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RECENT DATA ON CONSOLIDATION OF SCHOOLS AND TRANSPORTATION OF PUPILS

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FOREWORD

An average of 1,000 school consolidations were formed yearly; public money spent for pupil transportation increased about three and one-half millions of dollars annually; and the number of one-room schools in the United States decreased about 4,500 a year, during the period from 1918 to 1922. These are the rates at which three important movements in education are helping to bring about fewer and better schools.

Detailed statistical data about these movements, the attitudes of school officials toward them, some of the influences aiding or retarding them, and the results that are being accomplished are sketched in the following pages.

RECENT DATA ON CONSOLIDATION OF SCHOOLS AND TRANSPORTATION OF PUPILS

Chapter I

CONSOLIDATION OF SCHOOLS

Growth in number of consolidated schools.—Data were gathered in 1917 on the number of consolidated schools. Twenty-eight States reported a total of 5,349. This included for Louisiana "all rural schools of two or more teachers" and for South Carolina 400 rural graded schools. The 20 States not reporting comprised New England, except Rhode Island; the Rocky Mountain, Great Basin, and Pacific Coast States, except Colorado, Washington, and California; Maryland, Virginia, Florida, and Texas of the southern section; and Wisconsin. It was well known then that there were consolidated schools in Maine, Massachusetts, New York, Virginia, Florida, Texas, Wisconsin, and Utah; and the total number of consolidations in the United States was conservatively estimated at 7,500 for the school year 1916–17.

Of the 5,349 returned, 2,507, or nearly half, were reported to have been formed in the preceding three years, an indication borne out by other facts that consolidation took on considerable impetus in the years immediately following 1912 or 1913.

For the year 1919–20 returns came from 42 States, only New Hampshire, Vermont, Connecticut, North Carolina, Florida, and Utah being omitted. Massachusetts gave data for the number of towns of less than 10,000 population, with most of the schools consolidated. The data for South Carolina included only the larger of the rural graded schools. The number 11,890 as a total was thought to be inadequate for various reasons, and an approximate estimate was placed at 12,500.

Data for 1921–22 came from all the States except Connecticut, Utah, Massachusetts, Maryland, Mississippi, and New Mexico, and gave a total of 11,501, a figure considerably less than that for the previous biennium. Accepting the earlier reports of the four last-named States, the total would increase to 12,406. Decreases in number were reported from Alabama, Indiana, Kentucky, Louisiana,

Maine, Michigan, and South Carolina, and were due to a more strict interpretation of what constitutes a consolidated school. The number may be estimated at 13,000 for 1921–22, an average increase of something more than 1,000 consolidations a year in the five years previous. Data for the three different dates are to be found in columns 11, 12, and 13 of Table 1, page 10.

Enrollment in consolidated schools.—Only 10 States report the number of children enrolled in consolidated schools. From Minnesota comes the rather indefinite statement that one-eighth of the rural children are in such schools. The following figures are available:

Enrollment in consolidated schools

State	Number of pupils enrolled	Per cent of total State enrollment
Alabama	39,701	6.7
Colorado	33,000	13.7
Delaware [1]	7,968	20.3
Illinois	25,383	2.0
Iowa	72,626	13.3
Mississippi	117,672	20.9
Missouri	44,374	6.0
Oklahoma	42,918	6.7
Oregon	5,585	3.4
South Dakota	15,557	9.8
Total	404,784	8.2

[1] Special districts.

The foregoing States enroll 4,921,809 pupils, so the enrollment in consolidated schools is 8.22 per cent of the total.

Attitudes of State departments of education.—The mere statistical index does not express the growing public and professional sentiment in favor of school consolidation as a means of bettering rural school conditions. Consolidation, rather infrequently touched upon in previous annual or biennial reports of State departments, was the subject of favorable recommendation and discussion in 37 of the reports for 1922 and 1923. Of the 11 States for which this was not the case, Utah and Rhode Island have so far centralized their schools that consolidation is no longer an important question; Ohio is carrying on a regular program of centralization; joint union and union districts are increasing in number in California; and consolidation is being furthered by the State departments of education of Pennsylvania and New York.

