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Date August 11, 1972

THE FEASIBILITY OF THE REORGANIZATION OF SEVEN ELEMENTARY SCHOOL DISTRICTS WITH BOZEMAN SCHOOL DISTRICT #7

by

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ABSTRACT

The purpose of the study was to determine the feasibility of the reorganization of seven elementary school districts with Bozeman School District #7. The seven elementary districts are Cottonwood, Monforton, Gallatin Gateway, Anderson, LaMotte, Malmborg and Ophir. Four criteria were used to determine the feasibility of reorganization: cost of operation, curriculums, pupil enrollment, and the condition and usefulness of the school buildings. Information was gathered from the office of the Superintendent of Schools of Gallatin County and from a personal interview with the superintendent. Literature on school district reorganization in general and on reorganization in Montana in particular was reviewed.

It was concluded that the reorganization of the seven elementary districts with Bozeman District #7 is feasible. Questions of the method of reorganization remain. There are areas of further study which should be examined.

The particular curriculum of each elementary school should be examined in detail so that a better evaluation of the educational program can be made. Each elementary school building should be visited personally by an investigator to determine its exact condition. Actual costs rather than budgeted costs should be used in further study. Other areas of future investigation include finding the attitudes of the elementary district residents and school and county officials, breaking the school census down by grade level for each elementary district to give an exact count of pupils for grades one through eight, and determining exact travel distances from one district school to another.

Once the further investigations have been made, a specific plan for reorganization can be formulated. It is realized that even though county officials have the authority to reorganize school districts, such action may not occur until the state legislature requires it.

CHAPTER I

INTRODUCTION

In 1970 Montana had a population of 694,409. The state covers 145,587 square miles, having 4.8 people per square mile (U.S.Department of Commerce, 1970:12). This relatively sparse population plus Montana's geography make the state desirable as a place to hunt,fish, vacation and live away from the crowds of high population centers. However, the population, size and geography of the state also create some significant educational problems. As of October 1, 1971, Montana had 487 operating elementary school districts and 165 high school districts (Colburg, 1972:10) serving a student population 173,417 (Colburg,1972B: 11.3). Are all these schools and districts needed? Could education be improved and money be better spent if there were fewer schools and school districts?

In the early years of the state, transportation was limited. It was impractical for pupils to travel even twenty miles to and from school. Thus, schools and school districts were numerous. Today, with improved roads and modern transportation, it is possible for pupils to travel much greater distances. In view of the increased capacity for student travel, educators, parents, and taxpayers in Montana (and throughout the nation) are being confronted with the idea of school district reorganization and consolidation. This idea is especially pertinent to Montana, with its numerous school districts. In fact, reorganization and consolidation of districts has been taking place. There were 1,201 school districts for the

school year 1952-53 (Condon, 1954:90) compared to the 1971 figure of 709 (Colburg, 1972:10).*

School district reorganization and consolidation is pertinent to Gallatin County as well as to the entire state. The county population of 32,505 inhabit 2,517 square miles. There are 12.9 people per square mile (U.S. Department of Commerce,1970:12). In 1966 Gallatin County had a school census of 8,199. There were 22 common school districts in the county (Miller,1968:31,35). Educators, parents and taxpayers in Gallatin County face some of the same questions regarding the quality and cost of the pupils' educations that the state faces. Are all the school districts needed? Could better education be provided for the children by reorganizing school districts?

Gallatin County has engaged in school district reorganization in the past, especially at the elementary school level. There were 52 school districts in the county during the 1952-53 school year (Condon,1954:90) compared to 24 in 1972 (Brown,1972). However, Bozeman High School District #7 of Gallatin County contains seven separate elementary school districts besides the Bozeman elementary district. They are districts #22 - Cottonwood, #27-Monforton, #35-Gallatin Gateway, #41-Anderson, #43-LaMotte, #47-Malmborg and #72-Ophir (Brown, 1972). Are all these districts needed? Would reorganization of the seven elementary districts with Bozeman District #7 improve the education of the pupils?

STATEMENT OF THE PROBLEM

*This figure includes 57 non-operating elementary school districts.

In considering reorganization of the seven elementary school districts with Bozeman School District #7, the investigator has chosen four areas of study for each elementary district: (1) the cost of operating the school, (2) the curriculum that is and can be offered in the school, (3) school enrollment and (4) the condition and usefulness of the school buildings. In view of these four factors, the problem of this study will be to determine the feasibility of the reorganization of seven elementary school districts with Bozeman School District #7.

PURPOSE OF THE STUDY

The purpose of this study will be to investigate and present facts concerning the cost of operation, the curriculum, the enrollment and the condition and usefulness of the school buildings for each of the seven elementary school districts. Instructional costs, transportation costs and the costs of operating the school buildings will be dealt with in particular. The factors other than cost (enrollment,curriculum and condition and usefulness of school buildings) will be viewed at their present status with a projection of their likely status in the near future.

The study will deal with the feasibility of school district reorganization from the point of view of the seven elementary districts. Information regarding present and future developments in these districts can be useful as the topic of school district reorganization is discussed by educators, parents, taxpayers and legislators.

QUESTIONS TO BE ANSWERED

The following questions are to be answered for each elementary

district.

1. What are the costs of operating the school?
2. What is the present school enrollment?
3. What enrollment can be predicted for the next five years?
4. What is the yearly per pupil cost?
5. What are the present transportation costs?
6. What will the transportation costs be if the district consolidates with Bozeman District #7?
7. What is the present curriculum?
8. What are the possibilities for improving the curriculum without consolidation with District #7?
9. What are the possibilities for improving the curriculum if consolidation with District #7 occurs?
10. What is the condition and usefulness of the school buildings?
11. What is the taxable valuation of the district?
12. What is the census of the district?
13. What is the school tax rate for the district?
14. What schools will be likely to close if school district reorganization occurs?
15. How far do students travel to school?
16. How far would the students have to travel if their school building were closed because of reorganization?

GENERAL PROCEDURE

The investigator will study the records of the Gallatin County

Superintendent of Schools regarding cost per pupil, school census, taxable valuation in the district, information concerning school buildings and other information pertinent to the study for each elementary district. The investigator will also interview the county superintendent.

Available literature dealing with the topic of school district reorganization and Montana laws regarding the operation of school districts and school district reorganization will be considered in making the study.

LIMITATIONS

This study will investigate the feasibility of reorganization with Bozeman School District #7 for the seven elementary school districts now in Bozeman High School District #7. Cost of operation, enrollment, curriculum, and condition and usefulness of buildings will be the only factors considered in determining the feasibility of reorganization. The records of the county superintendent of schools, available literature, Montana laws and an interview with the county superintendent of schools will be used in the investigation.

No attempt will be made to determine the attitudes of the residents or school district personnel regarding school district reorganization.

DEFINITION OF TERMS

1. A.N.B.: the aggregate of the daily membership for the school year divided by the actual number of days school was in session; the average number belonging.

2. Taxable Valuation: the value placed on a building or other piece of real property for purposes of taxation.
3. Reorganized Sitrict: any school district serving territory once served by two or more districts.
4. Curriculum: a group of courses and planned experiences which a student has under the guidance of the school.
5. Elementary School: A school having a curriculum offering work in any combination of grades 1 to 8 or from the preprimary grades to grade 8 (Good, 1959).

SUMMARY

Because of its size, population and number of school districts Gallatin County, like Montana as a whole, lends itself to a study of the feasibility of school district reorganization.

This study will determine the feasibility of the reorganization of seven elementary school districts with Bozeman School District #7. Factors to be considered are: (1) operating costs of the districts, (2) curriculums offered, (3) present and projected enrollment and (4) the condition and usefulness of school buildings in the districts.

The records of the Gallatin County Superintendent of schools will be studied; literature on the subject will be reviewed; Montana laws on the operation and reorganization of schools will be examined. The county superintendent will be interviewed.

