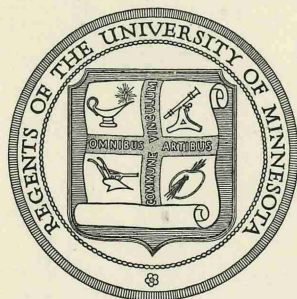


MINNESOTA. STATE ADVISORY COMMISSION  
ON SCHOOL REORGANIZATION  
Report

1947/48

F  
Minitex  
Minnesota Library  
Access Center

THE LIBRARY



CLASS **E371.2**  
BOOK **M6649**

REPORT  
of the  
*Minnesota.*  
STATE ADVISORY COMMISSION ON  
SCHOOL REORGANIZATION

*1947/48*



to the  
FIFTY-SIXTH LEGISLATURE  
of the  
STATE OF MINNESOTA

January, 1949

E 371.2  
M6649

# LETTER OF TRANSMITTAL

To the Senators and Representatives of the  
1949 Minnesota Legislature:

Pursuant to the provision of Minnesota Laws of 1947,  
Chapter 421, Section 11, that the State Advisory Commission  
on School Reorganization "shall file a report of its activi-  
ties and recommendations concerning school reorganization  
with the legislature at each regular session thereof, during  
the life of said commission," we submit to you herewith our  
first report, covering the period from May 13, 1947, to De-  
cember 31, 1948.

State Advisory Commission  
on School Reorganization

8-5-49 Pub. Copy

1265608

## STATE ADVISORY COMMISSION ON SCHOOL REORGANIZATION

- Dr. A. E. Jacobson, Chairman.....Thief River Falls  
Dentist; Local School Board Member; President,  
Minnesota School Board Association
- Senator A. L. Almen.....Balaton  
School Superintendent; Chairman, Committee on Educa-  
tion, Senate; President, Minnesota Education Associa-  
tion; Governor's Committee on State Aids
- C. E. Campton.....Two Harbors  
Former City and County Superintendent of Schools;  
Organized the first county unit in Minnesota
- Charles Christianson.....Roseau  
Roseau County Superintendent of Schools since 1935;  
President, Northern Division of Minnesota Education  
Association
- Representative Joseph Daun.....St. Peter  
Farmer; Member, Committee on Education, House of Repre-  
sentatives; Member, Governor's Committee on State Aids
- J. S. Jones.....St. Paul  
Executive Secretary, Minnesota Farm Bureau Federation;  
Member, Board of Regents, University of Minnesota;  
Member, Governor's Committee on State Aids
- William B. Pearson.....Ogilvie  
Master, State Grange; Member, Governor's Committee on  
State Aids, Member, State Advisory Committee on Voca-  
tional Education
- Mrs. C. A. Rohrer.....Winona  
Representative for Minnesota Congress of Parents and  
Teachers; Former Grade, High School and College Teacher
- Mrs. F. H. Stevens.....Alexandria  
Local School Board Member 21 years; Former City  
school teacher, rural school teacher
- Dean M. Schweickhard.....St. Paul  
Commissioner of Education and Ex officio Secretary  
and Executive Officer of the State Advisory Commission  
on School Reorganization

## INTRODUCTION

A problem which has developed in recent years for local school boards is planning an adequate financial program for the support of public education. Several conditions which have served to make this problem very acute are: (a) the shortage of properly prepared and qualified teachers, (b) a changing concept of the curriculum, (c) the decreasing value of the dollar and the increasing costs of education, (d) the wide variations of educational programs and costs between districts, (e) the lack of financial income sufficient to provide for additional housing for overcrowded schools. Realization of this situation, which has revealed inadequate educational programs costing more, has brought careful consideration of plans for improving the administrative units. The result has been school district reorganization which has found its way to all sections of the United States.

Twenty-seven states are reorganizing local school administrative units in some degree. Fifteen of these, including Minnesota, are reorganizing as a result of a formal reorganization act which describes the machinery under which that reorganization shall take place. The states included in the latter group are California, Idaho, Illinois, Indiana, Iowa, Minnesota, Missouri, Montana, New York, North Dakota, Oklahoma, Pennsylvania, Washington, Wisconsin and Wyoming.