This almost unanimously favorable official opinion given by those who have the shaping of constructive educational policies must be interpreted to mean that the principle of consolidation is well established.

The district superintendents of Massachusetts are solidly in favor of consolidation and justify it on the grounds of administrative and instructional efficiency, equalization of school opportunity, and economy.

Effect of good roads.—Not only has the favorable attitude of school officials and educators toward consolidation helped it greatly, but the very large amount of road construction that is under way has been one of the strongest factors in making consolidation progress more rapidly than it has heretofore. The estimated expenditure on roads by States and local subdivisions, including construction, maintenance of roads and bridges, administration expenses, principal and interest payments on highway bonds, purchase and repair of machinery and equipment, and general and miscellaneous expenses for 1921, was $1,036,597,772. The total highway mileage of all types of roads that year was 2,941,294, and of that 387,760 miles were surfaced. Add to this that on December 31, 1923, there were 15,092,177 motor vehicles registered in the United States; on July 1, 1924, 15,552,077. These extensions of better means of transportation into all sections of the country are encouraging and bringing about centralized schools in many places where their establishment was formerly impracticable.

Such reports as the following are not unusual:

> Union High School No. 2, at Lorane, is now occupying a beautiful $14,000 building, dedicated last spring, and supplies high-school privileges to a hitherto isolated section which has now good roads.
>
> Wasco County being a county of long distances and, under ordinary circumstances, poor winter roads, is welcoming the advent of surfaced highways. Transportation and consolidation in this county two years ago were quite impractical. This year there are three rural school districts transporting pupils to larger centers on surfaced roads.

Increase in amount of State aid.—State aid in Alabama for new buildings, repairs, and equipment is distributed in such a way as to encourage larger school plants and has helped much in furthering the establishment of consolidated schools in that State. From 1919 to 1922 it was granted to consolidated and other schools as follows:

State aid for school buildings, Alabama

Year	New buildings	Repairs to buildings	Equipment for buildings	Amount of aid
1919	173	115	201	$170,083
1920	115	118	211	145,629
1921	167	93	147	266,490
1922	157	180	136	260,799
Total	612	506	695	843,001

The fund of $100,000 annually set aside by the Barrett-Rogers Act of Georgia to aid in the establishment and maintenance of consolidated and high schools in every county of the State was increased to $200,000 in 1923.

The Minnesota State Board of Education, created in 1919 and directed to make a careful study of State support of schools, submitted a report on which the legislature of 1921 based a new law governing the distribution of State support. Among other kinds of special State aid is provision that the State shall pay 40 per cent, but not to exceed $6,000, of the cost of constructing each school building in consolidated districts. Forty-seven schools received $261,090 for this purpose in 1922.

North Carolina began setting aside a State loan fund for school building purposes in 1903. The fund grew until it amounted to $1,028,117 in 1922. It is loaned at 4 per cent interest on a 10-year basis. The interest and one-tenth of the principal amounts to about $150,000 available for loan each year.

This was so inadequate that the "Special building fund" of $5,000,000 was authorized in 1921. By 1922, $3,300,000 had been loaned, most of it to rural districts and small villages and towns; and the total cost of the building program then under way in the State was estimated, when completed, to be $25,000,000. The fund has helped counties to provide the buildings necessary for consolidation. In 1920–21 there were 219 districts abolished by consolidations; 366 in 1921–22.

State aid for consolidated, graded, and rural schools, begun in North Dakota in 1911 with an appropriation of $30,000, amounted to $225,000 for 1917 and 1918; $425,000 for 1919 and 1920; and $430,000 for 1921 and 1922. In 1922 327 consolidated schools received $178,795.