No attempt will be made to determine the attitudes of the residents or personnel of the elementary school districts regarding school district

reorganization. The feasibility of the elementary school districts reorganizing with Bozeman District #7 will be based only on the four factors used in the study.

CHAPTER II

REVIEW OF LITERATURE

INTRODUCTION

School district reorganization is neither new nor uncommon. It has occurred in every state in the nation; however, some states have required reorganization by legislative fiat, while others have permitted school district reorganization on a voluntary basis by local authorities. Montana law provides for voluntary school district reorganization (Montana School Laws, 1961:156).

The literature on school district reorganization reviewed in this chapter will deal with the following major areas: (1) trends in school district reorganization, (2) advantages of school district reorganization, (3) resistance to school district reorganization, (4) standards for school district organization, and (5) laws pertaining to school district organization. A summary of the chapter contents will be provided at the end of the chapter.

TRENDS IN SCHOOL DISTRICT REORGANIZATION

Literature on the subject indicates that although school district reorganization has been taking place for many years, the greatest thrust in the direction of reorganization began about 25 to 30 years ago. Fitzwater (1957:17) reported that from 1945 to 1957 the total number of school districts was cut nearly in half, with three-fourths of the states having made reductions in the number of districts. Figures given

by Grieder (1967:6) indicate the same kind of trend toward school district reorganization. He reported that there were 128,000 school districts in 1932; 85,000 in 1950; 42,000 in 1960; and 23,000 in 1967. Figures for the fall of 1970 reveal that reorganization of school districts is continuing. The U.S. Office of Education listed 17,498 operating school districts in the United States at that time (Educational Directory, 1970:6).

Perhaps as important as the total number of school districts are the percentages of school systems and pupils which indicate the trend toward reorganization. Grieder (1967:6) reported that 44 percent of the school districts in the United States enrolled 300 or fewer pupils in 1967. By the fall of 1970 that figure had dropped to 33.1 percent. School systems of 300 or more students contained 98.7 percent of the pupils in the country (Educational Directory, 1970:6).

Montana has not kept pace with the national trend toward school district reorganization even though the number of school districts in the state has be declining. The Peabody Report to the Montana Taxation-Education Commission (1958:47) declared that from 1945-46 to 1958 there was a relative slowing down of the decrease of school districts.

In determining the feasibility of school district reorganization in Montana, the question of why the state has not kept stride with the nation in reorganizing districts must be answered.

ADVANTAGES OF REORGANIZATION

Kreitlow (NEA Journal, 1967) reported that a University of Wisconsin

logitudinal study being conducted since 1949 had revealed some definite advantages stemming from school district reorganization and consolidation. He declared that school district reorganization seemed to account more for academic achievement and mental maturity among the students than had been thought possible.

The University of Wisconsin researchers selected first graders from five reorganized and five nonreorganized school communities in 1949 and again in 1952. The same students were used throughout the study. The students used in the study were those who had stayed in the ten rural communities all twelve years of school. The sample was reduced from 700 pupils in grade one to 300 pupils in grade twelve by using only those students who stayed in the communities for all twelve years. The findings were as follows:

1. There were increased learning opportunities in grades one through twelve for the students in the reorganized districts. Teaching aids, library books and special teachers were more available to the students in the reorganized districts, especially at the elementary level.
2. In reading comprehension and vocabulary, arithmetic fundamentals, English mechanics, physical science and social studies there was advantage to the students in grades one through twelve in the reorganized districts.
3. There was an advantage by grade twelve for the students in the reorganized districts in mental development. The girls especially had an advantage in this respect.

4. In areas of personal and social development, as determined by paper and pencil tests, there was no difference between the girls of the two groups. The boys of the nonreorganized districts showed an advantage over the boys of the reorganized groups. The pupils in the nonreorganized districts engaged in more extra-curricular activities than did the reorganized groups.

Thus the pupils in the reorganized districts showed advantages over the pupils in the nonreorganized groups in mental maturity, academic achievement and educational opportunity.

The students in the nonreorganized districts enjoyed an advantage in personal and social behavior.

An advantage of school district reorganization seen by J.B. Conant (1959:39,59) was that reorganization helped meet the national necessity- especially at the secondary level - of competing with the Russians for world leadership. Better schools through the reorganization of school districts would put us in a better position to compete with Russia.

Other advantages of school district reorganization are educational and financial Grieder (1967) stated three advantages: (1) the improvement of educational opportunity; (2) higher levels of pupil achievement; and (3) more effective use of school money. These advantages were given in more detail by Grieder, Pierce and Rosenstengal (1961) in their textbook on school administration. The advantages they listed were in agreement with most of the results of the study reported by Kreitlow (1967):

1. the possibilities for greater teacher specialization
2. the availability of more and better teaching aids
3. the possibility of a more comprehensive program of studies and activities - especially at the secondary level
4. the opportunity for improvement of instruction through better supervision than the county superintendent can give for schools all over the county.

Kreitlow (1967:45) presented a finding that stands in disagreement with an advantage listed by Grieder, Pierce and Rosenstengal (1961): that students in reorganized districts can be taught to work and play better with others. He reported that students in nonreorganized districts scored higher in personal and social development than did students from reorganized districts.

Financial advantages have also been considered in evaluating school district reorganization (Grieder, Pierce, Rosenstengal, 1961):

1. An increased pupil-teacher ratio can decrease per pupil cost.
2. More use can be made of school buildings and facilities, such as gymnasiums, shops and laboratories.
3. Larger schools require less capital investment in heating plants, toilets and other equipment than an equivalent number of smaller schools would.
4. Reorganized districts may have better management of transportation and less duplication of service than nonreorganized districts.
5. Special services such as guidance, art, music and food service

can be provided more efficiently and economically in reorganized districts. Some nonreorganized districts cannot afford to offer such services.

6. School district reorganization supports the principle that there should be uniformity in the local effort to support a sufficient foundation program.

RESISTANCE TO DISTRICT REORGANIZATION

The advantages of school district reorganization apply nationally. There are also reasons which apply nationally for resisting school district reorganization. Grieder, Pierce and Rosenstengal (1961) offered six reasons for people resisting school district reorganization.

1. Many people are held by tradition. They think that what was good enough in the past is good enough now.
2. The school board and superintendent of a district want to keep their jobs.
3. There is sometimes a misunderstanding of the terms "administrative district" and "attendance center." Many people do not favor the idea of sending all the children to one school building. School district reorganization refers to the administration of a district, not to attendance centers. There may be as many school buildings as are necessary.
4. Reorganization usually brings higher taxes for small, substandard districts.

5. People may fall to appreciate the educational advantage of a reorganized school district.
6. Some people hold to the false idea that the small school is the last bastion of democracy.

The Peabody Report (1958:54) recognized the problem of people confusing school smallness with democracy. It stated that there is as much democracy in a representative form of government by the consent of the governed as there is in self determination by individuals and groups. Other reasons given in this report for people resisting school district reorganization were (1) that parents have little concern for some nearby school and do not care what board controls it, but they have a strong attachment to their local school, and (2) people favor reorganization if other districts are attached to theirs but do not want their district attached to another one.

STANDARDS FOR DISTRICT ORGANIZATION

There is no single set of reorganization standards that can be applied in every state. The standards most often recognized (Grieder, Pierce and Rosenstengal, 1961:25,27) are:

1. There should be a large enough population to warrant providing grades one through twelve. No unit of administration should include fewer than 500 pupils, although sparsely populated areas might go below this figure. For a full program of specialized services and efficiency the school enrollment in the district should be ten to fifteen thousand pupils. Two

to three thousand students provide a good daily educational program economically but without some of the special services of the best school systems.

2. School districts should include areas of similar social, economic and cultural interests. Political boundaries such as township or county lines should not be considered.

