

1951-52

THIRD REPORT
of the
STATE ADVISORY COMMISSION ON
SCHOOL REORGANIZATION



to the
FIFTY-EIGHTH LEGISLATURE
of the
STATE OF MINNESOTA

January, 1953

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LETTER OF TRANSMITTAL

To the Senators and Representatives
of the 1953 Minnesota Legislature:

We submit to you our third report on school district reorganization. This report covers the period from January 1, 1951 to December 31, 1952, and is made pursuant to the provisions of Minnesota Statutes, Section 122.50, which reads as follows: "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." Some data covering the period from July 1, 1947 is likewise included, and will indicate the comparative gains in school district enlargement since the effective date of this statute.

State Advisory Commission
on School Reorganization

STATE ADVISORY COMMISSION ON SCHOOL REORGANIZATION

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Roseau County Superintendent of Schools since 1935;
Past President, Northern Division of Minnesota
Education Association
- A. L. Almen.....Balaton
School Superintendent; Chairman, Committee on Education,
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- C. E. Campton.....Two Harbors
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- 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
Rural School Teacher; Local School Board Member 21
years; Former City School Teacher
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Commissioner of Education and Ex-officio Secretary
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INTRODUCTION

The program of school district enlargement has made steady progress since the initiation of this act in 1947. Approximately one fourth of the districts in the state have now been merged into larger administrative districts. The results of sound school district planning is having a profound effect in pointing out the vast improvements that are being made in the educational program, with its expanded curricular offerings in the academic and vocational areas, along with improved hot lunch, library, audio-visual program, music activities, and transportation services, as well as providing the necessary physical plant for the boys and girls of their communities at a reasonable cost.

Prior to 1947 there were two main procedures used for the enlargement of school districts, namely consolidation and dissolution-annexation. The merging of school districts was rather slow under these procedures. The Minnesota Legislature of 1947 provided for the optional reorganization of school districts after a study of the educational needs had been made within a county. The reorganization act, with amendments by the 1949 and 1951 Legislatures, assigned to the elected county school survey committees the responsibility for making the surveys and recommendations. The local people make the final decision on the kind of school district they desire.

The State Advisory Commission on School Reorganization has the responsibility for guiding and directing the program of school district enlargement. This report will include a summary of the activities of the Commission during the 1951-53 biennium, together with recommendations for legislation. Included in this report is a summary of the work of the county school survey committees. A progress report for the biennium with a report on achievements during the past five years is also included.

The Commission wishes to acknowledge the fine work of the many citizens who are serving as members of the survey committees throughout the state. Recognition is given also to those individuals who have served on local citizens committees and on appeal boards. The county superintendents have given invaluable service in many cases in promoting sound school district reorganization within counties as have also the city superintendents and many school boards. The interest and co-operation in school district enlargement as shown by many groups, such as farm organizations, educational associations, P.T.A.; womens clubs, civic and service organizations and other groups has created a better understanding of the present school problems and their solution through sound school district enlargement.

CHAPTER I

SCHOOL DISTRICTS AND THEIR FUNCTIONS

When the vast wilderness which now comprises the rich middle west of our nation was opened for settlement, the Congress soon indicated that it placed great importance on public education within this new land. Through the Ordinance of 1787 for the government of the Northwest Territory Congress declared: "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." This Ordinance paved the way for the granting of large sections of the public domain in the Western Territory for the support of public schools.

In addressing the first Assembly of the Territory of Minnesota in 1849, Governor Alexander Ramsey expressed the hope that "the subject of education which has ever been esteemed of first importance especially in all new American communities" would receive the "most devout care" of the legislative assembly. The territorial laws passed by that Assembly made "every township containing not less than five families" a corporate local school system. It is significant that this early legislature thought of the school administrative unit in terms no smaller than the township. However, this area was evidently too extensive to serve the educational needs of the scattered population, for by 1851 the county commissioners were required by statute to make a division of the inhabited portions of each county into small local school districts, more acceptable to the local school patrons, upon the petition of the people concerned.

In 1857 the people of Minnesota adopted the Constitution which serves even today as the framework of our State government. Education was given a pre-eminent place among public activities as stated in Article VIII, Section I "The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools." It is noteworthy that Section 3 of that Article provided that the legislature "make such provisions....as.... will secure a thorough and efficient system of public schools in each township in the State."

In 1861 a new form of township school organization was created by the legislature but the township was still not generally accepted as the logical unit for school purposes and the county commissioners were again delegated by the legislature to carve the counties into such school districts as the people demanded. By 1880 there had been established 4,165 such small neighborhood districts.

In the growing cities and towns the people soon found that the common school district plan was not suitable to their educational needs. Special school charters were granted to such areas by special legislative acts. Fifty such special districts had been chartered prior to 1892 when a constitutional amendment was passed, intended to prohibit further special legislation. In the meantime, the legislature had in 1865 established the independent school district plan. The cities and towns found this type better suited to their demands for better schools, including the new development of the high school.

The common school district system continued to serve the major portion of the pupil population. It was reported in 1886 that 98 per cent of the enrollment in public schools was within such common school districts. In his report to the Legislature of 1887 the Honorable D. L. Kiehle, State Superintendent of Public Instruction, pointed to the small school district as contributing to inequality in the education of the children of Minnesota. "Some districts are large, rich and thriving; others are poor, sparsely settled, have few children, and can hardly support a four-month's school by levying the highest tax allowed by law." In pointing out "The Remedy" the State Superintendent urged that larger school districts be established. A convention of county superintendents of the state held in December 1887 likewise endorsed the larger township school district system. Although these educational leaders at both state and county levels favored the larger district, nothing of practical benefit resulted.

In his biennial report to the 1911 Legislature covering the years 1909 and 1910, the Honorable C. G. Schulz, Superintendent of Public Instruction stated: "The little school district, with its low valuation and small population....must give way to the larger school unit, making possible the consolidated rural school that in time will become the central influence of community activity in country life development." This year marked the beginning of the era for consolidation of many small rural districts through legislation which gave some

financial incentive to the larger unit. The movement did not always prosper, however. In most cases it was necessary to erect an entire new school plant for the new district. Since the consolidations were usually small because of the road conditions and the horse-drawn transportation facilities, the tax load for school buildings was generally high on the limited valuation of the district.

In 1913 legislation was enacted that led to the establishment of the "Ten or More Township School District" as now found at Grand Rapids, Tower-Soudan and Deer River. In 1923 the "Unorganized Territory School District" came into being to take care of the education of children residing in areas not organized as school districts. Large parts of Aitkin, Cass, Clearwater, Koochiching, Lake of the Woods, Mahnomen, Roseau, St. Louis and other counties were included in this type of district. In 1929 the Lake County School District was established under the statute making such county-wide consolidation possible.