The 1947 Minnesota Legislature, recognizing the need for a study of the present school district organization, which has been in existence for a century, enacted Chapter 421, which provides for a survey of the educational services and facilities, and school district reorganization. The provisions of this act assign the responsibility for making the survey and recommendations to the people of the county. The final determination of whether or not the school districts shall be reorganized is given to the local people at special elections.

The statute provides for the formation of a State Advisory Commission on School Reorganization consisting of nine members appointed by the State Board of Education. In compliance with this statutory requirement the appointments

were made by the State Board of Education at their meeting on May 13, 1947. The members of such Commission shall hold office until January 1, 1953, at which time the Commission shall terminate. The Commission members shall serve without compensation but may be reimbursed for necessary expenses incurred in attending meetings of the Commission or while engaged in the work authorized by the Commission.

The members of the State Advisory Commission since its organization meeting have undertaken their responsibilities in a serious and earnest manner. The work has been strenuous in considering the many and varied problems which have been brought to their attention. Much time, exclusive of the Commission meetings, has been devoted to work on the survey and reorganization program by the members. In the execution of their duties and responsibilities they have received the fullest cooperation of many state and nonstate agencies, which to a great extent has contributed much to the success of the program up to the present time.

In their first report the Commission wishes to acknowledge, with appreciation, the work of the many citizens of the state who are serving as members of their respective survey committees. Acknowledgment is also given to those on advisory committees and to those individuals who, in whatever capacity, are promoting this program of securing greater equality in the educational opportunities for Minnesota youth through school reorganization. Chief among these are perhaps the county superintendents, to whom the survey committees have looked for educational leadership and in whom have been placed many of the details in the execution of this law. The interest and the cooperation shown by many groups, such as, farmer organizations, educational associations, women's clubs, civic groups, etc., has resulted in wholesome discussion from which will come a better understanding of the benefits of school district reorganization.

The brief report which follows summarizes the work of this Commission and of the county survey committees, and includes recommendations relating to the clarification of Chapter 421 and the solution of some of the existing problems on reorganization.

## CHAPTER I

### OVERVIEW

The members of the State Advisory Commission met for the first time on May 28, 1947, and organized by electing Dr. A. E. Jacobson as their chairman. Since its organization the State Commission has had several meetings for the purpose of carrying out the duties prescribed in the statute.

At its first meeting, the State Commission discussed the provisions of Laws 1947, Chapter 421, to determine its responsibilities and the duties and responsibilities of other committees and officials. In the study of the act, it was revealed that many of the functions and services for the conduct of the Commission's recommendations would fall upon the Commissioner of Education, who was made executive officer for the State Commission. Some of the duties and responsibilities were delegated to the Director of Rural Education with the approval of the State Board of Education and the State Advisory Commission. The director will supervise the consultant service made available to the county committees and execute the recommendations of the State Commission.

The duties of the State Commission are set forth in Section 11, which is as follows: "The state commission shall assist the commissioner of education in formulating the aims, goals, principles and procedures of public school reorganization in Minnesota. The commissioner of education with the assistance and advice of said commission shall prepare a manual setting forth principles and procedures for the use of the county school survey committees in performing their duties. Such commission shall review the tentative reports of the several county school survey committees and make such suggestions to the respective committees concerning their reports as may seem appropriate, giving due consideration to the educational needs of local communities, to economical transportation and administration, to the future use of existing satisfactory school buildings and sites, to the convenience and welfare of pupils, to the ability of the several communities to support adequate schools, to equalization of educational opportunity and to any other matters

which in their judgment seem to be advisable. In the employment of personnel to work with the several committees and in the allocation of state funds for work in the several counties, the commissioner of education shall advise with and consult the commission.

"Said commission shall file a report of its activities and recommendations concerning school reorganization with the legislature at each regular session thereof, during the life of said commission."

The first step in the program of activities for the State Commission was the preparation of a manual for the use of the county committees. Such a manual was prepared with the advice and guidance of the Commission members. It contains detailed statements of the duties and responsibilities of the State Commission, the county survey committees, the county superintendents and the State Commissioner of Education. The manual contains the aims, goals, principles and procedures for making the surveys and recommendations for public school reorganization.