   It is not known when school districts are too populous for efficient operation, though many cities are decentralizing their administrations.

3. Walking distance and travel time should be considered, especially if some schools are to be closed or new ones are to be built.

   Recommended walking distances one way Are: elementary students- 3/4 mile; junior high school students - $1\frac{1}{2}$ miles; high school students - 2 miles.

   Travel time should be no more than 45 minutes for elementary pupils, one hour for junior and senior high school students.

4. A district should be able to provide the financial support the state expects of local units without excessive effort. "State policy and practice must be carefully taken into account."

The Peabody Report (1958:47,51) listed seven criteria by which to determine sound district organization. They are: simplicity, unity, efficiency, economy, effectiveness, population, and area. These seven areas cover some of the same material that Grieder, Pierce and Rosenstengal (1961:25,27) listed, However the comments pertain to Montana's school

districts in particular.

1. Simplicity - There is no justification for having independent sets of administrators and trustees serving the same area. Overlapping school districts are also without excuse.
2. Unity - It is unsound to separate elementary and secondary education. Articulation between all grades is necessary.
3. Efficiency - There should only be one local educational authority to run the schools and report to the state.
4. Economy - Inefficient school district organization is wasteful and the waste is real, regardless of what areas are taxed to pay for it.
5. Effectiveness - Non-operating school districts cannot be effective. Neither can districts which do not operate schools from kindergarten and first grade through grade twelve.
6. Pupil population - This is not a usable criterion in Montana because of the sparse population.
7. School district area - A good district should have common social, economic and cultural ties. The counties are logical beginning areas for school district reorganization.

Fitzwater (1957:17) dealt with the matter of district organization by asserting that, "The fundamental question is the ability of districts to provide modern education programs. Most today are too small to do so."

Montana faces the same question. Can the districts provide modern educational programs to the children of the state, or is district

reorganization necessary to meet the standards of good education? Parents, taxpayers and educators are increasingly being confronted with this issue.

LAWS PERTAINING TO REORGANIZATION

District reorganization is the responsibility of the state legislatures. Most states have not reorganized their school districts by legislative fiat. Instead they have passed laws giving procedures local people could use for reorganizing districts (Fitzwater,1958:3,4).

Conant (1959:174) enumerated three means the state can use to encourage school district reorganization: (1) district wide voting throughout the proposed district, (2) state aid for school consolidation or transportation, and (3) compulsion.

In most cases state legislation came from or was preceded by state school surveys or studies which indicated the need for it. Some of these surveys were authorized by the state legislatures, others were taken up by individuals or groups (Fitzwater 1958:7).

North Carolina, New York and Pennsylvania have used state aid to finance school buildings as an incentive for school district reorganization. Nevada, Idaho and Texas reorganized their school districts by county boundaries, although most reorganization since 1945 has ignored such boundaries. Washington passed a law in 1941 that provided for statewide planning with local adoption for redistricting proposals. By 1945 most of Washington's pupils were in large enough or reorganized districts

Idaho, Illinois and New York have also used reorganization legislation similar to Washington's (Fitzwater, 1957:17-19).

Montana allows for permissive reorganization (Montana School Laws, 1961:159). The Peabody Report (1958:51,55) declared that the responsibility for school district reorganization in Montana is the state's and the state could do the job better than local groups can. West Virginia, Florida and Nevada were reorganized by their legislatures. Three steps to reorganization were presented: (1) all non-operating districts should be immediately abolished; (2) all elementary districts should be required by law to merge with their high school districts; (3) non-isolated schools should lose state accreditation and financial support.

If the state government should not want to take upon itself the reorganization of the school districts, the task could be done by the local units. In fact, Montana law gives the county superintendent and the county commissioners the authority to create and change boundaries of school districts (Montana School Laws, 1961:159). The question, then, of school district reorganization in Montana is not a legal one; it is a willful one. If the state wants to reorganize, it can.

SUMMARY

There has been a strong movement toward school district reorganization in the United States in the past 25 to 30 years. Montana has failed to keep pace with this movement.

The advantages to school district reorganization are numerous, ranging from increased educational opportunities, to higher academic achievement,

to lower per pupil costs. Nevertheless, there are many people who stand opposed to school district reorganization because of ignorance of its benefits, or because of tradition, or because they believe that the small school is the last stronghold of democracy.

There are numerous standards for school district organization. Those standards include sufficient school district population to warrant grades one through twelve; similar social, economic and cultural interests; proper areas and distances for walking and traveling time; and sufficient financial support. The seven criteria listed by the Peabody Report (1958:47,51) were simplicity, unity, efficiency, economy, effectiveness, population and area. Montana faces the question of whether its school districts can provide modern educational programs to the children of the state, or if district reorganization is necessary.

Some states have reorganized their school districts by legislative fiat. Others have left the choice to the school districts, sometimes providing financial aid as an incentive. Montana allows for permissive school district reorganization, although the Peabody Report (1958:51) recommended that the state legislate the process. Presently the county superintendent and county commissioners have the power to reorganize districts.

This chapter has presented a review of some of the literature concerning school district reorganization. The literature was overwhelmingly favorable toward the idea of reorganization. The procedure for determining the feasibility of school district reorganization for the districts in this study will be explained in the next chapter.

CHAPTER III

GENERAL PROCEDURES

Four criteria have been chosen for determining the feasibility of the reorganization of seven independent elementary school districts with Bozeman School District #7. The criteria are: (1) the cost of operating each school, (2) the curriculum that is and can be offered in each school, (3) the enrollment of each school, and (4) the condition and usefulness of the school buildings. Although there are other criteria which could be applied to this study of school district reorganization, these four are among the standards for school district organization cited by Grieder, Pierce and Rosenstengal (1961:25,27) and the Peabody Report (1958:47,51) and listed in Chapter II of this proposal.

The seven elementary school districts contained within Bozeman School District #7 are #22 - Cottonwood, #27 - Monforton, #35 - Gallatin Gateway, #41 - Anderson, #43 - LaMotte, #47 - Malmborg and #72 - Ophir. Each of the criteria will be applied to each of these elementary districts in investigating the feasibility of reorganization with the Bozeman school district.

COST OF OPERATION

The investigation of the cost of operation for each elementary school district will include instructional costs, transportation costs and the costs of operating and maintaining the school buildings. Expenditures for faculty salaries, administration, and instructional supplies and

equipment will be obtained. The total transportation costs and per pupil transportation costs will be calculated.

The school buildings in each elementary district will be examined and the records of budgeted expenditures for capital outlay, maintenance and custodial salaries, supplies and equipment will be studied. These factors will be used in determining the cost of operation and maintenance of the school buildings.

The annual cost per pupil for each elementary district will be figured by dividing the total costs by the average number of students belonging.

The taxable valuation of each district will also be obtained. These will be used in computing the district school tax rates.

The records of the Gallatin County Superintendent of Schools will be used to obtain most of the information regarding the cost of operation for each of the seven elementary districts.

CURRICULUM

The curriculum offered by a school district is closely related to the cost of operation of the district. Money available to a school district determines to a great degree the types and numbers of courses and experiences available to the pupils. Special services (school psychologists, audio-visual experts, hearing specialists, etc) are particularly tied to the finances available for them. Thus, an investigation of the curriculum in each of the elementary districts cannot be isolated from the district finances. However, the present curriculum offered by the various elementary

districts will be obtained from the office of the county superintendent. These curriculums will be compared to the course offerings and experiences available to elementary students in the Bozeman system.

The comparison of the curricular offerings of the elementary districts with the offerings of the Bozeman school district will be used in determining the feasibility of the reorganization of the elementary districts with Bozeman School District #7.