The current movement for better schools for rural Minnesota came in 1947 when the Legislature passed the reorganization law. In any county in which a majority of all the school board members favored the establishment of a school survey committee, such a committee of nine members was elected by the school board members. Following their study of educational conditions and needs in the county this committee reported to the school boards and to the people, with their recommendations for the reorganization of the districts. After the proposals have been discussed with the people in the affected districts, elections are held through which the people will make the final determination.

The job of a school district is to establish and maintain schools that will serve the educational needs of the people. History has demonstrated that as the needs have changed or expanded, the people have changed the type of the school organization serving them. It is now generally agreed that the small school district system which was established to meet frontier conditions and which has rendered a notable service during the past several decades is no longer able to provide the educational services necessary under the changing conditions of the present day. The improvement of educational opportunities in many communities in Minnesota depends, therefore, upon the wise reorganization of school districts.

CHAPTER II

ACTIVITIES OF THE STATE ADVISORY COMMISSION

The school district reorganization law provides for a State Advisory Commission on School Reorganization consisting of nine members appointed by the State Board of Education with the Commissioner of Education as the ex-officio secretary and executive officer of the State Commission. The Director of Rural Education has been given the responsibility of directing the program and under his supervision consultant service is made available to the county school survey committees and local school planning committees throughout the state. The duties of the State Commission are set forth in Minnesota Statutes 1949, Section 122.50.

Since the passage of the reorganization law manuals for the use of county school survey committees have been prepared and distributed to such committees. The original manual published in 1947 was revised in 1949 as authorized by the State Advisory Commission. The revised manual contains a clarification of the procedures for the conduct of the survey program in keeping with the amended statutes. Statements of the aims, goals, and principles which are essential to surveys and recommendations for school district reorganization are set forth in such manual.

Thirteen regional conferences for county school survey committee members, county superintendents and others were held in June 1951 at Milaca, Cloquet, St. Paul, Glencoe, Morris, Ada, Thief River Falls, Bemidji, Wadena, Granite Falls, Windom, Rochester and Waseca. Topics discussed by the consultants included the 1951 changes in laws relating to the various types of school district enlargement, and the future steps to be taken by school survey committees. Contributing to the success of these conferences was the period for discussion in which members of the various survey committees reviewed their experiences and considered their common problems relating to school district enlargement. A total of 305 people attended these regional conferences which proved to be helpful to the survey committees.

Consultant service as provided by the State Advisory Commission has proved very valuable to survey committees and local

planning committees. Consultants have met regularly with the survey committees at their monthly and special meetings. They have assisted at public meetings to provide information on various types of school district enlargement. The survey consultants have attended approximately 375 meetings of survey committees during the past two years. They have held more than 800 special conferences with superintendents, committee members and other interested individuals and groups. The consultants have participated in more than 275 public meetings at which an estimated total of 25,000 persons have been in attendance.

During the past two years the State Advisory Commission has received 38 amended or revised final reports from 26 county school survey committees. It is the responsibility of the Commission to review the amended or revised final recommendation for the purpose of determining if these proposals are in the best interest of the children of the districts and the people residing within such areas. The Commission has continued to study the educational problems of the school districts throughout the state in light of present changing conditions as related to population, enrollments, teachers, curriculum offerings, building needs and financial aspects. Legislation has been considered which would improve the various procedures in school district enlargement such as reorganization, consolidation and dissolution-annexation. The recommendations of the Commission are presented in this report Chapter VI.

One of the outstanding features of the present reorganization law, and one not found in similar laws in other states, is that which provides an opportunity for the people to have their grievances heard by an impartial appeal board. Within 60 days after a report has been amended or revised, the school board of a district located within the proposed district may file an appeal with the State Advisory Commission, setting forth its grievances. The Commission will then appoint an impartial board of five members to conduct a hearing, to receive all facts relating to the appeal, and render its decision which will be final. During the past two years seven appeal boards have been appointed to hear the grievances of 27 districts. The appeal boards granted the requests of 20 districts appealing and denied the requests of seven. There are no appeals pending at the present time. See Table VI in the appendix for details.

The Commission at its various meetings has approved the annual and quarterly budgets in the disbursement of the funds granted by the Legislature. Members of the Commission have taken part in a number of local, county, regional and state meetings at which time they have discussed various phases of the improvement of education, including the reorganization of school districts. At various meetings the Advisory Commission has given consideration to such matters; as state aids to school districts, assessed valuations of property, tax rates, improvements in the educational program, cost of education, improvement of roads in rural communities as a means of providing better pupil transportation, qualifications of the county superintendent, supply of properly qualified teachers, adequate housing of pupils and school personnel, and many other topics.

The State Advisory Commission has asked the Legislative Research Commission to make a study of school district reorganization as it is being administered in Minnesota and in other states and make its report to the Legislature.

In a number of areas, as a follow-up of the recommendations made by the county survey committees, local districts have entered into agreements with the Bureau of Field Studies of the University of Minnesota for the conduct of a comprehensive and detailed survey of the school facilities of the community.

The State Advisory Commission has authorized the preparation, publication and distribution of several bulletins relating to school reorganization. Among these are the following:

1. "Strengthening Education in Minnesota". This is a pictorial bulletin illustrating the activities which are possible in a good school.
2. "Sharing Responsibilities and Opportunities in Education". This is a progress report covering a four-year period to July, 1951.
3. "Stronger Foundations for Better Education". This is a five year report on the progress of reorganization.

4. "A Study of the 1951 School Tax Rates in Minnesota Counties".
5. "Educational Improvements in Reorganized Districts".

Circular letters and brief reports have been prepared and distributed to county committees to keep them informed of school district enlargement.

The Commission has made available two 16 mm. sound films relating to reorganization, namely, "School House in the Red" and "Schools March On". It has also recommended for showing such films as "A Way of Life" and "The School Board" which have been distributed through other agencies. Numerous groups throughout the state have learned of the benefits of school district enlargement through the showing of these films.

CHAPTER III

WORK OF COUNTY SCHOOL SURVEY COMMITTEES

There are 63 counties in which school survey committees have been organized. Chart I on Page 11 indicates the counties in which committees are functioning, and the complete list of the counties as to their activity in the reorganization program is found in Table I of the Appendix.

The personnel of the county school survey committee consists of five persons elected from the rural districts of the county and four from the urban districts for a total of 567 survey committee members. The county superintendent serves as an ex-officio member and executive secretary of the committee.