State aid in South Dakota was continued for the years 1923–24 and 1924–25. Data for that part of it applied to consolidated and rural schools and to teachers' cottages are here given:

State aid for consolidated and rural schools and for teachers' cottages, South Dakota

Kind of school	Number of schools			Total amount of State aid		
	1920	1921	1922	1920	1921	1922
Consolidated high	1	4	3	$600	$2,400	$1,800
First-class consolidated	8	20	26	3,200	8,000	10,400
Second-class consolidated	23	36	40	5,625	9,000	10,000
State rural	96	218	333	14,400	32,700	50,100
Teachers' cottages	9	18	14	4,500	9,000	7,000
Total	137	296	416	28,325	61,100	79,305

Tennessee aided in erecting 86 consolidated school buildings in the biennial period ended June 30, 1922, to the extent of $85,819, out of a total cost of $795,672.

The rural-aid policy established by Texas in 1915–16 was continued by appropriations of $2,000,000 for each of the years 1919–20 and 1920–21, and $1,500,000 for each of the four years following. From this fund any consolidation effected in the biennium ending August 31, 1925, may be granted $1,000 if the enrollment is not over 500, the school is located on 5 acres of ground, and a rural high school of not less than four teachers is maintained.

The Legislature of West Virginia in 1921 authorized aid for and the standardization of rural schools. Annual aid may be given first-class consolidated schools in an amount not to exceed $800, and to second-class schools, $600.

For 23 years Wisconsin has encouraged State graded schools with special financial aid, supervision, and permission to give the first two years of high-school instruction. The State report credits the 578 graded schools and 77 union free high schools with having both taken the place of and helped consolidation. The graded schools prevented decentralization; some were created by consolidation; others grew into consolidated schools; and many of the smaller high schools grew out of the graded schools. The State department's recommendation that increased aid be given to State graded and to consolidated schools was not adopted by the legislature of 1923.

The State supervisor of rural schools reports as follows: [1]

> Some parts of Wisconsin are so sparsely settled, and some of it, on account of topography and low taxing value, can not now and perhaps never can have the advantages of consolidated schools. Three-fourths of the State, with her abundant wealth, compact population, excellent roads, and favorable topography, can very successfully give to her people and their children a much better public-school service through more complete organization.

Better methods of applying the consolidation principle.—There have been some school consolidations effected that were failures in nearly every sense of the word. The causes are generally to be found in poor planning, lack of business management, reckless expenditures, or other things that would make any kind of school unsuccessful. Realizing that communities usually can not build up and manage this larger school project without help and direction, State and county officers, normal school and university faculty members, and representatives of vehicle companies are now publishing plans and directions and giving personal help and advice in laying out and organizing consolidated districts and managing systems of pupil transportation.

[1] Education in Wisconsin. *In* Bien. Rep., 1920–1922. Madison, Wis., Dept. Pub. Instruc., p. 135.

Other consolidations, while successes in themselves, have represented the withdrawal of a disproportionate amount of taxable wealth from the larger area of which they were a part, and have left other schools and districts weak in taxable property and school children, and perhaps so located that they could not combine. In such cases consolidation is in the larger sense a decentralizing agency and contrary to the ideal of equal educational opportunity.

Several ways of avoiding such a misapplication of the principle are being adopted. Working out and following a comprehensive program of consolidation for a large area is one of them. The scheme written into the school code [1] of North Carolina by the legislature of 1923 is an example. Here an entire county must be taken into consideration, and the county board of education shall make no changes in district boundaries except in accordance with a county-wide plan, mapped out and adopted by the board after it has been given the advice and suggestions of the committeemen and boards of trustees of all the districts of the county.

The county board may not change the county wide plan of organization after it has been adopted without notifying the committeemen and interested patrons and giving them a hearing. The board may carry out the entire plan or any part of it if the amount of funds necessary is guaranteed by the districts affected or approved by the county commissioners. The county board shall notify committeemen and trustees of that part of the plan it proposes to carry out first and of the order in which other parts will be considered, preference being given to those districts where the need is greatest. The county board must consider the interests of the entire county and give opportunity for each district to present its needs.