SCHOOL ENROLLMENT

The school census for each elementary school district will be acquired from the records of the Gallatin County Superintendent of Schools. School enrollment for the past ten years as well as the projected enrollment for the next five years will be tabulated. According to Grieder, Pierce and Rosenstengal (1961:25,27) and the Peabody Report (1958:47,51) school population is an important standard of school district organization. Usually a school district should have a large enough population to justify providing grades one through twelve (Grieder, Pierce, Rosenstengal 1961:25, 27). An important consideration of the elementary districts to be studied is whether or not their school enrollments allow for educational quality sufficient to continue their present operations.

The Peabody Report (1958:47,51) has pointed out that school population in Montana is not a useable criterion for school district organization because of the state's sparse population. However, because Gallatin County has a dense population compared to the rest of the state (U.S. Department

of Commerce 1970:12) and because the seven elementary school districts are relatively close to the city of Bozeman, school population will be used in this study in determining the feasibility of the seven elementary districts reorganizing with Bozeman School District #7.

CONDITION OF THE SCHOOL BUILDINGS

The investigator will study the records of the Gallatin County Superintendent of Schools in order to determine the condition and usefulness of the school buildings in the seven elementary districts. Factors that will be considered are these: (1) Has the State Department of Public Instruction issued to the elementary districts requirements or recommendations concerning the condition of the school buildings? (2) Is the general condition of the buildings suitable for school use? (3) Are the buildings large enough to accomodate the present and anticipated enrollments in the districts? (4) Do the buildings afford opportunity for curriculum change and growth?

As with the other criteria used in this study the condition and usefulness of school buildings is of greatest value when viewed in relation to the other standards - cost of operation, enrollment, and curriculum. The criteria depend on one another. The usefulness of the building depends in part on the school enrollment. The curriculum offered depends in part on the school building. Cost is influenced by and influences curriculum, enrollment and condition and usefulness of buildings. Thus, to adequately determine the condition and usefulness of the buildings in the seven

elementary school districts, the other three criteria must be considered as well.

The study will determine which school buildings would be likely to be closed if consolidation takes place, and which ones could conceivably be used as attendance centers.

The four standards chosen to determine the feasibility of the reorganization of the seven elementary school districts with Bozeman School District #7 are important considerations of school district organization. Each of these criteria depends to some degree on the other three. Thus, this study will consider each of the criteria in relation to the other ones used.

The next chapter presents the analysis of the data found for each of these criteria in the elementary districts.

CHAPTER IV

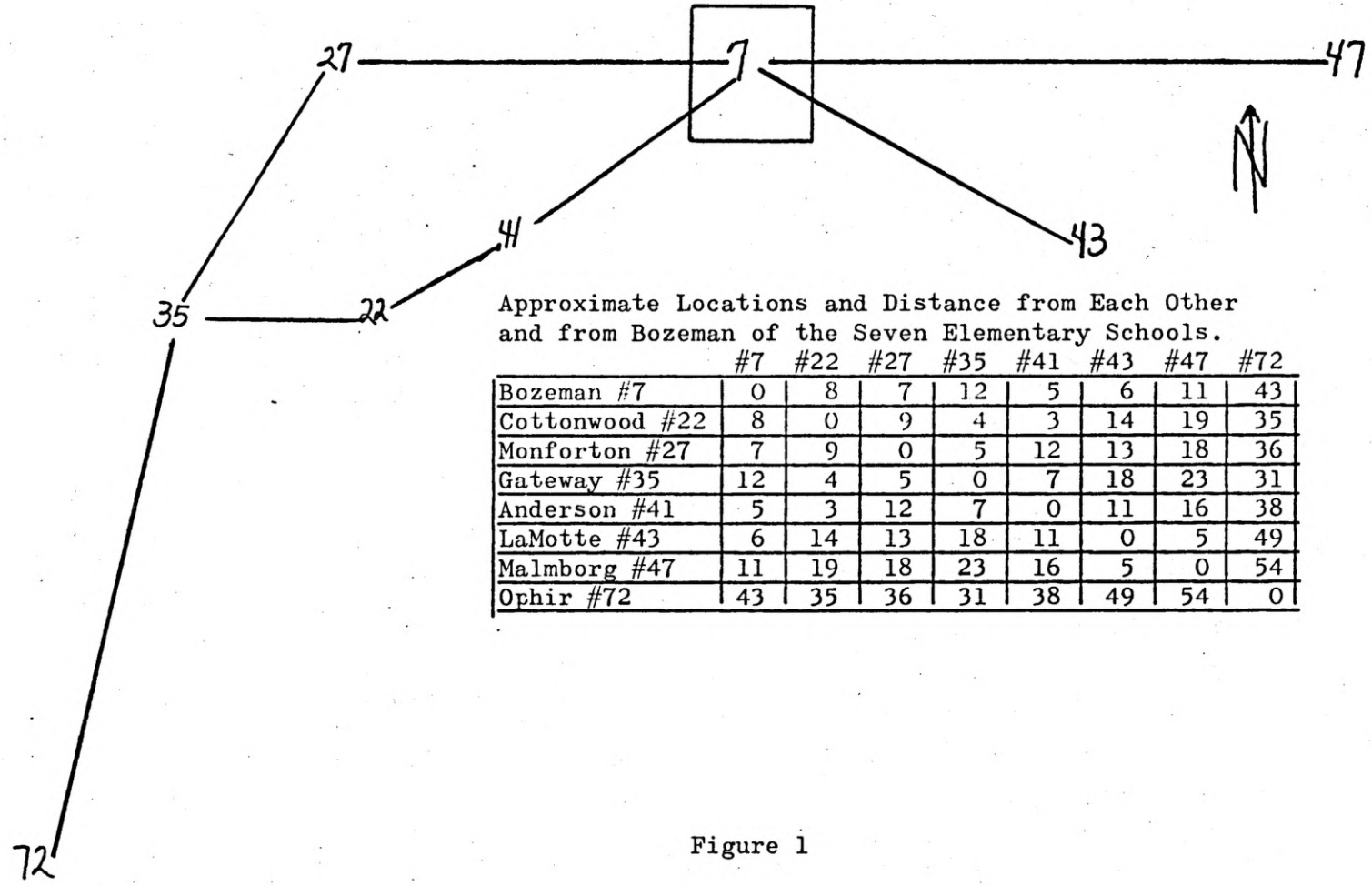
ANALYSIS OF DATA

Four areas of study were chosen to determine the feasibility of school district reorganization in this investigation. The areas are: (1) cost of operation; (2) curriculum; (3) enrollment; and (4) condition and usefulness of buildings. The findings for each of these areas of study have been recorded and organized in this chapter. Numerous tables have been used to facilitate understanding the conditions of the various elementary school districts. Figure 1, page 26, is included showing the locations and approximate distance from each other of the various elementary districts. A comparative curriculum chart (table 7, page 43) is included to provide an overall view of the curriculum offered in each elementary district.

COST OF OPERATION

The information presented in this chapter was taken entirely from the files of the Gallatin County Superintendent of Schools. Financial figures are given only in terms of budgeted expenditures and revenues. Actual expenditures and revenues were not available to the investigator. For the purposes of this study budgeted information is sufficient because it can be used to determine trends in school district spending.

Selected costs were examined for each of the seven elementary school districts (table 1, pages 27-33). The selected costs included faculty salaries



Approximate Locations and Distance from Each Other and from Bozeman of the Seven Elementary Schools.