The duties of the school survey committee are set forth in Minnesota Statutes Section 122.40-122.57. They have the responsibility of making a study of the services and facilities of the school districts in the county and their organization for the purpose of recommending desirable improvements in the educational program. Reports of the study and the recommendations have been made to the school board members of the county and the State Advisory Commission. In the conduct of their survey, the county committees have held many conferences with local school authorities and the residents of each district affected.

The 1949 Legislature amended the reorganization law authorizing the school survey committees to revise their final reports when there seemed to be need and justification for such action. A number of such revisions have been made during the past biennium.

In their study of school problems in the respective counties the sixty-three school survey committees have been guided by the principal aims of school district enlargement as adopted by the State Advisory Commission. These aims 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.

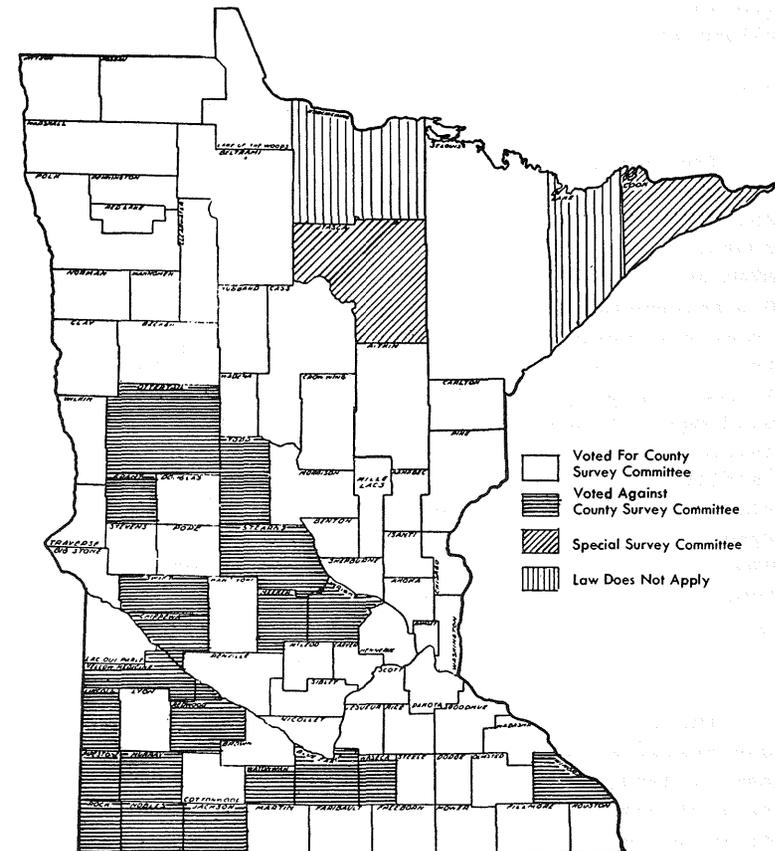
The reports of the school survey committees have brought to the attention of the people many inequalities existing in school districts. These studies show a wide variation in the cost per pupil for instruction, enrollments by schools and by grades, qualification of teachers, assessed valuations, tax rates for school maintenance and transportation services. Copies of the tentative and final reports and amendments to the final reports are on file with the State Advisory Commission in the offices of the county superintendents.

A major portion of the recommendations for reorganization made by the county survey committees have been based on the existing high school areas. The extent of these areas has come as an expression of the desires of the people themselves over the years. During this time the people have learned through co-operation with their neighbors that improved services are possible. From these experiences in community participation the activities of the several small organizations have evolved into the activity of one larger organization.

The county survey committees have held regular meetings in addition to the many special meetings in carrying out the responsibilities assigned by the statutes. They have devoted much of their time to conducting hearings in individual school districts before the election on reorganization is held. During the past two years survey committees have held more than 700 hearings in the 88 proposals submitted to the people.

School survey committees in general have done an excellent job in their study of local school problems and have planned wisely in recommending the establishment of stronger school districts. The fruits of their work are now evident in 113 enlarged school districts now in operation who have expanded their school programs and related services in behalf of the girls and boys in their communities.

CHART I
ORGANIZATION OF COUNTY SURVEY COMMITTEES
 State of Minnesota



State Department of Education
 and
 State Advisory Commission on School Reorganization

PROCEDURES FOR SCHOOL DISTRICT ENLARGEMENT

There are three procedures commonly used at the present time for the enlargement of school districts in the State of Minnesota, namely, reorganization, consolidation and dissolution-annexation. A brief statement of each procedure is as follows with details omitted.

REORGANIZATION

The reorganization procedure is set forth in Minnesota Statutes 1949, Sections 122.40 to 122.57 As Amended by Laws of 1951, Chapter 706. Following is a brief summary of this procedure. A reorganized school district may be formed by the union of two or more districts or parts of districts set forth in a recommendation of a county school survey committee after a complete study of the school facilities and services within the county. Such recommendation is submitted to the electors of the proposed district voting at their respective school buildings. A majority vote of all the electors of the rural districts and also a majority vote of all the electors of each district maintaining a graded elementary school and secondary school is required to approve the recommendation for a reorganized school district. Such district becomes an independent school district, and if it contains the required land area, it becomes an independent consolidated school district.

CONSOLIDATION

The procedures for consolidation is set forth in Minnesota Statutes 1949, Sections 122.19 to 122.27, As Amended by Laws of 1951, Chapter 706. Two or more school districts or parts of districts comprising at least 24 sections of land, may merge to form a consolidated district upon the presentation to the Commissioner of Education of a plat or map indicating the outline of the proposed consolidation. Following the approval by the Commissioner, an election is called by the county superintendent upon the receipt of a petition signed by at least 25% of the resident freeholders of each rural district or part of districts and a resolution in favor of the consolidation from the school board of any high school or graded elementary district included in the project. The electors of the rural districts assemble in one place to cast their ballots and a majority vote determines the issue. Such district is known as an independent consolidated school district.

The dissolution-annexation procedure is set forth in Minnesota Statutes 1949, Section 122.28, As Amended by Laws of 1951, Chapter 706. A district may be dissolved by the county board of commissioners on a petition signed by a majority of the resident freeholders of the district who are entitled to vote at school elections or on presentation of resolutions passed by a majority vote at a legal meeting of the electors of the district. The territory of a district so dissolved shall be attached by order of the board to one or more existing districts after due hearing.

OTHER PROCEDURES

There are other procedures set forth in Minnesota Statutes 1949 that may be used to enlarge school districts beside the three main procedures given above namely,

Changing Boundaries of Districts, Section 122.09

Setting Off of Land, Section 122.15 As Amended by Laws 1951, Chapter 31

Union of Two or More Districts, Section 122.16

County Consolidation Procedure, Sections 123.23-123.32

PROGRESS IN SCHOOL DISTRICT ENLARGEMENT

Definite progress is being made in the reorganization of school districts in Minnesota. Many districts are now discovering that they cannot provide an adequate educational program for their children because of limited enrollment and low valuation. As a result of these deficiencies districts have found it to their advantage to combine their local resources in creating a district which is larger and stronger, and thus better able to provide the essential educational services. Up to the present time more than 1,850 districts have merged into these larger units; approximately one out of every four districts.