The scope of the survey program was considered and the Commission, recognizing the necessity for assistance in carrying out its functions, recommended the immediate employment of a supervisor of surveys, a part-time assistant for the summer of 1947, and the necessary secretarial workers. After the organization of the county survey committees, a volume of requests was received from such committees for guidance and assistance. It was recommended that two more consultants be employed in order that the survey committees could secure the assistance that they requested.

Consultant service as recommended by the State Commission has proved to be an invaluable aid to the county survey committees. Since the entry of the consultants upon their activities, they have attended about 350 regular and special meetings of the county survey committees, have held more than 600 special conferences with superintendents, county committee members and other interested persons, and have been present at more than 250 public meetings at which there was an estimated total attendance of more than 30,000 persons.

Such attendance figure does not include the hundreds of persons who have attended the hearings and public meetings held by the survey committees and the area, regional and state conferences of other organizations at which the subject of school district reorganization was discussed.

At the survey committee meetings the consultants have clarified many problems, explained the existing laws and regulations relating to school administration, assisted in the preparation of the tentative and final reports, and in the preparation of the manual, forms for use in making surveys, news releases, and scripts for radio programs.

The staff members of the State Department of Education have contributed greatly to the survey program by attendance at more than 100 public meetings. Their cooperation in this program has been very valuable because of their long experience with the state administrative problems relating to education.

The Commission members have participated in a large number of local, county, regional and state meetings at which time they discussed the purposes of the program of surveys and reorganization. Their participation in such programs has further emphasized the need for a study of the educational services and facilities.

On the recommendation of the Commission, three series of regional conferences have been held. The first series of regional conferences was held at St. Cloud, Bemidji and Mankato on July 15, 17 and 22, 1947, with county superintendents, county auditors and county commissioners in attendance, at which time the survey program was explained. A second series of nine regional meetings for the members of the county survey committees was held during December, 1947, with a total attendance of 421. The duties and responsibilities of the committee were discussed and methods of procedure outlined. Another series of regional conferences for the survey committees was conducted at eight centers during March and April of 1948, with a total attendance of 315. The procedures in analyzing the data and its use were explained and the different types of administrative and attendance units discussed.

One state conference of survey committees was held on October 5, 1948, which was jointly sponsored by the State Commission and the State School Board Association. The Commission members participated in the state conferences of county superintendents and the State School Board Association in February, 1948, at which time the subject of school district reorganization was the major theme.

The Commission has at its several meetings approved the annual and quarterly budgets for the use of the funds appropriated by the Legislature. It has from time to time approved recommendations for amendments to the several statutes relating to reorganization and some of the recommendations will be found in the last chapter of this report. Many problems and issues relating to the survey for reorganization, consolidation or merger of districts have been referred to the State Commission for their advice and recommendations. During September and October the State Commission held five meetings for a total of eight days for the consideration of the 62 tentative reports of the county school survey committees.

In addition to the manual for the county survey committees, five supplementary mimeographed bulletins were prepared for the use of the county committees. Twenty printed and mimeographed bulletins, leaflets and newsletters, explaining the survey program, were prepared for general distribution. A number of bulletins relating to school surveys were furnished to the committees, some were purchased and others were secured without cost. Circular letters and brief reports have been prepared and distributed to the county committees to keep them informed on the progress of the survey program.

## CHAPTER II

### ORGANIZING COUNTY SURVEY COMMITTEES

#### Informational Visits

Before the county meetings of school board members were held as provided in Section 3 of Chapter 421, Laws of 1947, conferences were held by the consultants and representatives of the State Department of Education with all of the county superintendents of schools to explain the provisions of the law and the responsibilities of the county superintendent in the program. These visits were for the purpose of developing a better understanding of the law and establishing a friendly and cooperative attitude toward the program.

#### County Meetings

The meetings of school board members in each county began on September 9, 1947, in Ramsey County and continued through October and November. A consultant or a staff member of the State Department of Education was in attendance at each of these meetings to provide information regarding the statute and to assist the county superintendent in the conduct of the meeting. Sixty-three counties voted to organize school survey committees and twenty counties voted against establishing such committees. Of the four remaining counties, Cook and Itasca have special survey committees and Koochiching and Lake do not come under the law as they had previously reorganized. The election in one county was declared invalid because of lack of proper notification. Sixty-two counties, therefore, have official survey committees consisting of nine members, four representing the high school districts and five representing the rural districts of the county.