	#7	#22	#27	#35	#41	#43	#47	#72
Bozeman #7	0	8	7	12	5	6	11	43
Cottonwood #22	8	0	9	4	3	14	19	35
Monforton #27	7	9	0	5	12	13	18	36
Gateway #35	12	4	5	0	7	18	23	31
Anderson #41	5	3	12	7	0	11	16	38
LaMotte #43	6	14	13	18	11	0	5	49
Malmborg #47	11	19	18	23	16	5	0	54
Ophir #72	43	35	36	31	38	49	54	0

Figure 1

Table 1A School District #22 Cottonwood
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	$3200	$3200	$3335	$8100	$9200	$9600	$11,200	$10,620	$11,280	$11,800	268
Administrative salaries	100	100	100	100	200	200	200	212	212	262	162
instructional supplies	100	150	175	170	170	300	325	350	350	435	335
textbooks	215	275	300	300	900	800	500	600	600	850	295
library	75	100	100	90	115	115	115	115	115	115	53.3
capital outlays	0	0	0	0	0	0	0	0	0	0	0
maintenance and operation	1180	1603	1867	810	1763	2305	1841	3010	2650	2350	99.2
maintenance and operation salaries	60	75	75	145	150	200	250	250	250	250	317
transportation	0	0	0	0	0	0	0	154	272.80	272.80	0
total school district expenditures	5172	5754	6226	12,304	14961	16284	17,531	18,231	18,387	19,324	274

Table 2A School District #22 Cottonwood
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
ANB	11	11	14	17	20	23	22	25	24	22	100
No. of teachers	1	1	1	2	2	2	2	2	2	2	100
Average ANB for 10 yrs.		18.9									

Table 1B School District #27 Monforton
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	11,000	12000	12000	15000	19500	21000	21,500	23,930	32,000	40,000	264%
Administrative salaries	200	200	200	325	300	300	300	300	300	500	66.6
Instructional supplies	450	750	750	1000	1000	1300	1,300	400	1,200	1,800	300
textbooks	400	750	750	750	750	1000	1,000	1,150	1,150	2,200	450
library	350	450	450	500	400	600	600	450	450	1,350	333.3
capital outlays	50	50	50	200	200	500	300	240	240	553	1006
maintenance and operation	1650	1600	2000	2800	3350	3900	3500	3,500	3,406	8,000	385
maintenance and operation salaries	350	400	400	850	1150	1300	1100	1,100	1,000	1,800	415
transportation	702	0	0	0	0	0	0	0	0	0	0
total school district expenditures	19972	22270	21540	27775	33150	37000	36,050	36,910	46,413	70,765	254

Table 2B School District #27 Monforton
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% increase
ANB	44	53	54	62	65	64	63	59	76	109	148
No. of teachers	3	3	3	4	4	4	4	4	4	7	133.3
Average ANB for 10 yrs.		64.9									

Table 1C School District #35 Gallatin Gateway
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	14535	15300	17600	22500	26700	28700	30,700	32,100	33,600	35,900	147 %
Administrative salaries	310	300	600	850	1055	1160	1,280	1,600	1,400	1,200	287
Instructional supplies	525	800	700	500	500	900	1,000	1,200	1,000	1,200	129
textbooks	600	1500	1500	1200	1500	2000	2,500	2,500	2,000	2,500	316.6
library	230	230	230	230	230	300	350	350	350	350	52
capital outlays	4159	7944	4018	4764	1565	2204	4,870	4,654	3,299	4,390	6
maintenance and operation	1400	2795	2985	3350	3623	4050	3775	4,175	3,575	4,075	191
maintenance and operation salaries	2640	3000	3120	3600	3720	3840	3960	4,200	4,320	5,280	100
transportation	456	477	382	4233	4836	4216	4359	4,197	4,230	4,240	830
total school district expenditures	31681	39033	42080	49385	59320	61014	66710	69650	68,314	73,327	131

Table 2C School District #35 Gallatin Gateway
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% increase
ANB	67	84	81	93	101	94	107	101	99	105	57
No. of teachers	4	4	4	4	6	6	6	6	6	6	6
Average ANB for 10 yrs.			93.2								

Table 1D School District #41 Anderson
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	3195	3195	3600	4000	4390	4600	4800	4840	5250	5601	75%
Administrative salaries	0	0	75	75	150	150	150	0	0	0	0
Instructional supplies	100	150	150	150	100	150	150	150	150	150	50
textbooks	150	150	300	300	100	150	150	150	150	150	0
library	100	150	100	100	100	100	100	225	100	100	0
capital outlays	445	650	100	100	0	0	0	0	0	0	0
maintenance and operation	475	775	1150	1184	610	1050	1125	1551	1048	900	89
maintenance and operation salaries	50	50	50	275	75	184	243	300	150	100	100
transportation	0	0	0	0	0	0	0	0	0	0	0
total school district expenditures	4835	6277	5768	6453	5807	6656	7046	7949	7498	7701	59

Table 2D School District #41 Anderson
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% increase
ANB	9	11	11	13	8	9	11	11	9	4	-56
No. of teachers	1	1	1	1	1	1	1	1	1	1	0
Average ANB for 10 yrs.		9.6									

Table 1E School District #43 LaMotte
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	6075	6570	10,125	1200	11900	14100	14,300	15,900	17,700	25,000	311
Administrative salaries	100	100	100	125	140	140	140	175	200	200	100
Instructional supplies	750	750	1,100	1250	1100	1000	1,000	1,000	1,000	600	-20
textbooks	800	800	1,000	1150	1150	1000	1,000	1,000	1,000	600	-25
library	600	700	700	755	700	700	600	800	800	800	33.3
capital outlays	1198	1198	3,280	3280	2200	2123	2,123	3,322	5,067	1,227	2.4
maintenance and operation	1600	1800	3200	3450	3350	3350	3,250	6,100	6,700	1,967	85
maintenance and operation salaries	150	150	450	450	450	400	400	600	750	900	500
transportation	1098	2175	1586	1448	1455	1625	1,670	1,945	2,025	1,975	80
total school district expenditures	14193	16112	27622	30228	28416	30664	30,163	37,044	41,683	40,673	187

Table 2E School District #43 LaMotte
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% increase
ANB	23	33	50	53	49	46	46	53	61	57	148
No. of teachers	2	2	3	3	3	3	3	3	3	4	100
Average ANB for 10 yrs.		47.1									

Table 1F School District #47 Malmborg
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% in- crease
Selected cost item											
Faculty salaries	3800	3800	3690	4000	4300	4500	4600	5660	5800	6150	62
Administrative salaries	100	100	100	100	100	100	100	110	110	110	10
Instructional supplies	50	50	50	75	75	75	75	80	70	70	40
textbooks	175	150	175	175	175	175	300	400	380	400	129
library	25	25	175	175	150	150	150	200	175	175	600
capital outlays	230	255	250	300	38	50	50	325	100	65	-72
maintenance and operation	675	768	780	775	450	744	549	760	844	695	3
maintenance and operation salaries	75	75	75	90	60	90	90	90	90	90	20
transportation	0	0	0	127	0	120	0	0	0	0	0
total school district expenditures	5528	5620	5928	6920	6868	7276	6881	8360	8494	8722	58

Table 2F School District #47 Malmborg
Students ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% in- crease
ANB	11	11	14	17	20	23	22	25	24	22	100
No. of teachers	1	1	1	2	2	2	2	2	2	2	100
Average ANB for 10 yrs.	18.9										

Table 1G School District #72 Ophir
Ten Year Cost of Selected Items

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72	% increase
Selected cost item											
Faculty salaries	3825	4000	4000	4200	4500	4650	4651	5250	5250	5500	44
Administrative salaries	180	180	180	180	180	216	216	240	240	360	100
Instructional supplies	113	200	200	150	250	250	300	300	300	300	165
textbooks	140	200	200	200	300	266	275	275	275	275	96
library	45	45	45	45	175	175	175	200	250	250	456
capital outlays	0	0	0	0	0	0	0	0	0	0	0
maintenance and operation	174	285	385	745	1301	1025	1050	1376	1376	1392	703
maintenance and operation salaries	30	0	180	120	0	0	0	0	0	0	0
transportation	555	669	360	186	186	186	186	0	186	489	-12
total school district expenditures	5582	6766	6784	7221	8112	8499	8552	9573	9651	10510	89