In 1947 Minnesota had 7,606 school districts. Of this number only six per cent maintained an educational program which extended from the first grade through the twelfth. About one-third of the rural districts had closed their schools and were transporting their children to other districts. Of the open and operating rural schools 65% had enrollments of less than 20 pupils each. Because of the small number of pupils the educational costs were correspondingly high. Many of the smaller high schools in the state were unable to give a full program of education, which tended to discourage the continuance in high school of many of the eligible pupils.

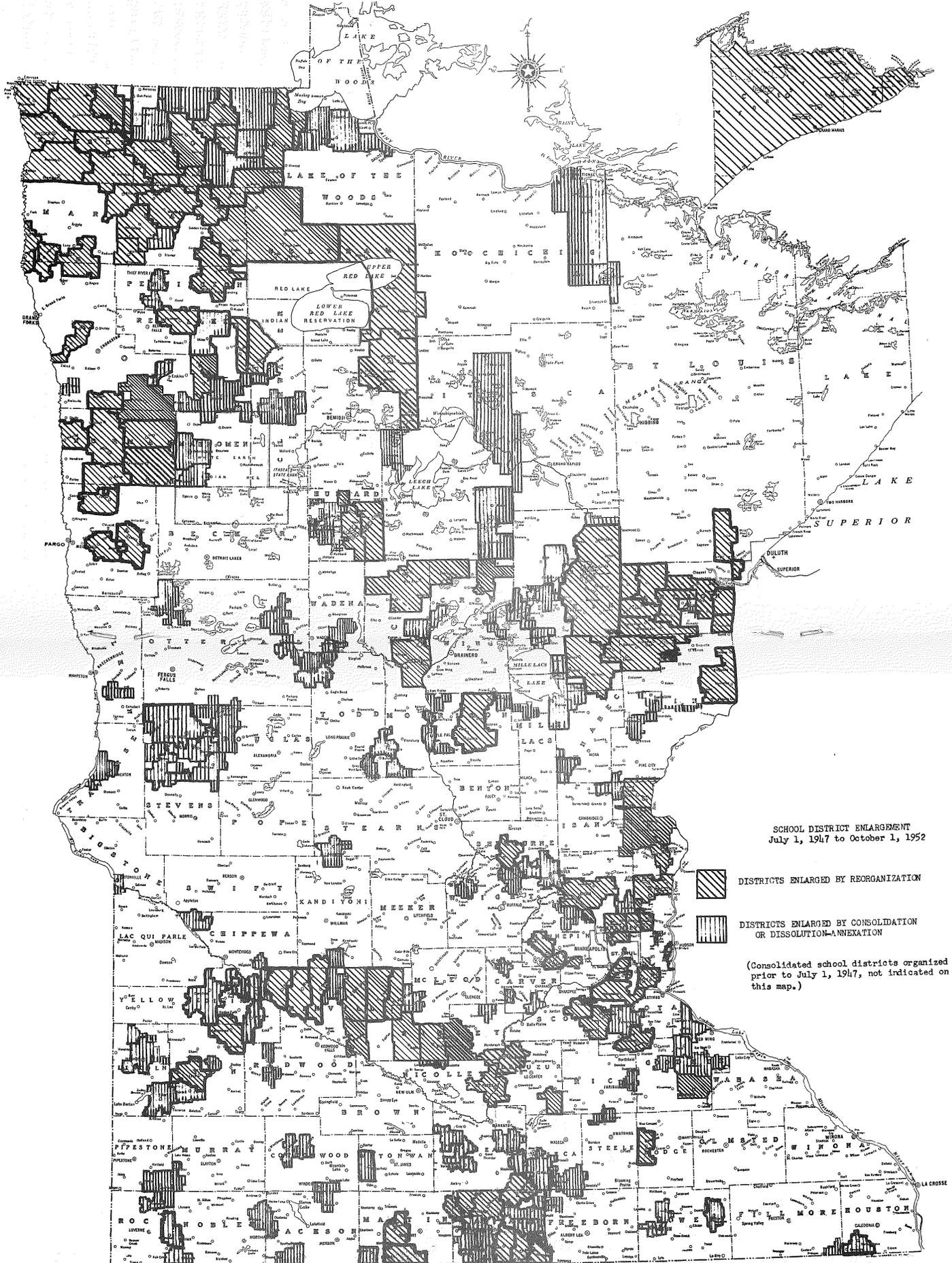
For the period from October 1, 1950 to December 1, 1952 elections have been held on recommendations submitted by the county school survey committees and on proposals for consolidation which, together with procedures under dissolution-annexation, have accounted for the merging of 1,033 districts. Since July 1, 1947 there has been a reduction of 1,851 school districts which leaves a total of 5,755 districts as of December 1, 1952. Fourteen counties of the state now have fewer than twenty-five school districts each.

Chart II on page 16 of this report presents a map showing where reorganization and consolidation have taken place in Minnesota to October 1, 1952. Following is a summary of district enlargement to December 1, 1952.

Summary of School District Enlargement
December 1, 1952

Number of school districts, July 1, 1947	7,606
Number of school districts, December 1, 1952	5,755
Total number of districts merged	1,851
Number merged by reorganization	1,158
Number merged by consolidation and by dissolution	693
Number of elections held under reorganization	199
Number of reorganization proposals approved	113
Number not approved, but later enlarged by consolidation or dissolution	24
Number of reorganization proposals not approved	62

Approximately 60% of the districts which maintain graded elementary and secondary schools are now organized as consolidated school districts. Numerous benefits have already come to many of these larger and stronger community districts. The children of the lower grades of these districts are often provided for in elementary school attendance centers within a reasonable distance of their homes. Educational opportunities on the secondary level have been extended. In Faribault county, for example, nearly all of the high school pupils of that county are now residents of their own high school districts. A number of the larger districts like Ada, Danube, Minnetonka, Moose Lake, Roseville, Willow River and many others have improved the facilities and educational services in the outlying attendance centers of such districts. Most of the larger districts have improved the health services to their children including a school lunch program and in some cases also a school nurse. Administration has been improved, notably in transportation service, such as at Elbow Lake, Le Sueur,



SCHOOL DISTRICT ENLARGEMENT
July 1, 1947 to October 1, 1952

-  DISTRICTS ENLARGED BY REORGANIZATION
-  DISTRICTS ENLARGED BY CONSOLIDATION OR DISSOLUTION-ANNEXATION

(Consolidated school districts organized prior to July 1, 1947, not indicated on this map.)

