District No. 10 Morrow County
Over a Sixteen Year Period

YEAR	CENSUS
1930-31.....	80
1931-32.....	80
1932-33.....	98
1933-34.....	85
1934-35.....	102
1935-36.....	111
1936-37.....	104
1937-38.....	101
1938-39.....	102
1939-40.....	97
1940-41.....	100
1941-42.....	101
1942-43.....	125
1943-44.....	142
1944-45.....	142
1945-46.....	122

Tables XV, page 62, and XVI, page 63, record the district census reports for District No. 6 and District No. 10 over a sixteen year period. The census should show an upward trend when the census is taken by the district clerks in the fall. The influx of people interested in business ventures for investments when the McNary Dam gets under construction should cause this increase.

The small school is handicapped in Oregon when it enters inter-school activities. Schools that have an average daily attendance of over one hundred fifty students are classified as "A" schools. Schools that have an average daily attendance of less than one hundred fifty students are classified as "B" schools. The schools of small enrolment must compete with the larger schools in their area. If it is possible for the smaller schools to consolidate, it gives them a more equal opportunity with their large competitors.

The school in a community to do its best job must function to serve the individual student. Therefore, if the school is to function to its optimum capacity, it becomes necessary for it to keep in tune with the area which it serves. The consolidation of Umatilla and Irrigon high schools would give an institution that could do a better job of education for both communities.

TABLE XVII

Average Daily Attendance of Umatilla High School Over a
Fourteen Year Period

YEAR	ATTENDANCE
<hr/>	
1932-33.....	29.7
1933-34.....	38.5
1934-35.....	53.5
1935-36.....	36.8
1936-37.....	41.2
1937-38.....	40.8
1938-39.....	37.6
1939-40.....	37.9
1940-41.....	36.1
1941-42.....	36.0
1942-43.....	45.4
1943-44.....	40.9
1944-45.....	44.8
1945-46.....	33.5

TABLE XVIII

Average Daily Attendance of Irrigon High School Over a
Fourteen Year Period

YEAR	ATTENDANCE
<hr/>	
1932-33.....	23.1
1933-34.....	23.4
1934-35.....	13.8
1935-36.....	13.9
1936-37.....	16.1
1937-38.....	18.2
1938-39.....	24.6
1939-40.....	20.9
1940-41.....	23.6
1941-42.....	23.4
1942-43.....	31.2
1943-44.....	29.9
1944-45.....	28.7
1945-46.....	22.7

The opening date for the majority of the schools in Umatilla and Morrow Counties is the first week in September. As soon as a greater portion of the agricultural crop work is over in the region, school is started. By opening school at an early fall date, school may be closed relatively earlier in the spring than in other regions of Oregon. This early spring dismissal is necessitated by the fact that farmers and patrons of the surrounding region must utilize student help in the tedious hand labor of melon culture. If school were in session at this time, the average daily attendance would be considerably decreased.

Tables XVII, page 65, and XVIII, page 66, indicate the average daily attendance of Umatilla and Irrigon high schools over a fourteen-year period.

As the reader can see in the tables, the districts now operating with present average daily attendance could easily be consolidated, and the result would still be a school with less than one hundred students in the high school student body.

In the last few years, as the tables show, the tendency of average daily attendance has been to drop slightly. This tendency should be reversed, starting the coming school year with the increased developments taking place in the counties.

Location

In consolidating the two districts the plan would be to merge District No. 10 Morrow County into District No. 6 Umatilla County. Umatilla is the large community and has the better possibilities of being the city with a future.

The grade schools are housed within the same buildings as are the respective high schools. Both grade schools could remain as they are at the present time. In event that more grade school space should be needed at Umatilla the overflow could be bussed to Irrigon. The past year the grade school at Umatilla was near capacity of its enrolment. The grade school at Irrigon could handle twice the present enrolment.

To be successful a consolidation movement must be satisfactory as to transportation facilities. The distance traveled, the roads, and the conveyance must be sufficiently adequate to give the patrons satisfaction. The mileage between the two schools is seven miles. All of this mileage is on paved highway that is in excellent condition all year long.

The proposal is to transport the students of Irrigon High School to Umatilla High School. This should make a total student body of around seventy-five students. One new bus would be needed for the transportation. In the

event of a surplus of grade students at Umatilla the bus could transport grade students to Irrigon and on the return trip would bring the high school students to Umatilla.

The Umatilla and Morrow County line is half the distance between the two schools or about three and one-half miles. One Irrigon bus turns around at the county line where it makes a stop to pick up children. A Umatilla bus turns back about one-half mile from the county line.

The distance between the two schools is entirely satisfactory for a consolidation program. One Umatilla bus travels in another direction a total of fifteen miles in making its complete route. The map of District No. 6 and District No. 10 on page 29, gives the bus routes complete for both districts.