Table I on the next page shows the results of the elections by counties on the question of whether or not a county school survey committee shall be formed.

**TABLE I**  
**REPORT OF VOTE ON ORGANIZATION OF**  
**COUNTY SCHOOL SURVEY COMMITTEES**

**Group I (63)**

Counties in which School  
Survey Committees Are Organized

County	Vote		County	Vote	
	For	Against		For	Against
Aitkin	89	13	Lake of the Woods	23	1
Anoka	56	5	Le Sueur	86	48
Becker	85	43	Lyon	88	63
Beltrami	72	6	McLeod	94	61
Benton	86	21	Mahnomen	37	11
Big Stone	72	45	Marshall	169	39
Brown	83	61	Martin	115	111
Carlton	63	3	Mille Lacs	82	13
Carver	72	20	Morrison	211	93
Cass	51	6	Mower	118	13
Chisago	54	25	Nicollet	69	45
Clay	144	88	Norman	161	54
Clearwater	70	8	Olmsted	163	84
Cottonwood	91	53	Pennington	57	13
Crow Wing	126	36	Pine	151	24
Dakota	132	44	Polk	234	138
Dodge	121	38	Pope	126	45
Douglas	83	54	Ramsey	63	8
Faribault	95	61	Red Lake	35	20
Fillmore	200	75	Renville	156	53
Freeborn	113	69	Rice	98	44
Goodhue	142	112	Roseau	79	8
Hennepin	102	51	St. Louis	49	10
Houston	122	38	Scott	70	40
Hubbard	83	23	Sherburne	72	25
Isanti	87	28	Steele	110	49
Kanabec	71	29	Sibley	96	51
Kandiyohi	119	57	Stevens	62	36
Kittson	129	6	Traverse	60	59
Lac Qui Parle	110	97	Wabasha	128	46
			Wadena	88	39
			Washington	113	32
			Wilkin	109	46

**Group II (2)**

Counties with Special School Survey Committees

Cook

Itasca

**Group III (20)**

Counties Voting Against Organization  
of School Survey Committees

County	Vote		County	Vote	
	For	Against		For	Against
Blue Earth	91	175	Redwood	87	129
Chippewa	91	98	Rock	52	77
Grant	74	87	Stearns	108	275
Jackson	82	107	Swift	66	69
Lincoln	48	113	Todd	80	88
Meeker	65	137	Waseca	76	88
Murray	39	98	Watsonwan	48	87
Nobles	53	81	Winona	98	104
Otter Tail	285	480	Wright	76	106
Pipestone	32	68	Yellow Medicine	84	117

**Group IV (2)**

Counties to which the Statute Is Not Applicable

Koochiching

Lake

**Notes**

**Group I**

Of the sixty-three counties which voted for the organization of survey committees, there was a total vote of 6,804 in favor of re-organization to 2,037 against.

**Group II**

Cook and Itasca counties could not organize survey committees according to the provisions of Chapter 421. Itasca county has only two rural districts and Cook county had only one high school district. The school board members of these counties agreed that surveys needed to be made and organized advisory survey committees.

**Group III**

In the twenty counties which did not vote in favor of the formation of survey committees, 2,584 votes were cast against and 1,585 in favor of the issue. In six of the counties the issue lost by a vote of thirteen or less. Many requests have come from these counties for the privilege of again voting on the question.