Sacred Heart and West St. Paul. Many communities have been able to reduce the travel time of children on the buses by twenty or thirty minutes because of better planning. Financially, most of these areas have experienced a leveling off of the inequalities in school taxes at reasonable averages. Agricultural property in consolidated and reorganized districts is taxed for school maintenance generally at a rate which is lower than the rates in the common school districts in the same county.

The successful merging of small districts into larger and stronger districts can be attributed to good planning on the part of the survey committees and the active participation of local citizens committees which have been organized in a large number of counties throughout the state. These citizens committees have been created wherever the local people have recognized the problems and needs of their schools, and the members have given of their time to bring information to the local people which has been valuable to them. Some committees have continued to function after reorganization and have been helpful to the school boards in an advisory capacity.

Table II in the appendix gives a summary report of district enlargement by counties to July 1, 1952.

CHAPTER VI

RECOMMENDATIONS

The program of school district enlargement is gaining momentum throughout the state. County survey committees and school board members because of their close contact with school problems find that there is a need for further legislation affecting the establishment and operation of the new enlarged districts. Many suggestions have been received from survey committees and local planning groups, which have been given due consideration by the State Advisory Commission on school reorganization.

The State Advisory Commission herewith submits the following recommendations for consideration by the 1953 Legislature of Minnesota.

1. That the program of school district reorganization be continued so as to allow ample time to permit the people to vote on the remaining recommendations, and for the further consideration of the reorganization of districts.
2. That the State Advisory Commission be continued. There is still much work to be done in this field which warrants the continuance of the Commission.
3. That provisions be made for counties without a survey committee so that the question of forming a survey committee may be brought before the school boards of a county upon presentation of a petition signed by ten per cent of the school board members.
4. That the membership of nine be continued for school survey committees based upon the present distribution from rural and urban areas and that terms be set for such members, with election by the school boards as now provided.
5. That the data and information on all proposals recommended by survey committees be brought up-to-date and revised if necessary, with a summary published in the newspapers of the county.
6. That the tentative and final reports prepared by new survey committees follow a time schedule similar to that in the present law. Provide for the publication of a summary of these reports in the official newspaper of the county.

CONCLUSION

7. That elections on reorganization be called on the date designated by the county survey committee. That the State Advisory Commission be authorized to determine a deadline date for all future elections on reorganization which are to be called.
8. That the present law pertaining to elections on reorganization be amended so that all votes cast in the territory within urban districts be counted as one unit as is now provided for in the territory outside of such urban districts.
9. That the school survey committee in all counties of the state, which in its final report or amended report is recommending the reorganization of school districts, may at its option submit to the voters of a proposed district the joint question of reorganization and of debt assumption in one ballot. This can be done by making Chapter 305, Laws of 1951, general in application.
10. That a subsequent election shall be called when the county survey committee has determined that such subsequent election is desirable and advisable.
11. That the Legislature give due consideration to the improvement of secondary roads of the state to provide for improved means of travel for the farm folks and transportation of school pupils. Lack of funds for construction, surfacing, adequate maintenance and efficient snow removal presents a major problem to school district reorganization.
12. That the Legislature consider the revision of Section 122.03 as it relates to Composition of Districts to allow for district enlargement within any existing high school area irrespective of the requirement of "adjoining territory".
13. That Section 125.31, Compensation of School Board be revised to permit compensation to all members of school boards in consolidated districts within fixed limits.
14. That the authority in Section 125.06, Subd. 16 be extended to permit payment of mileage expenses for members attending school board meetings in consolidated or reorganized districts.

Many educational problems are confronting the school districts of the state which emphasizes the need for continuing the reorganization program. Birth rate figures indicate that communities will have to do some careful planning if they are going to provide adequate school facilities for these children in the years ahead. Future school enrollments are closely related to increased birth rates as indicated by the prediction that the first grade enrollment will increase from 51,195 in 1951 to 81,128 by 1958. According to estimates available, the high school enrollment will increase from 205,710 as of 1951 to about 241,362 in 1958. Urban school districts will feel the impact of this increase. The non-resident status of pupils in the ungraded district is now becoming acute because of the crowded conditions that are developing in the urban districts, thus leaving them insecure as to where they may receive their elementary and secondary education. The solution to this problem is through the enlargement of school districts.

The growth of school district reorganization has focused the attention of people on the inability of the many small districts in the state who no longer are able to provide a well rounded education for their children. This inability is brought out by the fact that more than one-third of the ungraded schools are closed and transporting their children to other districts. To delegate the responsibility of education to others does not solve the problem.

There has been a reduction of approximately 1,850 school districts in Minnesota since the initiation of the reorganization program. These districts have merged into about 150 larger school districts, who are now capable of meeting the present day problems of increased enrollments, educational programs, building needs, and sound financial support. The citizens of these areas through the guidance of their survey committees have recognized the need and have met the challenge for better education.

A P P E N D I X

TABLE II

SUMMARY REPORT ON SCHOOL DISTRICT ENLARGEMENT
July 1, 1947 to July 1, 1952

County	No. of Dists.		Total Reduc- tion	County	No. of Dists.		Total Reduc- tion
	7-1-47	7-1-52			7-1-47	7-1-52	
Aitkin	102	42	60	Marshall	140	68	72
Anoka	57	37	20	Martin	110	81	29
Becker	133	133	0	Meeker	92	92	0
Beltrami	59	27	32	Mille Lacs	59	56	3
Benton	64	64	0	Morrison	139	89	50
Big Stone	60	60	0	Mower	115	91	24
Blue Earth	122	100	22	Murray	113	108	5
Brown	82	82	0	Nicollet	62	49	13
Carlton	34	15	19	Nobles	110	101	9
Carver	66	52	14	Norman	103	20	83
Cass	23	16	7	Olmsted	125	125	0
Chippewa	87	76	11	Otter Tail	281	244	37
Chisago	49	27	22	Pennington	68	54	14
Clay	102	81	21	Pine	108	78	30
Clearwater	56	41	15	Pipestone	72	65	7
Cook	7	1	6	Polk	213	160	53
Cottonwood	76	72	4	Pope	90	89	1
Crow Wing	96	80	16	Ramsey	30	11	19
Dakota	102	53	49	Red Lake	53	33	20
Dodge	82	75	7	Redwood	112	110	2
Douglas	96	81	15	Renville	131	38	93
Faribault	118	41	77	Rice	106	106	0
Fillmore	174	174	0	Rock	68	53	15
Freeborn	128	123	5	Roseau	79	19	60
Goodhue	155	108	47	St. Louis	29	24	5
Grant	71	16	55	Scott	67	48	19
Hennepin	90	69	21	Sherburne	52	36	16
Houston	104	90	14	Sibley	78	48	30
Hubbard	56	35	21	Stearns	203	196	7
Isanti	68	64	4	Steele	86	83	3
Itasca	6	5	1	Stevens	68	66	2
Jackson	104	95	9	Swift	93	91	2
Kanabec	57	49	8	Todd	143	137	6
Kandiyohi	109	101	8	Traverse	60	60	0
Kittson	68	9	59	Wabasha	96	94	2
Koochiching	4	3	1	Wadena	60	59	1
Lac qui Parle	104	104	0	Waseca	83	76	7
Lake	1	1	0	Washington	65	41	24
Lake of Woods	11	9	2	Watonwan	62	58	4
Le Sueur	95	55	40	Wilkin	80	75	5
Lincoln	76	57	19	Winona	114	110	4
Lyon	98	67	31	Wright	138	132	6
McLeod	83	78	5	Yellow			
Mahnomen	23	12	11	Medicine	92	64	28