Another problem that will have to be solved concerning the bus situation is the difference in which the districts handle the business of transportation. District No. 6 contracts the transportation out to private individuals. Their contention is that this is better as the district has not the additional responsibility of the maintenance and repairs of the busses. District No. 10 has its own busses and contends that this is more satisfactory to have its own equipment and pay the additional maintenance and repair cost. This problem would need to be settled by the elected school board.

Advantages

There will be many advantages in the consolidation of Irrigon and Umatilla high schools. One of the first advantages will be the broader curriculum. As an educator surveys a proposed consolidation of schools, the paramount consideration and value would be the possibility of the enriched and enlarged curriculum that could be tendered to each student. The rigidity of the curriculum necessitated by a three or four teacher high school was evident in the program outlined by the state department on pages 18 and 27 of this research. Justification for adhering to such a limited and binding curriculum is in the fact that in this state the requirements for high school graduation and college or university admission are the same. In order that students graduating from a three or four teacher high school may enter an accredited college or university, certain required courses must be offered in a regular pattern, and not many elective provisions can be made. Through consolidation a more comprehensive curriculum could be flexible enough to permit introduction of new kinds of experience whenever conditions demand it. Students could be provided with a larger number and variety of life-like experiences. The National Education Association speaks thus of the curriculum:

The problem of providing conditions favorable to education growth varies somewhat

according to the size of the school. In the small school it is often too expensive to organize special classes or to section pupils within each class. Sometimes the curriculum must be unduly limited, or each teacher must handle too many different classes or subjects. While no particular size of the school can be specified as most favorable to all-round pupil growth, every school should have sufficient enrolment to obtain the highest possible degree of specialization in the school staff and the broadest possible program of pupil activities for the amount of money available.¹⁰

The second advantage of consolidation would be that the enlarged budget, the more efficiently supervised school, and the increased enrolment would attract better qualified teachers. Although the teacher-unit ratio would have but slight increase, the teacher load would be greatly reduced. This over-loading of teachers in small schools impairs the quality of teaching and leads to heavy teacher turnover which again impairs the unity of program. To quote from the National Education Association Research Bulletin:

The total load of the teacher is far more important than the class size itself. Teaching load includes, in addition to the size and number of the classes, the amount and nature of the clerical work, the extent of supervision of out-of-class activities, the amount of home visitations, and other duties which may be required.¹¹

¹⁰National Education Association Research Bulletin, May 1934, Vol. XII, No. 3, Part II, Chap. IV, pp. 132-133.

¹¹Ibid., pp. 135.

The consolidation of the two schools provides one of the best means of giving the school administrator an opportunity to plan efficiently and to execute the program of the school more effectively. Ordinarily the administrator in each of the schools is kept so busy with his full time teaching load that he has little or no time to give to the supervision of the school staff or to the professional responsibility of improving the school.

As the economic and social aspects of society becomes increasingly more complex, the pressure of the need for an adequate guidance and counseling program in the school is felt. Provision must be made in the school personnel for a well qualified guidance worker if the school is to serve the community and society as a whole. The consolidation of the two schools would provide a better opportunity for securing this organized and planned service which at present is supplied by an over-loaded administrator in each school. Lefever, Turrell, and Weitzel have this to say:

Each student should have some one individual in the school who is responsible for his guidance. The principal should be left relatively free to organize, and administer, to plan and execute, to supervise instruction, and to sit back and think.

Those who expect to do guidance work should have courses in the following fields: educational statistics, tests and measurements, mental tests, economics, school administration and finance, supervision, mental hygiene, educational sociology,

personnel work, and secondary school curriculum.¹²

Besides the specific course requirement other such guidance qualifications are the ability to create enthusiasm and to inspire students, a genuine interest in people, an ability to generalize, a capacity for leadership, sympathetic understanding, and a broad culture.

Jaggers¹³ says, "One of the greatest sources of waste in education is found in the operation of a system of small, inadequate school enterprises in the rural area." One type of this waste is found in the duplication of expensive and necessary equipment in small schools. By the consolidation of high schools of Umatilla and Irrigon, the centralized school would be enabled to have more and better equipment through the combined resources of each.

In considering the advantages and values of the consolidation one important factor is the socializing influence enhanced by increased enrollment. As the schools are now, the majority of the students in the graduating senior classes of each school have been classmates for twelve years. Except for the normal distribution of transient entries and withdrawals, a significant number of the students enter the first grade together and graduate from high school twelve years later. By consolidating the contact with the increased

¹²Lefever, D. W., A. M. Turrell, and H. I. Wertzel, Principles and Techniques of Guidance, 1941. p. 127.

¹³Jaggers, Richard E., Administrating the Country School System, 1934. p. 172.

student enrollment would tend to introduce fresh zeal, ideas, and ideologies into each group. As education must place emphasis upon its social obligations and prepare youth for an associational life of activities, one significant method of doing this is by means of the socializing factor of an enlarged scope of individual contacts and personality adjustments. Simultaneously, the tendency would be to draw the two communities together into a larger co-operative unit which is so necessary for the imperative universal co-operation and unity. Increasingly, effort must be made to build for larger units of cosmopolitan progress.