A somewhat similar policy, not required by law, was followed in Oregon in 1921–22, in that each county superintendent, at the request of the State department, made a survey of his county to determine what feasible consolidation projects he had and what sections must continue to use one-room schools. The State superintendent of Kentucky, while commending the very considerable progress made in consolidation by a score or more of counties, regrets that "too much of it has been accomplished in a local way and without sufficient study of the county as a whole with a view to a general scheme of consolidation on a county-wide basis." The State superintendent of Wisconsin writes:

> The present county school committee should have its powers greatly extended, particularly those that relate to consolidation. * * * The entire State should be districted with future consolidation in mind where such organization is practicable, thus planning high-school opportunities for every child at home.

[1] Public Laws of North Carolina, 1923, ch. 136.

The State office of Washington reports that there are 608 natural neighborhoods or community centers in the State.

Partial consolidation and the junior high school.—Organization on the 6–3–3 plan offers unusual opportunity for carrying out in a better way the kind of partial consolidation that is sometimes known as delimitation of grades and is frequently used to advantage in Louisiana, Delaware, and Oklahoma. The first five or six grades are taught in outlying schools, and the children of the upper grades are transported to a central consolidated or union school. Central junior high schools and rural graded schools arranged on a 6–3–3 basis are being rapidly formed. In 1922, of the 729 graded elementary schools of Minnesota, 137 gave the six-year rather than the eight-year course. The law of Wisconsin now permits a union high school, formerly independent of the first eight grades of the districts in the union, to take over the seventh and eighth grades of those districts, establish a junior high school, and bring about a better coordination of effort.

Commenting on the advantages of the junior high school in rural school organization, the Wisconsin report for 1920–22 states:

> Many communities object to consolidation because of transporting little children. The removal of pupils of junior high school age from country schools would permit a readjustment of the school year. The younger children are not needed for home work during the summer. Country schools could close during the cold weather and be open during a great part of the summer. Even combinations of small rural schools, through possible practical auto transportation during the season when road conditions are best, could be brought about. Better attendance, better teaching, less retardation, and a great saving of money due to efficiency of the school itself would result.

The union graded district of Oklahoma, which brings all the pupils above the sixth grade to a central school, has the division of grades necessary for the junior high school. These central schools need only to adopt the curricula and aims of the junior high school to be true schools of that class.

What the consolidated school is.—All these influences, encouraging and helping the establishment of larger schools, have brought about some very fine schools in small towns, villages, and the open country. The average consolidated school, however, is neither so large nor so strong as might be desired.

Consolidations in Missouri, 1923

Item	Number reporting	Range		Median
		Minimum	Maximum	
1. Area of district (square miles)	226	6	72	26
2. Assessed valuation of district	228	$78,000	$3,300,550	$1,000,000
3. Assessed valuation of district per pupil enrolled	223	$502	$39,056	$6,051
4. Cost of school buildings	161	$1,000	$70,000	$12,000
5. Salaries paid elementary teachers	203	$425	$1,152	$720
6. Salaries paid high-school teachers	180	$800	$1,900	$1,270
7. Children of school age	226	30	907	199
8. Elementary school enrollment	225	25	822	140
9. High-school enrollment	207	7	123	43
10. Spent for transportation	44	$36	$5,325	$1,610

The median consolidated district in Missouri is 26 square miles in area, has an assessed valuation of $1,000,000, a school plant worth $12,000, an enrollment of 140 in the elementary school and 43 in the high school. It has little or no pupil transportation. The district is smaller in area and weaker in assessed valuation, value of school plant, and number of pupils enrolled than the standards that are gradually being established for strong, successful consolidated schools. If pupil transportation were used to a greater extent the districts could be strengthened.