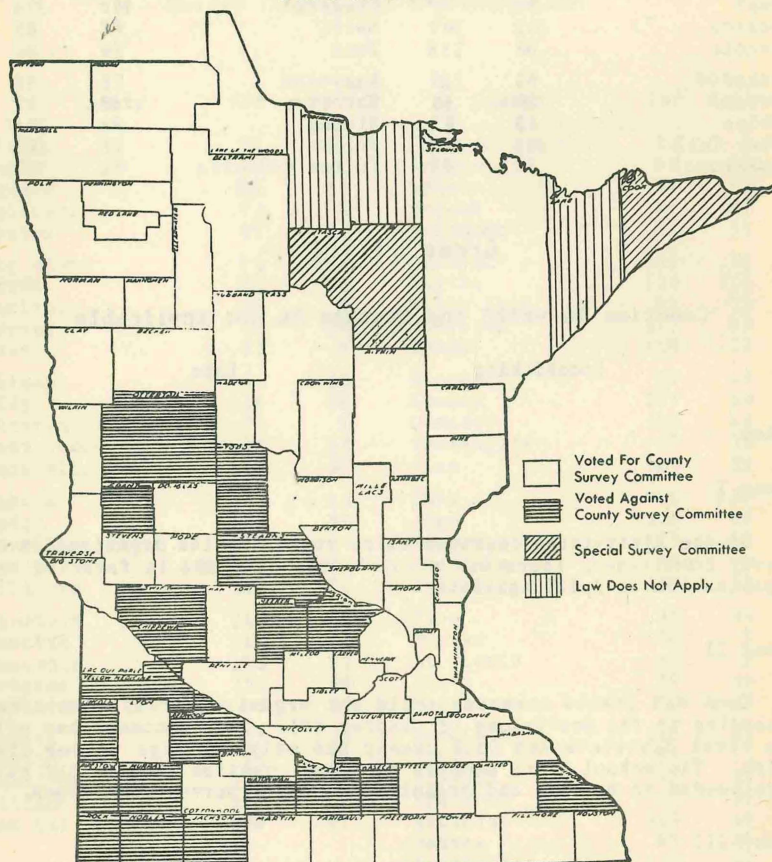
**Group IV**

Lake County has been a county unit for twenty years and Koochiching county now has only two districts.

The map reproduced below will give a graphic picture of the results of the county elections on the formation of county survey committees.

## ORGANIZATION OF COUNTY SURVEY COMMITTEES

State of Minnesota



State Department of Education  
and  
State Advisory Commission on School Reorganization

## CHAPTER III

## COUNTY SCHOOL SURVEYS

## A. PROCEDURES IN MAKING SCHOOL SURVEYS

The principle objectives of reorganization of school districts as adopted by the State Advisory Commission are to provide:

1. Better educational opportunities for all the pupils and inhabitants of the county
2. More equitable, efficient and economical administration of public schools
3. More equitable distribution of public school revenues and costs of education

### Duties of the Committees

When counties voted in favor of establishing school survey committees under the provisions of Chapter 421, the committees were charged with certain responsibilities as set forth in Section 7. One of the duties of the county survey committees was to make a study of the school districts of the county for the purpose of gathering the data relating to the present types of organization and also the present educational offerings. After the committees had gathered the data, such committees were to analyze the data and study possible solutions to the problems discovered. Following a thorough study of the problems the committees were required to submit reports to the school board members of the county and to the State Advisory Commission regarding their findings and recommendations. In the conduct of their survey, the county survey committees were requested to confer with the local school authorities and the residents of each district within the county and to hold public meetings at which time the people might be informed of the problems of the survey and proposed reorganizations.

## Factors Studied by the Committees

Among the factors that were studied by the committees were the following: Population trends in rural and urban areas; trends in pre-school population; school enrollment trends in rural and urban districts; children eligible to attend school not in public school; number of schools closed and transporting; teaching and supervisory personnel, as to training, experience and tenure; transportation of pupils; school sites and buildings; educational offerings; financial program, including school revenue, costs and indebtedness.

## Sources of Information

Information on the above factors was secured from sources, such as: The county superintendent of schools, the county auditor, the county highway department, city school superintendent, boards of education, county agents, State Department of Education and Federal Census Bureau. Maps were prepared and used by the committees showing the present school district boundaries, location of school buildings, types of roads, bus routes and residences of pupils.

## Study of Special Problems

The data collected on the forms and maps were analyzed by the committees so that they could study the deficiencies that now exist in the schools and determine how an adequate educational program could be provided in the light of the "Aims and Objectives" as set forth in the manual. Special attention in the study was given to districts with: Low average daily attendance; low local income, old or inadequate buildings; improper location of buildings; low assessed valuation back of each pupil; inadequate provisions for health and safety; limited educational programs; lack of satisfactory high school opportunities; rapidly declining or increasing population; and transportation problems.