TOTALS 7,606 6,018 1,588

TABLE III

COUNTIES WITH FEWER THAN 25 DISTRICTS
AS OF JULY 1, 1952

County	No. of Districts	County	No. of Districts
Carlton	15	Lake	1
Cass	16	Lake of the Woods	9
Cook	1	Mahnomen	12
Grant	16	Norman	20
Itasca	5	Ramsey	11
Kittson	9	Roseau	19
Koochiching	3	St. Louis	24

TABLE IV

RESULTS OF ELECTIONS ON RECOMMENDATIONS
FOR SCHOOL REORGANIZATION

December 1, 1952

1. Successful Elections

County	Place	County	Place
Aitkin	McGregor	Goodhue	Cannon Falls Zumbrota
Aitkin-Kanabec	McGrath		
Anoka	Anoka	Hennepin	Excelsior- Deephaven Hopkins* Maple Plain- Long Lake
Beltrami-Marshall	Grygla		
Beltrami	Blackduck* Kelliher	Hubbard	Akeley* Nevis
Carlton	Barnum* Carlton* Cromwell Holyoke Kalevala Moose Lake Wright	Kittson	Hallock Humboldt Karlstad Kennedy Lake Bronson Lancaster No. VII (Rural)
Cass-Crow Wing	Pine River		
Cass-Morrison	Pillager	Le Sueur	Waterville
Chisago	North Branch Lindstrom-Center City Rush City*	Le Sueur-Nicollet	Sibley Le Sueur*
		Lyon	Lynd
Clay	Felton Glyndon Hawley	Lyon-Yellow Medicine	Cottonwood
Clay-Wilkin	Barnesville	Marshall	Gatzke Middle River Newfolden Strandquist Viking
Clearwater	Gonvick*		
Cook	County Unit		
Crow Wing	Emily*	Marshall-Polk	Alvarado Oslo Warren
Dakota	Rosemount West St. Paul		
Dakota-Goodhue	Randolph	Martin	Ceylon Welcome
Dakota-Scott	Lakeville	Martin-Faribault	Huntley
Dodge	Claremont	Morrison	Pierz
Faribault	Bricelyn Delavan Frost Minnesota Lake Winnabago	Nicollet-Le Sueur	St. Peter*
Faribault-Freeborn	Kiester	Norman	Ada Gary Halstad Twin Valley

TABLE IV - Cont'd.

County	Place	County	Place
Norman-Clay	Borup	Roseau	Badger Malung-Pencer Roseau Swift Warroad*
Pennington-Marshall	Goodridge		
Pine	Cloverton- Markville Willow River	Roseau-Kittson	Greenbush
Polk	Beltrami Fertile Fisher Gully McIntosh	Roseau-Marshall	Grass Lake (90 JT) Strathcona Wannaska
		Roseau-Marshall- Beltrami	Skime
Ramsey	New Brighton* North St. Paul* Roseville	St. Louis	Proctor
		Scott	Prior Lake
		Scott-Sibley	Belle Plaine*
Ramsey-Washington	White Bear Lake	Sherburne	Becker
Red Lake	Plummer	Sibley	Gaylord* Gibbon* Winthrop
Renville	Bird Island Buffalo Lake* Danube Franklin* Hector Morton Renville Sacred Heart	Washington	Forest Lake Mahtomedi Newport- St. Paul Park*

*Second Election Carried.

2. Districts Enlarged by Consolidation or Dissolution after
Unsuccessful Elections on Reorganizations

County	Place	County	Place
Carlton	Wrenshall	Isanti	Braham
Cass	Remer	McLeod	Stewart
Cottonwood	Jeffers Windom	Mille Lacs	Onamia
Crow Wing	Nisswa	Morrison	Swanville Upsala
Dakota	Farmington	Pine	Hinckley Sandstone
Faribault	Blue Earth Elmore Wells	Renville	Olivia
Goodhue	Goodhue	Sherburne	Elk River Big Lake
Hennepin	Osseo	Traverse	Wheaton
Houston	Spring Grove	Wadena	Verndale

TABLE IV - Cont'd.

Unsuccessful Elections on Reorganization

County	Place	County	Place
Anoka	St. Francis	Morrison	Royalton
Becker	Audubon Frazee	Nicollet	North Mankato
Cass-Morrison	Motley	Olmsted-Mower- Fillmore	Stewartville
Clay	Hitterdal Ulen	Pine	Askov-Bruno- Kerrick Finlayson
Cottonwood	Storden	Pope	Cyrus Starbuck
Dakota	Hastings	Red Lake	Red Lake Falls
Fillmore	Peterson Rushford	Roseau	Haug-Leo
Freeborn	Freeborn	Sherburne	Clear Lake Haven Santiago
Goodhue	Kenyon	Stevens	Chokio
Hennepin	Mound No. 10 No. 17	Traverse	Tintah
Le Sueur	Le Center	Wadena	Menahga Proposal No. 3 Sebeka Wadena
McLeod	Brownton Glencoe Lester Prairie	Wilkin-Clay	Wolverton- Comstock
Marshall	Argyle Stephen		
Martin	East Chain Granada Triumph- Monterey Truman		