Somewhat similar data are shown for 104 schools of Nebraska in 1922, where the average consolidation is even smaller than in Missouri.

Consolidations in Nebraska, 1922

Item	Number reporting	Range		Median
		Minimum	Maximum	
1. Area of district (square miles)	102	4	76	21.5
2. Assessed valuation of district	99	$124,419	$4,350,785	$892,020
3. Assessed valuation per pupil of 12,715 enrolled pupils	97	$967	$28,802	$9,884
4. Value of school plant	95	$300	$264,676	$14,800
5. Area of school grounds (acres)	99	½	27	2.8
6. Number of rooms in central building	94	1	35	6
7. Number of transportation routes maintained	58	1	8	4
8. Number of pupils transported	62	6	192	50
9. Per cent of enrolled pupils transported	62	5	100	50.5
10. Number of pupils enrolled	98	25	1,675	103

Of the 104 schools reporting, 3 are 8-grade schools; 3 are 9-grade schools; 24 are 10-grade schools; 12 are 11-grade schools; 50 are 12-grade schools; and 12 do not state the number of grades taught.

Fifty-eight of the consolidations maintain 209 transportation routes, as follows: 11 maintain 1 route; 8 maintain 2 routes; 6 maintain 3 routes; 17 maintain 4 routes; 8 maintain 5 routes; 2 maintain 6 routes; 4 maintain 7 routes; and 2 maintain 8 routes.

The situation with respect to 107 consolidations in Oklahoma in 1922 corresponds closely to that in Nebraska.

Consolidations in Oklahoma, 1922

Item	Number reporting	Range		Median
		Minimum	Maximum	
1. Area of district (square miles)	107	9	145	36
2. Assessed valuation	107	$200,000	$1,042,243	$681,000
3. Approved estimate of school expenditure [1]	107	$3,269	$40,985	$11,375
4. Amount spent for teachers' salaries	107	$1,680	$24,500	$6,750
5. Amount spent for transportation	107	$597	$8,937	$2,116
6. Per cent that teachers' salaries are of approved estimate	105	29	92	59
7. Per cent that amount spent for transportation is of approved estimate	105	7	61	23
8. Per cent that transportation costs are of teachers' salaries	105	7	120	37

[1] The amount necessary to maintain the school for the year, as estimated by the board of education and approved by the district.

Data of this kind for other States are not available. The medians shown for 260 consolidations located in all the States [1] are higher than those given for these three States.

[1] U. S. Bu. of Educ. Bull., 1924, No. 32, A Study of 260 School Consolidations.

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TABLE 1.—*Showing the number of one-room schools, amounts spent for pupil transportation, and number of consolidated schools for the school years 1917–18, 1919–20, and 1921–22, with significant percentages of increase or decrease*