## B. TENTATIVE SURVEY REPORTS

The county survey committees were required to submit tentative reports of their study with recommendations on

September 1, 1948. As provided in Section 11, the State Advisory Commission has reviewed the tentative reports of the 62 counties and has made appropriate suggestions to such survey committees for their consideration. Each county committee was invited to send one or more representatives to attend the meeting of the State Commission when the tentative reports were being reviewed. In these conferences many issues and problems were discussed and clarified, and the exchange of ideas was of mutual benefit to all concerned. The members of the State Commission and the consultants devoted a considerable amount of time and effort, exclusive of the meetings, to reading and analyzing the tentative reports.

The findings of the surveys and studies as given in the reports reveal many glaring inequalities existing between school districts of the same county. Some of these variations are in the cost of instruction per pupil in average daily attendance for both high school and elementary school, curriculum offerings, types of school buildings, enrollments by schools and by grades, qualifications of teachers, assessed valuation, tax rates for school maintenance, road conditions and transportation services. Space in this report will not permit going into a detailed discussion of each tentative report. Copies of such reports are on file in the offices of the State Department of Education and the county superintendent and are available for inspection by the public. Each school board member of the county was provided with a copy of the report.

The most general type of recommended district was that based upon the present high school area, thus providing a type of district that would furnish complete education from grades one through twelve, with everyone becoming a resident of a high school district. This assures to each child a high school education, with his parents participating in the control of the school through the ballot and supporting the school through taxation. In a few cases recommended districts included several high school areas and in some cases the reorganization of school districts for elementary purposes only was recommended. Five committees made no recommendations for larger administrative units, five submitted limited recommendations, and forty-two filed recommendations for

extensive reorganization. The tabulation at the end of this section gives a summary of the recommendations of the committees.

The county survey committees and the county superintendents are to be commended for the excellently prepared tentative reports and their constructive recommendations.

#### Summary of Tentative Recommendations

Table II gives a tabulation of the recommendations for the reorganization of school districts. The data shown on this tabulation may be summarized as follows:

Total number of school districts in 63 counties,  
1947-48.....5,272

Five counties submitted reports, but made no recommendations.

These include: Big Stone, Carver, Lac Qui Parle, McLeod and Olmsted

#### Counties Making Recommendations

Total number of school districts in 58 counties,  
1947-48.....4,841

Number of larger administrative units recommended in  
58 tentative reports..... 378

Number of school districts left unassigned in 58  
tentative reports..... 342

Five additional counties made very limited recommendations.

These include: Brown, Douglas, Nicollet, Polk and Pope

#### Counties Making Extensive Recommendations

Total number of school districts in 53 counties, 1947-48,  
for which tentative reports make rather extensive  
reorganization recommendations.....4,301

Number of larger administrative units recommended in 53  
tentative reports..... 343

Number of school districts left unassigned in 53 tentative  
reports..... 52\*

Reduction in school districts in 53 counties.....3,958

\*In most cases these 52 unassigned school districts may be assigned to one or more of the larger administrative units indicated above.

TABLE II

### TABULATION OF THE TENTATIVE RECOMMENDATIONS SUBMITTED BY THE COUNTY SCHOOL SURVEY COMMITTEES IN 63 COUNTIES

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Aitkin	97	4	
Anoka	57	3	2
Becker	137	7	
Beltrami	55	4	
Benton	64	2	
Big Stone	60	0	60
Brown	82	2	65
Carlton	34	8	
Carver	65	0	65
Cass	23	8	
Chisago	49	5	
Clay	103	9	
Clearwater	50	10	4
Cook*	7	1	
Cottonwood	71	6	9
Crow Wing	96	6	
Dakota	106	7	
Dodge	82	6	
Douglas	96	11	24
Faribault	118	10	
Fillmore	174	10	
Freeborn	128	4	
Goodhue	155	7	
Hennepin	90	17	1
Houston	105	5	
Hubbard	56	4	
Isanti	68	2	
Kanabec	57	2	
Kandiyohi	110	22	
Kittson	67	6	6
Lac qui Parle	104	0	104
Lake of the Woods	11	1	
LeSueur	95	5	
Lyon	98	7	
McLeod	85	0	65
Marshall	138	11	4
Martin	110	8	
Mille Lacs	61	4	
Morrison	139	5	
Mower	115	4	
Nicollet	62	3	17
Norman	92	6	
Olmsted	137	0	137
Pennington	75	9	11
Pine	108	8	

TABLE 11 - Cont'd.