Table 2G School District #72 Ophir
Student ANB and Number of Teachers

Year	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 69	1969 -70	1970 -71	1971 -72	% increase
ANB	10	7	11	12	10	14	9	10	9	9**	-10
No. of teachers	1	1	1	1	1	1	1	1	1	1	0
Average ANB for 10 yrs.			9.2								

** see footnote for Table 4B

Table 3 Percent Increase Selected Cost Items 1971-72 over 1962-63

	Item									
District	faculty salary	Adminis-trative salary	Instruc-tional supplies	text-books	library	capital outlays	maint. and operation	maint & oper. salaries	trans-porta-tion	total expended
#22 Cottonwood	269%	162%	335%	295%	53.3%	0	99.2%	317%	0	274%
#27 Monforton	264	67	300	450	333	1006	385	415	0	254
#35 Gallatin Gateway	147	287	129	317	52	6	191	100	830	131
#41 Anderson	75	0	50	0	0	0	89	100	0	59
#43 LaMotte	311	100	20	25	33	2.4	85	500	80	187
#47 Malmborg	62	10	40	129	600	72	3	20	0	58
#72 Ophir	44	100	165	96	456	0	703	0	12	89

administrative salaries, instructional supplies, textbooks, library, capital outlays, maintenance and operation salaries,transportation,and total expenditures for the school district. Each cost is given for a ten year period, 1962-63 through 1971-72. The listed costs are the major ones for any school district. Given over the ten year period they reveal trends in school district budgeting and indicate something of the quantity and quality of service being offered to the pupils. They also allow for comparisons of expenditures among the seven school districts by item. Such a comparison is pertinent to the question of reorganizing districts. The selected cost items are expecially helpful in determining how efficiently the school district money is being expended.

Each of the school districts examined has increased faculty salaries substantially over the ten year period. The Ophir district has had the smallest faculty increase - $1,675 per teacher over the ten year period. The LaMotte district has had the largest increase - $3,213 per teacher over the same period. The average increase in per teacher salaries for the seven districts over the ten year period is $2,391. These salaries are considerably lower than those paid in most city school districts.

The administrative salary paid by each district over the ten year period was small. Figures in the range of $100-$200 are common. These are for the few expenses of the clerks of the various school boards and some school board business. The Monforton district and the Gallatin Gateway district have notably larger administrative expenditures than the other districts, being the schools with the largest enrollments.

None of the schools have full time principals. A half time principal will be hired for every eight teachers in a school (Brown,1972).

Money spent by the school districts for instructional supplies and textbooks tended to increase each year, as would be expected, for those schools with a growing enrollment. For most of the districts there was not a consistent increase in either expenditure. The amount of money allocated for these items fluctuated from year to year for most of the districts. For the 1971-72 school year $57.14 per pupil was the most spent on textbooks by a school district-Malmborg district; $10.53 per pupil was the least spent by a district for textbooks-LaMotte district. The average spent for textbooks by the districts per pupil was $31.19 (table 4A, page 37). The greatest expenditure per pupil for instructional supplies was $37.50 by the Anderson district; the least expended for supplies was $10.00 per pupil by the Malmborg district. Average expenditure per pupil for instructional supplies was $19.87 (table 4A,page 37). Library expenditures for each district were fairly constant, most districts not showing a steady increase in library expenses from year to year. In terms of per pupil costs for the 1971-72 school year Gallatin Gateway district expended $33.33 per library supplies. Cottonwood spent $5.23 per pupil. The average per pupil expenditure for the seven districts for library supplies was $20.39 (table 4A, page 37).

Expenditures for capital outlays varied greatly from district to district. Cottonwood and Ophir have budgeted nothing for capital outlays for the past ten years. Gallatin Gateway has budgeted over four thousand

Table 4-A Seven Elementary School Districts
Per Pupil Costs for Selected Items 1971-72

Item	High Cost District	High Cost Amount	Low Cost District	Low Cost Amount	Average cost
textbooks	#47	$57.14	#43	$10.53	$31.19
instructional supplies	#41	37.50	#47	10.00	19.87
library	#35	33.33	#22	5.23	20.39
transportation	#72	54.31	#41,27,47	0	20.25

Table 4-B Seven Elementary School Districts
Average Cost Per Pupil for Four Selected Years*

District	1962-63	1965-66	1968-69	1971-72
#22 Cottonwood	$470	$724	$797	$878
#27 Monforton	454	448	572	649
#35 Gallatin Gateway	473	531	623	698
#41 Anderson	537	496	641	1925
#43 LaMotte	617	570	656	714
#47 Malmborg	425	494	983	1246
#72 Ophir	558	602	950	1168 **

* figure is rounded to nearest dollar.

** Ophir had an emergency budget in December, 1971. The enrollment was approximately 25 students. Perhaps 50 students are expected for the 1972-73 school year because of the Chet Huntley Big Sky Project (Brown, 1972).

dollars annually for all but three of the years in the ten year period (table 1, pages 27-33).

Maintenance and operation costs formed a significant portion of the budget for most of the school districts. Although salaries for maintenance and operation of buildings were not high, heat, other utilities, and repairs were costly in comparison to the total expenditures of each district. Monforton and Gallatin Gateway, having relatively large student enrollments and full time custodians, expended the most money for maintenance and operation costs. The LaMotte district employs a half-time custodian. The other school districts have no custodians as such. In most of them one of the school board members cleans the school (Brown,1972).

Transportation costs for the seven elementary school districts was much less than expected. The costs over the ten year period are nonexistent or practically negligible for five of the districts. Only Gallatin Gateway and LaMotte have appreciable transportation expenses (table 1,pages 27-33). The pupils in most of the elementary districts live within three miles of the s chool and arrive by transportation other than school bus (Brown, 1972).

Table 4B, page 37, shows the average cost per pupil for each of the school districts for four selected years from 1962 to 1972. There is a continuous upward movement of per student costs in each school district. These costs may be attributed mainly to increased teachers' salaries and inflation. Although in some cases a smaller student enrollment greatly increased the amount spent per pupil - as in the case of the Malmborg

district. The per pupil cost for each school were used to help determine the value of the educational program in each elementary district. Also, differences in pupil support for each district become apparent with the comparison of per pupil costs. For instance, the Monforton district has the low figure of $649 per pupil and the Anderson district has the high figure of $1,925 per pupil.

The Tax Comparison Table on page 40, shows the taxable valuation, mill levy and dollar levy for each elementary school district for the ten year period 1962-63 - 1971-72. The table shows that the taxable valuation of each district has risen, increasing the tax base, but more importantly it shows the disparity of wealth of the various districts. It is significant that 13.50 mills in District #72 will raise nearly as much school money as 41.73 mills will raise in District #41. Table 6, page 41, shows the inequities in the dollar support per student in each district. Inequities in school taxes and school support from district to district is one of the matters at the heart of the school district reorganization question. This matter will be addressed in Chapter V of this paper.