States	One-room schools					Transportation of pupils				Consolidated schools		
	Number in 1917–18	Number in 1919–20	Number in 1921–22	Per cent of increase or decrease, 1918 to 1922	Per cent of increase or decrease, 1920 to 1922	Amount spent for transportation, 1917–18	Amount spent for transportation, 1919–20	Amount spent for transportation, 1921–22	Per cent of increase or decrease in amounts spent for transportation, 1920 to 1922	Number in 1917	Number in 1919–20	Number in 1921–22
1	2	3	4	5	6	7	8	9	10	11	12	13
Total	195,400	187,951	174,947	−10.4	−6.9	[1] $7,961,291	[2] $14,489,423	[3] $21,816,744		5,349	11,890	11,501
Alabama	3,561	3,893	3,777	6.0	−2.9		171,925	283,850	65.1	69	328	219
Arizona	337	265	273	−18.7	0.3			52,399			29	11
Arkansas	5,120	5,215	3,800							125	170	170
California	2,374	2,366	2,021	−14.8	14.5	272,787	630,797			27	59	[4] 429
Colorado	2,222	2,222	2,090	−5.9	−5.8					21	[5] 146	166
Connecticut	751	715	647	−13.8	−9.5	210,685	314,340	416,931	32.6			
Delaware	331	296	274	−17.2	−7.4		71,444	59,520	−16.6	1	14	12
District of Columbia	3	3	2			325		2,000				
Florida	1,978	1,770	1,359	−31.3	−23.2	95,158	216,691	244,542	12.8			81
Georgia	5,311	4,867	4,530	−14.7	−6.8	36,996	69,477	212,380	205.6	[6] 159	315	420
Idaho	1,095	1,102	1,061	−3.1	−3.6	178,500	301,345	289,787	−3.8		41	46
Illinois	11,000	10,145	[7] 9,986	−9.2	−1.4	71,263	163,254	[7] 268,427	64.4	10	78	116
Indiana	5,396	4,880	4,117	−23.7	−15.6	1,251,460	1,921,035	2,664,672	38.7	706	1,040	946
Iowa	11,340	11,340	11,906	5.0	5.0	734,141	1,354,051	2,025,842	49.6	214	288	378
Kansas	7,730	7,624	7,413	−4.1	−2.7					94	118	152
Kentucky	7,205	6,500	6,294	−12.6	−3.2	13,998	95,785			41	258	[8] 168
Louisiana	1,941	1,837	1,748	−9.9	−4.2	193,063	471,059	677,374	43.8	818	808	[9] 391
Maine	2,283	2,309	2,262	−0.9	−2.0	213,288	296,651	413,096	39.2		117	[10] 38
Maryland	1,676	1,602	1,538	−8.2	−4.3	30,431	64,734	90,011	39.0		180	
Massachusetts	801	787	755	−5.7	−4.0	582,681	858,840	1,136,562	32.3		[11] 126	
Michigan	7,206	7,004	6,809	−5.5	−2.7	89,987	155,116	314,958	103.0	8	211	198
Minnesota	8,231	7,668	7,544	−8.3	−1.6	538,532	976,475	1,364,465	89.8	220	255	315
Mississippi	4,371	4,371	[12] 800			79,184	246,078	[12] 835,207	239.4	290	470	
Missouri	9,000	[13] 8,066	9,281	3.1	15.0			62,924		122	168	247
Montana	2,793	3,079	3,014	7.8	−2.1	143,759	297,796	434,730	45.9		69	99
Nebraska	6,638	6,284	6,435	−3.0	2.4		[14] 127,500			28	101	105
Nevada	314	250	260	−17.2	0.4		34,115	39,745	16.5	3	15	8

New Hampshire	1,000	803	757	−24.3	−5.7	144,366	195,127	276,484	41.6			21
New Jersey	760	654	631	−16.9	−3.5	529,527	749,895	1,082,120	42.9		92	263
New Mexico	748	748	692	−7.4	−7.4	14,173	136,881	218,198	59.4		129	
New York	7,800	8,639	8,602	9.3	−0.4	307,555	470,485	670,566	42.5		354	392
North Carolina	4,681	4,174	3,299	−29.5	−20.9			284,884		36		355
North Dakota	4,200	4,372	4,482	6.2	2.5	390,000	876,876	1,036,745	18.2	401	457	459
Ohio	8,326	[5] 6,904	5,961	−20.8	−13.6	1,066,084	1,651,157	2,441,682	47.8	539	800	1,010
Oklahoma	4,805	4,426	3,948	−17.8	−10.7		[16] 228,397			103	262	287
Oregon	1,950	2,280	1,768	−9.3	−22.4		2,286	175,201	756.4		61	77
Pennsylvania	9,846	10,254	8,889	−9.7	−13.3		83,962	574,372	584.0		137	275
Rhode Island	62	[17] 129					21,633	32,490	47,571	49.4	1	4	3
South Carolina	3,313	3,152	2,880	−13.0	−8.6		25,323		68,838	174.0	700	[18] 300	250
South Dakota	5,117	4,584	4,670	−8.7	1.8		68,554	211,947	270,508	27.6	24	139	181
Tennessee	4,977	4,766	4,347	−12.6	−8.7		46,255	88,883	172,309	93.8	404	309	482
Texas	6,173	5,490	4,223	−31.5	−23.0		[15] 30,000	70,088	255,883	265.0		635	757
Utah	138	137	125	−9.4	−8.7		107,356	170,286	226,970	33.2			
Vermont	1,250	1,190	1,148	−8.1	−3.5		200,209	228,532	258,032	12.9			59
Virginia	4,128	3,786	3,630	−12.0	−4.1		105,605	153,796	247,809	61.1		[5] 258	612
Washington	1,761	1,747	1,726	−1.9	−1.2				829,025		161	274	314
West Virginia	5,566	5,415	5,265	−5.4	−2.7				254,788		24	45	246
Wisconsin	6,731	6,606	6,708	−0.3	[1] 1.5		144,658	225,699	428,846	47.3		80	72
Wyoming	1,000	1,289	1,200	16.6	−6.9		29,755	74,128	106,501	43.6		11	46