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Polk	210	12	147
Pope	90	7	37
Ramsey	30	5	
Red Lake	37	3	
Renville	131	10	
Rice	106	4	
Roseau	53	17	
St. Louis	29	17	
Scott	67	4	
Sherburne	52	4	1
Sibley	80	6	
Steele	86	4	
Stevens	68	5	9
Traverse	60	3	
Wabasha	97	5	
Wadena	60	4	
Washington	64	5	5
Wilkin	80	4	
TOTALS .... 5, 272		378	773

NOTE: A joint proposal is counted in the county where the high school building is located. "Unassigned" districts refers to existing school districts which are not included in any proposal.

\*Cook county had an advisory survey committee.

### C. FINAL SURVEY REPORTS

In accordance with Section 9 of the school survey law, the final report of the county survey committee must be filed in the county superintendent's office by November 1, 1948. This proved to be a difficult task for the survey committees because of the short space of time (two months) provided between the filing of the tentative and final reports. The survey committees were required to hold a hearing or hearings on the tentative recommendations during this period in addition to the preparation of the final report.

The county committees in preparing their final recommendations were to take into consideration the suggestions made by the State Commission and recommendations made by the people at the hearings. The statute makes no provision for review of the final report by the State Commission and such report does not require the approval of any state agency.

A review of the final reports submitted by the county survey committees indicates that some splendid work has been done by these committees and the county superintendents. They are to be commended for the continuance of the good work. Copies of the final reports are on file in the offices of the county superintendents and the State Department of Education.

For the most part, the recommendations presented in the tentative reports were adopted for the final report with minor changes. Three of the five counties making no recommendations in the tentative report have now included recommendations in the final report. A few counties making recommendations in the tentative reports have deemed it advisable to eliminate all or a part of the recommendations in the final report.

The Cook County special committee's recommendation for a county unit was approved by the voters of that county at an election held November 2 under the provisions of Minnesota Statutes 1945, Sections 123.23 to 123.41, known as the Lake County Plan. The vote was 1,133 in favor of organizing as a county unit and 268 against.

As provided in Section 13, each recommendation will now be submitted to the legal voters residing in the proposed districts so that they may either accept or reject the recommendations of the county survey committee. The procedures in voting on these issues need to be clarified by amendments to Laws of 1947, Chapter 421. Only a nine-month period is provided in which to hold elections. Requests have been made for an extension of the period in which to hold the elections.

#### Summary of Final Reports

The data for Table III given on page 19 was assembled from the questionnaire sent to the county superintendents at the time this report was prepared. The tabulation of the recommendations, as agreed upon by the county committees at this time, as to the number of larger administrative units is shown in this table. The unassigned districts are those which will remain as they are at the present time. The joint proposals, such as those lying in two or more counties, are counted only in the county where the school building will be located.

The present statute provides for only a two-month period between the filing of the tentative and final reports, and this includes a waiting period of thirty days before any hearings could be held on the tentative reports. This left only thirty days in which to hold hearings, prepare the final reports and have them filed in the offices of the county superintendents on November 1. It was impossible for the county committees conducting surveys to meet this requirement. Most of the committees filed brief final reports which could be supplemented by additional material at a later date. At the time of the preparation of this report of the State Advisory Commission on School Reorganization complete information from all the counties was not available.

TABLE III

#### TABULATION OF FINAL RECOMMENDATIONS BY THE COUNTY SCHOOL SURVEY COMMITTEES

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Aitkin	97	4	
Anoka	56	3	
Becker	138	5	1
Beltrami	55	5	1
Benton	64	2	
Big Stone	60	5	
Brown	82	2	63
Carlton	34	10	
Carver	64	0	64
Cass	23	6	
Chisago	49	5	
Clay	102	6	3
Clearwater	50	3	
Cook*	7	1	
Cottonwood	75	5	5
Crow Wing	96	6	
Dakota	102	7	
Dodge	82	6	
Douglas**	96	11	24
Faribault	118	10	
Fillmore	174	10	
Freeborn	128	4	
Goodhue	155	7	
Hennepin	90	10	12
Houston	105	5	
Hubbard	56	7	1
Isanti	68	2	
Kanabec	56	2	
Kandiyohi	110	0	110
Kittson	66	7	2
Lac qui Parle	104	0	104
Lake of the Woods	11	1	
LeSueur	89	5	8
Lyon	98	7	
McLeod	83	6	1
Marshall	187	11	30
Martin	110	8	
Mille Lacs	59	4	
Morrison	139	6	
Mower	115	4	
Nicollet	62	1	52
Norman	98	6	
Olmsted	120	4	38
Pennington**	75	9	11
Pine	108	7	1

TABLE III - Cont'd.