CURRICULUM

Investigation of the curriculums of the various elementary school districts was difficult. The districts all offer accredited programs. That is, basic elementary subjects are taught in all of the schools (Brown, 1972). Of course in come of the districts there may be only one or two pupils per grade level for grades one through eight. The curriculums

Table 5 Tax Comparison Table for Seven Elementary Districts

District	1962 -63	1963 -64	1964 -65	1965 -66	1966 -67	1967 -68	1968 -69	1969 -70	1970 -71	1971 -72
#22 Cottonwood										
taxable valuation	117,318	111,932	110,847	115,399	119,443	124,364	120,321	123,300	124,204	130,312
mill levy	20.94	12.14	14.95	61.38	44.31	33.94	45.90	29.31	39.56	38.02
dollar levy	2456.	1357.	1657.	7081.	5289.	4215.	5520.	3611.	4909.	4947.
#27 Monforton										
taxable valuation	250,691	239,820	252,249	282,210	305,612	310,555	340,662	360,241	400,687	513,942
mill levy	32.22	18.14	11.95	17.38	34.31	32.02	18.83	24.84	30.09	41.34
dollar levy	8072.	4341.	3010.	4900.	10480.	9938.	6409.	8944.	12052	21,243.
#35 Gallatin Gateway										
taxable valuation	385,556	399,019	535,667	542,229	580,934	634,932	665,009	663,818	703,611	761,416
mill levy	36.57	26.14	27.03	33.34	44.87	35.48	35.66	35.44	33.19	32.17
dollar levy	14098.	10422.	14469.	17082.	25319.	21848.	23055.	22834.	22731.	24470.
#41 Anderson										
taxable valuation	89,914	84,019	84,326	83,813	88,730	94,002	93,696	100,295	104,798	112,326
mill levy	24.70	24.51	18.39	20.72	41.67	43.28	16.41	18.04	16.15	41.73
dollar levy	2220.	2059.	1550.	1736.	3695.	4067.	1536.	1809.	1691.	4688.
#43 LaMotte										
taxable valuation	328,264	306,466	311,698	305,213	335,147	345,991	339,704	337,065	339,995	340,428
mill levy	25.04	14.31	36.90	37.11	21.32	24.14	19.34	34.27	30.24	31.53
dollar levy	8217.	4383.	11495.	11321.	7133.	8343.	6563	11544.	10275.	10728.
#47 Malmborg										
taxable valuation	182,390	185,434	195,392	188,762	186,695	193,192	190,115	195,185	198,142	197,886
mill levy	11.04	5.44	6.18	9.95	9.31	9.94	20.33	27.99	28.25	29.10
dollar levy	2012.	1008.	1206.	1877.	1735.	1915.	3862.	5460.	5595	5757.
#72 Ophir										
taxable valuation	232,384	238,743	271,686	267,692	288,314	297,724	311,783	320,018	321,512	327,652
mill levy	11.88	9.31	8.58	9.06	12.16	8.08	10.31	11.25	11.61	13.50
dollar levy	2759.	2218.	2326.	2421.	3627.	2397.	3209.	3596.	3727.	4423.

Table 6 Taxable Valuation Per Pupil in Seven Elementary Districts 1971-72*

District	1971-72 Taxable Value	Taxable Value per pupil
#22 Cottonwood	$130,312.	$5923.
#27 Monforton	513,942	4715.
#35 Gallatin Gateway	761,416	7251.
#41 Anderson	112,326	28082.
#43 LaMotte	340,428	5972.
#47 Malmborg	197,886	8995.
#72 Ophir	327,652	36406.

*figures are rounded to nearest dollar.

are under restriction by the limitations of the school buildings - the buildings are not large enough to accomodate many innovative curriculum programs. Also, the number of classroom experiences the children can be exposed to is limited by the number of teachers and the fact that a teacher may be responsible for several grades. Teachers in the school districts are not free to specialize in subject areas and,therefore, necessarily are somewhat limited in the information they can present to students and the programs they can create. Table 7, page 43, shows the elementary districts to be lacking in specialists who make valuable contributions to the learning program of a school. The elementary districts are compared to Bozeman Elementary District to give an idea of what a larger school system can offer in comparison to small rural schools.

ENROLLMENT

The average number of students belonging (ANB) in each elementary district is crucial to the cost factors, the curriculums and the adequacy of the school buildings. The information given in Table 2, pages 27-33, show the ANB for each district from 1962-63 to 1971-72. Also given is the number of teachers per district for each year and the average ANB for the ten year period.

Two of the elementary districts, Monforton and Gallatin Gateway show a strong growth and enrollment from 1962-63 to 1971-72. The five other districts either have a small actual growth in enrollment or no growth at all. The critical question involved with enrollment and the feasibility of

Table 7 Curriculum and Services Chart Grades 1 - 8
Seven Elementary School Districts and Bozeman Elementary School District

District		Basic Program meets state requirements	Music	Physical Education	Art	Read-ing	Library	Nurse	Hear-ing	Speech	Guidance
#7 Bozeman	Yes	X	X	X		X	X	X	X	X	X
	No				X						
#22 Cottonwood	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#27 Monforton	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#35 Gallatin Gateway	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#41 Anderson	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#43 LaMotte	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#47 Malmborg	Yes	X	X								
	No			X	X	X	X	X	X	X	X
#72 Ophir	Yes	X	X								
	No			X	X	X	X	X	X	X	X

school district reorganization is whether the enrollment warrants the operation of separate school buildings with separate administrations. The writer will attempt to answer that question in Chapter V.

An idea of future enrollments at the various schools can be gained by the school census (Table 8, page45) . Three districts Monforton, Gallatin Gateway and LaMotte show a relatively strong pre-school census. The other districts, especially Malmborg show relatively weak pre-school censuses. The census for ages 6-21 is somewhat misleading since the elementary schools all include grades 1 through 8. Many of those counted in the census do not affect present or future enrollments in the districts. Ophir district is not realistically projected since it remains to be seen what effect the Chet Huntley Big Sky Project will have on the district.

Table 9, page45, shows the number of school district employees scheduled for the 1972-73 school year in each district. No district has enrollment enough for a principal. Two districts, Monforton and Gallatin Gateway have sufficient enrollment for a full-time custodian. Two districts, Anderson and Malmborg are scheduled to have only one teacher for the coming year.

CONDITION AND USEFULNESS OF BUILDINGS

All of the school buildings for the elementary districts meet state requirements. All have ample playground areas surrounding the buildings. Each building has indoor plumbing and is sufficiently heated and lighted (Brown, 1972). The vital questions concerning school buildings and the

Table 8 Seven Elementary School Districts
School Census 1972

District	Age		Total
	0 - 5 years	6 - 21 years	
#22 Cottonwood	8	35	43
#27 Monforton	82	255	337
#35 Gallatin Gateway	47	177	224
#41 Anderson	9	24	33
#43 LaMotte	52	143	195
#47 Malmborg	3	18	21
#72 Ophir	10	40	50

Table 9 Seven Elementary School Districts
School District Employees for 1972-73

District	Principals	Teachers	Custodians
#22 Cottonwood	none	2	none
#27 Monforton	none	7 possibly 8	1
#35 Gallatin Gateway	none	6	1
#41 Anderson	none	1	none
#43 LaMotte	none	4	1 part time
#47 Malmborg	none	1	none
#72 Ophir	none	2 possibly 3	none

feasibility of school district reorganization is whether they are adequate to meet the educational needs of the pupils and whether they are needed. It has previously been shown that operation and maintenance costs for the school buildings are a significant portion of each district budget. The writer will attempt to determine the usefulness of the buildings in comparison to their cost of operation and maintenance in Chapter V. It was mentioned that the curriculums of the districts are affected by the buildings. The usefulness of the buildings in relation to curriculums will be discussed in Chapter V.

Two important questions concerning the buildings of each district are these: (1) If the enrollment increases, is it practical to expand the building? (2) If the enrollment remains low or decreases, is it practical to keep using the building? Both questions will be dealth with in Chapter V.

A synopsis of building space in the districts follows:

1. Cottonwood

   Two classrooms

   One playroom in the basement

   Teacherage

2. Monforton

   Two buildings, each having four rooms

3. Gallatin Gateway

   Eight potential classrooms (The building has a new addition)

Gymnasium

4. Anderson

   One classroom

   One basement room

5. LaMotte

   Four classrooms

   A community room

   (The building is seven or eight years old)

6. Malmborg

   one room

7. Ophir

   A new school building

   Two classrooms

   Teacherage

(Brown, 1972)

CHAPTER V

SUMMARY, CONCLUSION AND RECOMMENDATIONS

The four areas of study chosen to determine the feasibility of school district reorganization were: (1) cost of operation; (2) curriculum; (3) enrollment; and (4) condition and usefulness of buildings. Findings for each area of study were recorded and organized. Numerous tables were used to help explain the condition of the school districts.