[1] Computed on returns from 33 States and the District of Columbia.
[2] Computed on returns from 39 States.
[3] Computed on returns from 41 States.
[4] Union, joint union, and consolidated schools.
[5] Data for 1921.
[6] Number of one-room school districts.
[7] Of this, $64,318 was spent by consolidated schools.
[8] Union and consolidated schools.
[9] With public transportation.
[10] Complete townships; about 200 townships are partially consolidated.
[11] Towns of less than 10,000 population having most of the schools consolidated.
[12] White schools only.
[13] Data for 1922–23.
[14] Schools with average attendance of less than 40.
[15] Estimated.
[16] Special report for 98 schools.
[17] Ungraded schools.

Chapter II

TRANSPORTATION OF PUPILS

Total amounts spent for transportation.—The situation in regard to amounts of public money spent for transportation is given in figures for the States in Table 1, p. 10. The totals summarize as follows:

Amounts expended for transportation of pupils

Year	Number of States reporting	Amount spent for transportation	Per cent of current school expenses for States reporting	Estimated amount spent for transportation by all States
1917–18	33	$7,961,291	1.6	$10,300,000
1919–20	39	14,489,423	1.8	16,500,000
1921–22	41	21,816,744	2.0	25,500,000

The amount spent for pupil transportation more than doubled in four years, and, as the percentages show, increased at a more rapid rate than the total of current expenditures.

Large amounts spent in three States.—Ohio, Indiana, and Iowa each spent over two millions of dollars for pupil transportation in 1922, representing respectively $2.87, $5.32, and $5.01 out of every $100 of current expenditures for maintaining all the schools.

In Ohio transportation must be provided, with few exceptions, to the elementary schools for all children living more than 2 miles from the schools they attend, and to the high schools for all children living more than 4 miles from the school of attendance. The seventh and eighth grades of the junior high school are considered in the application of the transportation laws as elementary; the ninth grade as high school. The transportation funds were applied as follows:

Elementary and junior high schools	$2,248,326.43
Secondary schools	184,150.89
Normal schools	140.00
Vocational schools	7,502.77
Special and other schools	1,561.70
Total	2,441,681.79

School districts or school corporations in Indiana may provide transportation for any pupil if conditions warrant it. In any school corporation where a school has been abandoned in the past 20 years,

or may hereafter be abandoned, means of transportation must be provided for all pupils of such abandoned schools who live more than 1½ miles from the schools to which they are assigned. The increase in expenditures for transportation from 1921–22 to 1922–23 was 18.4 per cent, the total for the latter year being $3,156,142.