CHAPTER IV

SUMMARY

The present study was undertaken to record in readable form significant and authentic information concerning a plan for a consolidated school unit involving certain districts in Morrow and Umatilla Counties of the State of Oregon. The school districts of this area have a rich background of early history brought about by the exploration and development of the State of Oregon. The pride of this heritage is characteristic of the native people and is soon found in the newcomers that have chosen this land as their home. The people have long supported education and are willing to tax themselves for better schools.

Consolidation is the order of the day in most of our states and thousands of small public schools have been abandoned and merged into fewer and larger districts. Most high schools with fewer than seventy-five pupils should be consolidated into larger units. Of course, geographical conditions must be considered. Often much of the contribution to the maintenance of community life can be conserved if the high school is small by retaining a junior high school or elementary school in the village. For a high school of seventy-five or one hundred pupils there should be at least six teachers including the

superintendent who should not teach more than two classes daily. While a high school with that number of pupils is too small for ideal efficiency, it is, however, large enough to offer superior advantages in most high school functions. Children in rural America long have shared unequally the educational facilities provided the youth of the nation. Students will profit more by an educational program adapted to their needs and administered by local citizens representing a reasonably large group of children, than by meager programs provided by numerous units each of which has a school board composed of most of the families in the area.

The community high school should be the natural center for bringing together youth and their families. While adults will not attend the schools, what is taught in the school and the manifold extra-curricular activities of the school should be a regular topic of conversation in the home. In this way the pupils profit by the ideas and attitudes of their elders. In turn the elders are educated by the ideas and interpretations which are brought home by the students.

In the well-integrated high school community there will be many evening lectures, debates, discussions, concerts, and plays brought there because of the high

school. Then, of course, there will be the football, basketball and baseball games, the track meets, and tennis tournaments. The vocational departments should furnish arts and crafts exhibits, 4-H, and home economic displays.

In a democratic country it is important to keep the school in constant touch with the home and industrial life of the community. The school should be a part of the world around it and should be an interpreter of that life and in turn be a guide to a higher and better standard. The consolidated high school in the village not only provides formal education for the adolescents, but it also becomes a civic center for the entire community. The school auditorium and gymnasium should be available to the community in the evening, on week ends, and for many special occasions.

There should be found in a progressive program of consolidation modern facilities, including auditorium, gymnasium, cafeteria, swimming pool, shop and laboratories, not to mention the far better playground facilities and safer environment. The history of every society is marked by periods of relatively rapid and profound change. Integration of the powers that are manifested in this rapid change must come through education in the sciences, economics, political significances, and philosophies if the student is to be a participating member of that society. The chief

aim of any education is to equip the child to become successful and effective in his personal relations with his fellows.

In consolidating the two districts the plan would be to join District No. 10 Morrow County with District No. 6 Umatilla County. Umatilla is the larger community and has the better possibilities of a site for the consolidation. The proposal is to transport the students of Irrigon High School to Umatilla High School. This should make a student body of around seventy-five students. One new bus would be needed for the transportation.

Both grade schools could remain as they are at the present time. In event that more grade school space should be needed at Umatilla the overflow could be bussed to Irrigon. The bus could transport grade students to Irrigon and on the return trip could bring high school students to Umatilla.

The distance between the two schools is seven miles. All of this mileage is on paved highway that is in excellent condition all year long.

The State of Oregon has passed legislation that covers all consolidation of public schools by law. The law requires that the pleasure of the citizens of the districts concerned must be voiced by ballot at an approved election. Providing a majority favor the proposal, a merger of the districts is accomplished to make the consolidation a reality.

The desirable objectives of education as set up by the Education Policies Commission of self-realization, human relationship, economic efficiency, and civic responsibility will be kept paramount in the program of this consolidation.

The future of this region in which the study has its setting may grow to be one of the richer parts of the state. The Federal government is building McNary Dam two miles up the Columbia River from the City of Umatilla. At the present time this study seems feasible, but it may be dwarfed in the making by unknown circumstances that lie ahead.

Recommendations to be made in light of the research data compiled in this study are:

1. District No. 10 Morrow County to consolidate with District No. 6 Umatilla County.
2. The grade schools of the respective districts remain as they are.
3. Transport the students from Irrigon High School to Umatilla High School.
4. Bus routes should be along U. S. Highway No. 30
5. Purchase of one new bus, thus five buses would be available.
6. Improvement of school plants.
7. Purchase of additional equipment.

8. Broaden and enrich the high school curriculum.
9. Improved instruction through hiring of better qualified teachers.
10. Improved instruction through teacher load reduction.
11. Better supervision of teaching through reduction of supervisors' teaching loads.
12. Better organization and management of schools through reduction of administrators' teaching loads.
13. Provision for improved student guidance through better qualified faculty personnel.
14. Closer integration of the cultural and economic resources of the two communities.

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