Information on the four criteria was taken from the files of the Gallatin County Superintendent of Schools. Financial figures were given in terms of budgeted expenditures and revenues. Selected costs studied for each school district were: (1) faculty salaries; (2) administrative salaries; (3) instructional supplies; (4) textbooks; (5) library; (6) capital outlays; (7) maintenance and operation; (8) maintenance and operation salaries; (9) transportation and (10) total expenditures per district. Costs were examined from 1962-63 to 1971-72.

The curriculums of the elementary districts is necessarily limited. Table 7, page 43, gives curriculum information for each district compared to Bozeman Elementary District.

Student enrollment for the ten year period from 1962-63 to 1971-72 was given in terms of ANB for each district. Projected enrollments can be made from the school district census which was included.

All buildings meet state requirements. The important questions are whether they warrant expansion in event of increased enrollment and whether they should be kept open in event of decreased enrollment.

In deciding the feasibility of the reorganization of the seven elementary school districts with Bozeman School District #7, the investigator has applied the findings of Chapter IV to the standards for school district reorganization cited in Chapter II. The evidence in favor of school district reorganization is abundant.

CONCLUSIONS

At each point of investigation it was clear that the situation for the seven elementary districts could be improved by reorganization. Questions of the method of reorganization remain. And there are areas of further study which should be examined. However, the question of whether reorganization is feasible seems beyond dispute when viewed in the light of sound educational procedures.

COST OF OPERATION

Many of the financial advantages listed by Grieder, Pierce and Rosenstengal (1961) and cited in Chapter II of this report apply to the situation examined here:

1. Per pupil costs (Tables 4A and 4B, page 37),could be reduced by increasing the pupil-teacher ratio. Certainly the $1,925 figure for the Anderson district and the $1,246 figure for the Malmborg district could be reduced substantially.
2. More use can be made of school buildings and facilities. This is especially true in light of the continued growth of the Monforton

district. Perhaps Monforton should be the attendance center for the elementary districts in event of reorganization with Bozeman District #7.

3. Larger schools require less capital investment in heating plants, toilets and other equipment than an equivalent number of smaller schools would. In Chapter IV the writer cited the large expenses of maintenance of operation for each district (Table 1, (pages 27-33). This expense could be reduced considerably by putting most of the pupils in one school building.

4. Special services can be provided. Table 6 reveals that the seven elementary school districts provide few special services such as guidance, physical education, speech and hearing therapy. Small districts cannot afford specialists in these areas. Reorganization would help solve this problem.

5. School district reorganization supports the principle that there should be uniformity in the local effort to support a sufficient foundation program. This is a major point favoring reorganization. None of the findings given in Chapter IV indicate uniformity of local effort. The per pupil costs (Table 4B,page 37). The tax comparisons (Table 5,page 40) and the money per pupil table (table 6, page 41) reveal wide disparity in support of the education effort and in the wealth of the school districts. The Anderson district has a taxable valuation of $112,326. The gallatin Gateway Gateway district has a taxable valuation of $761,416. Yet the Anderson

district gives much more per pupil support ($1,925) than does Gallatin Gateway (698) because of the great difference in enrollment. The disparity is equally obvious in the various amounts of tax money per pupil. Reorganization would give needed uniformity of effort to education of the elementary pupils.

Economies of scale could be gained by reorganization of the districts. Operation and maintenance costs, purchase of textbooks, administrative costs, and library expenditures could all be more efficiently handled if there were one district attempting to serve all students equally. Variations in pupil support from district to district would be abolished. A more equal educational opportunity for each student would be achieved.

Transportation costs would present no real barrier to school district reorganization. The various districts are close to one another (Figure 1, page 26) so the distance would not be great if pupils were sent to a central building. Bozeman School District buses already run through the districts. Perhaps one bus would have to be added to carry all the elementary pupils to a central location.

CURRICULUM

Even without knowing exactly what is done with the reading, arithmetic, language arts, social science, and science classes in the rural districts, one can determine that the curriculum is quite limited in possibilities for the students.

The investigator can only conclude that the curriculum of the districts

would be improved greatly by reorganization. Sound educational practice demands articulation between grades from kindergarten or grade one through grade twelve. At present the elementary schools contain eight grades. Students are then sent to Bozeman Senior High School, with no certainty of an articulated program at all. Also, possibilities for school specialists, for more specialized teachers, for more offerings come with reorganization. In view of the findings of Kreitlow (1967) cited in Chapter II, it is unreasonable to argue that a small rural school can offer an education on par with a larger, more comprehensive school. Reorganization would bring benefits in agreement with the advantages listed in Chapter II and widely agreed upon by education experts.

ENROLLMENT

The present and projected enrollments indicate that reorganization should take place. The Monforton district has experienced a continuous growth. The projection is that growth will continue. Thus, the physical plant of Monforton could easily become the attendance center for the other districts upon reorganization. It is not far from most of the other districts and most of the other districts do not have sufficient present or projected enrollments to warrant separate schools, (table 2, page 27-33 and table 8, page 45). An attendance center might be kept at the site of the Ophir district due to the relatively long distance involved in busing children to the Monforton site.

CONDITION AND USEFULNESS OF BUILDINGS

The buildings are not suitable for adequate education. In those districts where a decrease in enrollment has been or will be taking place (such as the Anderson district) or where the enrollment is low and static (such as the Cottonwood district) maintenance of separate buildings cannot be justified. Such a practice is educationally inefficient and uneconomical. In districts with a projected growth requiring new building to take place (such as the Monforton district), enrollment should justify the large outlay of money. The reasonable situation is to have a central attendance center. The Monforton district school appears to hold excellent possibilities as such a center. With the seven elementary school districts reorganized with Bozeman District #7, educational efficiency would be increased through one administration and educational opportunity would increase through the use of the Monforton physical plant as an attendance center for the reorganized rural districts. The proposal avoids the danger of overcrowding the Bozeman City Schools, and makes use of an already existing and expensive physical plant. Travel time for students would be no real problem (see Figure 1, page 26).

RECOMMENDATIONS FOR FURTHER STUDY

There is no serious question that the seven elementary school districts should reorganize with Bozeman School District #7. There are, however, areas of further study which should be examined before a detailed

reorganization plan can be devised.

1. The particular curriculum of each elementary school district should be examined in detail so that a better evaluation of the educational program can be made.
2. Each elementary school building should be visited personally by an investigator to determine its exact condition.
3. Actual costs rather than budgeted costs for each school district should be acquired for the last ten years.
4. The attitudes of the residents in the elementary districts, of the Gallatin County Commissioners, of the county superintendent, and of the School District #7 officials should be ascertained.
5. School census should be broken down by grade level for each school district so that an exact count of students can be made.
6. Exact travel distances from one district to another should be acquired.

Once these details have been collected, a specific plan for reorganization can be formulated. The plan should then be presented to the county commissioners and county superintendent. They have the authority to reorganize school districts (Montana School Laws, 1961:159).

Admittedly, considerable effort would have to be expended to educate and inform the public and the county officials of the need for school district reorganization. It might be that those with authority to reorganize school districts could not be persuaded to do so. School

tax islands are important to those people who live in them. The county superintendent might resist giving up some controls presently enjoyed in that office. And the attitudes of the residents of the districts may be firmly entrenched in the idea that the small rural school is the last stronghold of democracy (Grieder, Pierce and Rosenstengal, 1961).

Efficient school district reorganization may not become a reality until the state legislature demands it.

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