TABLE V

CONSOLIDATIONS AND DISSOLUTIONS-ANNEXATIONS

July 1, 1948 to December 1, 1952

County	Place
Aitkin	14 Districts (D), attached to Aitkin 6 Districts (C), Palisade 11 Districts (D), attached to McGregor 1 District (D), attached to Palisade and Dists. 39, 48 1 District (D), attached to Palisade and No. 109 2 Districts (D), attached to Dist. No. 41 (Rural) 1 District (D), attached to Swatara 1 District (C), McGrath 1 District (D), attached to Isle of Mille Lacs County
Anoka	3 Districts (D), attached to Centerville 1 District (D), attached to Columbia Heights
Beltrami	3 Districts (D), attached to Unorganized Territory 1 District (D), attached to Dist. No. 92 (Rural) 1 District (D), attached to Dist. No. 29 (Rural) 1 District (D), attached to Solway 2 Districts (D), attached to Dist. No. 113 (Rural)
Big Stone	1 District (D), attached to Ortonville
Blue Earth	2 Districts (D), attached to Rapidan and Good Thunder 2 Districts (C), with Pemberton 2 Districts (C), with Garden City 6 Districts (C), with Vernon Center
Carlton	1 District (D), attached to Wrenshall 3 Districts (D), attached to Barnum
Carver	6 Districts (C), with East Union 3 Districts (C), with Bongaards 5 Districts (C), with Mayer 1 District (D), attached to Dist. No. 12 (Rural)
Cass	1 District (D), attached to Nisswa Part of Unorganized Territory (C), with Remer
Chippewa	7 Districts (C), with Milan 1 District (D), attached to Dists. Nos. 24, 33, 51, 53, and 63 (Rural) 1 District (D), attached to Maynard 1 District (C), of Renville County with Maynard
Chisago	7 Districts (C), with Braham in Isanti County
Clay	1 District (D), attached to Averill 1 District (D), attached to Felton 1 District (D), attached to Hawley
Clearwater	3 Districts (D), attached to Shevlin 2 Districts (C), with Clearbrook 1 District (D), attached to Unorganized Territory 1 District (C), with Bagley

TABLE V - Cont'd.

County	Place
Cottonwood	4 Districts (C), with Windom 2 Districts (C), with Jeffers
Crow Wing	1 District (D), attached to Dist. 69 (Rural) 2 Districts (D), attached to Nisswa 2 Districts (D), attached to Deerwood 1 District (D), attached to Dist. No. 104 (Rural) 1 District (D), attached to Dist. No. 115 (Rural) 1 District (D), attached to Unorganized Territory
Dakota	13 Districts (C), with Farmington
Douglas	15 Districts (C), with Evansville
Faribault	1 District (D), attached to Elmore and East Chain 1 District (D), attached to Blue Earth and East Chain
	1 District (D), attached to Kiester and Wells 11 Districts (D), attached to Wells 10 Districts (D), attached to Blue Earth 1 District (D), attached to Blue Earth and Huntley
Fillmore	9 Districts (D), attached to Elmore 3 Districts (D), attached to Blue Earth and Elmore
Freeborn	2 Districts (D), attached to Mabel
	2 Districts (D), attached to Conger 1 District (D), attached to Freeborn 1 District (D), attached to Hartland
Goodhue	7 Districts (C), with Vasa 5 Districts (D), attached to Burnside 17 Districts (C), with Goodhue 6 Districts (C), with Spring Garden 1 District (D), attached to Goodhue
Grant	10 Districts (D), of Grant and Stevens Counties attached to Herman 23 Districts (C), with Elbow Lake 3 Districts (D), attached to Elbow Lake 8 Districts (C), with Barrett 8 Districts (C), of Grant-Douglas and Stevens Counties with Hoffman 3 Districts (C), of Grant and Otter Tail Counties with Ashby 2 Districts (D), attached to Norcross 1 District (D), attached to Herman and Elbow Lake
Hennepin	1 District (D), attached to Robbinsdale and Wayzata 7 Districts (D), attached to Osseo
Houston	11 Districts (C), with Spring Grove 1 District (D), attached to Dist. No. 45 (Rural)
Hubbard	1 District (D), attached to Carr Lake 1 District (D), attached to Hubbard 1 District (D), attached to Unorganized Territory 10 Districts (D), attached to Park Rapids 1 District (D), attached to Nevis
Isanti	1 District (D), attached to Dists. 53 & 61 (Rural)
Itasca	1 District (D), attached to Grand Rapids
Kanabec	3 Districts (D), attached to Ogilvie 1 District (D), attached to Isle, Mille Lacs County 1 District (D), attached to Dist. No. 67 (Rural)
Kandiyohi	4 Districts (C), with Danube 2 Districts (D), attached to Blomkest

County	Place
Koochiching	Dist No. 84 Nett Lake given rights and privileges of consolidated district 1 District (C), with International Falls
Lac qui Parle	1 District (D), attached to Ortonville, Big Stone County
Lake of the Woods	1 District (C), with Williams 1 District (C), with Baudette
Lincoln	9 Districts (D), attached to Ivanhoe 5 Districts (D), attached to Tyler 3 Districts (C), with Dist. No. 92 (Rural)
Lyon	1 District (D), attached to Tyler, Lincoln County 1 District (D), attached to Dist. No. 98 (Rural) 1 District (D), attached to Marshall 8 Districts (C), with Russell
McLeod	10 Districts (C), of McLeod, Renville and Sibley Counties with Stewart
Mahnomen	6 Districts (D), attached to Mahnomen 1 District (C), with Fosston, Polk County
Marshall	4 Districts (D), attached to Holt 1 District (D), attached to Middle River Part of Unorganized Territory (C) with Gatzke and Middle River 1 District (C), with Goodridge, Pennington County
Martin	4 Districts (C), with Dunnell
Morrison	12 Districts (D), attached to Little Falls 1 District (D), attached to Upsala 3 Districts (D), attached to Swanville 2 Districts (D), attached to Onamia, Mille Lacs County
Mower	1 District (D), attached to Austin 3 Districts (C), with Austin 12 Districts (C), with Grand Meadow 1 District (D), attached to Grand Meadow 6 Districts (C), with Brownsdale
Nicollet	3 Districts (D), attached to Dist. No. 44 (Rural) 3 Districts (C), with Lafayette
Nobles	7 Districts of Nobles and Jackson Counties (C) with Round Lake
Norman	1 District (C), with Mahnomen
Otter Tail	1 District (D), divided among several districts
Pennington	3 Districts (D), attached to St. Hilaire 2 Districts (C), with St. Hilaire 1 District (C), with Thief River Falls 1 District (D), attached to Dist. No. 18 (Rural)
Pine	4 Districts (D), attached to Hinckley 1 District (D), attached to Sandstone 1 District (D), attached to Dist. No. 29 (Rural) 1 District (D), attached to Dist. No. 37 2 Districts (D), attached to Rush City, Chisago County 1 District (C), with Braham, Isanti County
Pipestone	17 Districts of Pipestone, Murray and Rock Counties (C) with Edgerton
Polk	1 District (C), with Mentor 1 District (D), attached to Climax 15 Districts (C), with Fosston 4 Districts (C), with Winger

TABLE V - Cont'd.