County	Number School Districts 1947-48	Number Larger Administrative Units Recommended	Number Districts Unassigned
Polk	210	10	162
Pope	90	7	26
Ramsey	80	5	
Red Lake	86	3	8
Renville	131	10	3
Rice	106	4	
Roseau	53	16	2
St. Louis	28	4	15
Scott	67	0	67
Sherburne	52	6	
Sibley	80	6	
Steele	86	4	
Stevens	68	8	1
Traverse	60	3	3
Wabasha	97	5	
Wadena	60	5	
Washington	64	6	5
Wilkin	80	4	
TOTALS.... 5, 259		341	823

NOTE: The tabulations were secured from questionnaires submitted to the county superintendents of schools in advance of the filing of the final reports in the offices of the State Department of Education.

\*Cook county had an advisory survey committee.  
\*\*The data from the tentative report was used.

## CHAPTER IV

## RECOMMENDATIONS

As the county survey committees have applied Chapter 421 to their specific situations they have found a need for clarification and refinement of the law as it relates to their local problems and to their neighboring counties. Suggestions which have been submitted by these survey committees and by other groups have been given careful consideration by the State Commission.

The State Advisory Commission on School Reorganization submits the below listed recommendations for consideration by the 1949 Legislature of Minnesota.

A. Provide for the extension of time to give:

1. Counties which failed to vote favorably for a survey committee in 1947 an opportunity to vote a second time on the question.
2. County survey committees a longer term in which to complete their work.
3. The newly formed survey committees a longer term to study the school conditions and submit their tentative reports.
4. A longer period between the filing of the tentative and final reports to the survey committees which may be organized in the future, for the purpose of holding hearings and preparing the final reports.
5. The people more opportunity to study and discuss the proposed recommendations before voting on the issues.

B. Clarify voting procedures on the recommendations

1. Specify definitely in the statute the establishment of precincts, appointment of election judges, type of ballots and canvassing of the vote.

(The present statute specifies that the election procedure in the consolidation of districts shall apply, and this is not applicable in a large number of cases.)

2. Clarification as to who may vote on the county committee proposals when the recommendations divide present districts between two or more proposed districts.

- C. The county superintendent should be required to issue "an order for reorganization of school districts" if the vote on the recommendations of the survey committee is carried by a majority vote in both urban and rural areas of the proposed district.

(The present statute does not provide for any county official to issue a proper notice to school boards, county and state officials that a reorganization has been completed and that such reorganization is effective because of the majority vote of the people who may have voted on the proposal submitted by the county school survey committee.)

- D. Permit representation from districts with graded elementary schools on county school survey committees.
- E. Survey committees should be granted an opportunity to recall their final reports for the purpose of revising their recommendations.

(The present statute provides for a two-month period between the filing of the tentative and final reports. This was too short a period for some of the committees to give proper consideration to their final recommendations.)

- F. Require the board of county commissioners to reassign any portion of a school district which may be divided and left unattached because of the favorable vote on one proposal and the unfavorable vote on an adjacent proposal.
- G. Provide for the election of a new school board of reorganized school district with a definite representation from both rural and urban areas.

- H. Some provision should be made to give the people residing in any proposed district an opportunity to vote a second time on the question in case the recommendation fails to receive a majority vote at the first election, and the survey committee should be given an opportunity to make a new recommendation regarding the proposals which may fail on the first election.

## CONCLUSION

The people of Minnesota have demonstrated increasing interest in the need for school district reorganization. The general pattern which such reorganization should follow, however, is not clear in the minds of the people nor even in the minds of all members of survey committees. This pattern will evolve only through much thought and open discussion. The process is naturally slow and deliberate but it is sound. Reorganization should therefore be looked upon as a long-range program and not one to be speedily accomplished. In the meantime, great care should be taken so as to not perpetuate, through subsidy or otherwise, any faulty organization or to give encouragement to any procedure that would lead to unwise reorganization.