County	Place
Pope	1 District (D), attached to Farwell
Ramsey	1 District (D), attached to New Brighton
Redwood	2 Districts (D), attached to Vesta 1 District (C), with Franklin, Renville County 8 Districts of Redwood, Murray and Cottonwood Counties (C), with Walnut Grove
Renville	3 Districts (D), attached to Lucan 1 District (D), attached to Granite Falls, Yellow Medicine County 6 Districts (C), with Olivia
Rice	4 Districts of Goodhue and Rice Counties (C), with Nerstrand
Rock	5 Districts of Nobles and Rock Counties (C), with Magnolia 7 Districts (C), with Hardwick
Roseau	2 Districts (D), attached to Warroad 1 District (D), attached to Salol and Malung-Pencer 1 District (D), attached to Roosevelt
St. Louis	1 District (D), attached to Unorganized Territory
Scott	1 District (D), attached to Dist. No. 21 (Rural)
Sherburne	2 Districts (D), attached to Big Lake 1 District and parts of 2 Districts (C), with Big Lake 5 Districts of Anoka, Sherburne and Wright Counties (C), with Elk River
Stearns	10 Districts of Stearns and Kandiyohi Counties (C), with Belgrade
Steele	2 Districts (D), attached to Medford 1 District (D), attached to Dist. No. 98
Swift	1 District (D), attached to Clontarf
Traverse	4 Districts (C), with Wheaton
Todd	1 District (D), attached to Clarissa 15 Districts of Otter Tail and Todd Counties (C), with Bertha 4 Districts (C), with Grey Eagle
Wabasha	1 District (D), attached to Dist. Nos. 82 and 72 (Rural)
Wadena	1 District (D), attached to Menagha 10 Districts of Wadena and Todd Counties (C), with Verndale 1 District (D), attached to Verndale
Waseca	8 Districts (C), with Waldorf 17 Districts of Waseca, Freeborn and Steele Counties (C), with New Richland 1 District (D), attached to Waterville, Le Sueur, and Waseca County District Number 28 (Rural) 1 District (D), attached to Waterville, Le Sueur County Dist. Nos. 3 and 5 Waseca County (Rural) 1 District (D), attached to Waterville, Le Sueur County 1 District (D), attached to Waterville, Le Sueur County and Dist. Nos. 5 and 10, Waseca County (Rural)
Watowan	4 Districts (C), with Butterfield

County	Place
Washington	6 Districts (C), with Afton-Lakeland 1 District (D), attached to Lake Elmo 1 District (D), attached to Forest Lake 2 Districts (D), attached to St. Paul Park
Wilkin	1 District (D), attached to Kent 2 Districts (D), attached to Wolverton 2 Districts (D), attached to Doran
Winona	2 Districts (D), attached to Unorganized Territory 3 Districts (D), attached to Dist. No. 41 (Rural)
Wright	6 Districts (D), attached to Annandale 9 Districts of Wright and Sherburne Counties (C), with Monticello
Yellow Medicine	7 Districts of Chippewa and Yellow Medicine Counties (C), with Granite Falls 9 Districts (D), attached to Clarkfield 6 Districts (C), with Wood Lake

Key: (C) - Consolidations
(D) - Dissolutions-Annexation

Number of Districts Merged by Consolidation and by Dissolution-Annexation, Approximately..... 693

Note: Seven elections on consolidation are held up by court actions. These involve 44 districts and have not been counted in the totals listed above.

TABLE VI

REPORT ON DECISIONS OF APPEAL BOARD

County	School Dist. No.	Date of Hearing	Decision
Carlton	15	April 17, 1950	Petitioners request granted
Cottonwood	16	August 17, 1950	Petitioners request granted
	61	December 20, 1949	Survey committee sustained
	66	September 20, 1950	Petitioners request partially granted
	77	November 28, 1949	Petitioners request granted
	29-35	March 21, 1950	Petitioners request granted
	3, 13, 18, 22, 37, 38, 39, 41, 44, 59	March 16, 17 and April 16, 1950 July 12, 31, 1950	Survey committee sustained
Crow Wing	5, 44, 45, 47, 60, 62, 86, 93, 92, 110	October 25, 26, 31, 1949	Survey committee sustained
	62, 86, 110 *	January 28, 1952	Survey committee sustained
Faribault	3, 5, 20Jt., 27	September 21, 22 and October 3, 4, 1949	Petitioners request granted
	49	September 27, 1949	Survey committee sustained

TABLE VI - Cont'd.

County	School Dist. No.	Date of Hearing	Decision
Faribault (Cont'd.)	97	November 14, 1949	Petitioners request granted
	32, 47 *	January 24, 1951	Survey committee sustained
Hennepin	96	October 5, 1949	Survey committee sustained
Jackson- Cottonwood	28, 115, 121	September 26, 1950	Survey committee sustained
Jackson- Cottonwood	61	April 9, 1951	Petitioners request granted
Marshall	55	December 2, 1949	Survey committee sustained
Martin	13	October 5, 1949	Survey committee sustained
	91	December 14, 1949	Petitioners request granted
Murray- Cottonwood	27, 53, 111	July 17, 1950	Petitioners request granted
Nicollet	46	September 28, 1951	Petitioners request granted
Renville	42, 61	September 23, 1949	Survey committee sustained
Rice	20, 33, 45, 56, 58, 66,) 68, 69, 98, 104, 108,) 113, 127, of Rice) County; Jt. 106) Rice, 68 of Scott) County; Jt. 122) Rice, 92 of Dakota) County; Jt. 52) Rice and Scott;) Jt. 69 Scott & 95) Rice; Jt. 125 Rice) and 111 Le Sueur)	February 18, 19 and 20, 1952	Petitioners request granted
Scott	75*	January 18, 1952	Survey committee sustained
	55*	August 12, 1952	Petitioners request granted
Wadena	79, 19 Jt.	September 22, 1949	Survey committee sustained

*Appeals heard since last legislative report.

APPEALS WITHDRAWN

County	Dist. No.	County	Dist. No.
Anoka	14, 69	Martin	50, 109
Cottonwood	58, 75	Pine	13, 20
Houston	5, 7, 9	Wadena	7
Kittson	54		

Summary: No. of Hearings - 27

No. of Appeals Granted 13, involving 36 school districts

No. of Appeals Denied 14, involving 39 school districts

No. of Appeals Withdrawn - 13

No. of Appeals Pending - 0

Total No. of Districts Involved - 75