Consolidation and transportation, Indiana

Item	Townships	Towns	Cities	Total
Children transported	89,509	1,005	1,021	91,535
Vehicles used	4,076	34	23	4,133
Value	$991,350	$7,250	$35,519	$1,032,119
Number of schools	5,163	157	672	5,992
One-room	3,761	18	27	3,806
Two-room	529	15	44	588
Other	873	124	501	1,498
Consolidated schools	974	28	22	1,024
Cost of transportation	$3,105,177	$18,855	$32,110	$3,156,142
Abandoned school districts	1,591	111	7	1,709

In Iowa school boards of consolidated independent or other school districts maintaining a central school were required to furnish transportation to and from school for every child of school age living within the district and outside the limits of a city, town, or village, until 1924, when the legislature changed the law so that it would apply to children living more than 1 mile from the schoolhouse.

Maintaining a steady relationship between total current and transportation expenditures.—A fairly steady relationship between transportation and total current expenditures is being maintained year after year in Connecticut, Maine, Maryland, Massachusetts, New Jersey, New York, Ohio, Rhode Island, and Virginia. The percentages are low, 2.8 per cent for Ohio and 5 per cent for Maine being the highest. These are States that have used transportation over a considerable period of years and have worked out well-defined policies.

Relatively high amounts spent for transportation.—Of the total of current school expenditures, rapid consistent increases are being made in the percentages used for transporting school children in Alabama, Georgia, Mississippi, Texas, New Mexico, North Dakota, Montana, and Wyoming. In these large States programs of consolidation have been entered upon or hastened comparatively recently, and the results are showing in the changing disposition of the school funds. Here the percentages are in general higher than in the States named in the preceding paragraph, reaching $7.50 out of every $100 in North Dakota, where 49 per cent of the enrollment is in open country schools and all children living more than 2¼ miles from the nearest schoolhouse must be provided transportation or the parents paid for conveying the children to and from school.

Three other States are spending relatively very high amounts for transportation. They are Mississippi, $9.53; New Hampshire, $6.03; and Vermont, $6.34, out of $100 of current expenses. School boards of New Hampshire may furnish transportation to any pupils, elementary or high school; they shall furnish it to all below the ninth grade who live more than 2 miles from the school to which they are assigned. Until 1919 transportation was mandatory in Vermont for all legal pupils residing 1½ miles or more from the schoolhouse. The law was then changed so as to give discretionary power to the school directors and an appeal to the State commissioner of education.

Relatively low percentages spent for transportation.—Proportionately low amounts are spent in Michigan, $0.60; Missouri, $0.43; Pennsylvania, $0.62; Texas, $0.57; and Maryland, $0.73, of each $100. Furnishing transportation is optional with the county boards in Maryland; it is largely a matter of being voted by the taxpayers of the districts in Missouri. In like manner taxpayers of any district in New York may authorize the conveyance of resident pupils to the schools of their own district or of some other district. The commissioner of education of New York may require central rural districts or central high-school districts to furnish such transportation as, in his judgment, justice requires. In Michigan it is required only for the rural agricultural schools—these are few in number—and must be furnished the pupils who reside more than 1 mile from the school; it may be used when small schools or the seventh and eighth grades of small schools are closed and the pupils sent to other schools. Consolidated and joint consolidated schools of Pennsylvania may transport children. If small schools are closed because of an average daily attendance of less than 10 or for other reasons, transportation must be furnished those children residing 1½ miles or more from the schools they attend. District trustees of Texas must provide school facilities up to and including the seventh grade for all the children of the district, either by maintaining schools or furnishing transportation to other schools. They do the former rather than the latter.

Per cent of current expenditures that are for pupil transportation in certain counties.—As already stated, in Missouri out of every $100 used for the current expenses of the schools 43 cents goes for pupil transportation, while in Mississippi it amounts to $9.53 out of $100. These are the extremes in the States. Some of the counties show a wider range, and in general the per cent devoted to transportation in high schools is greater than that in elementary schools. The 21 counties of New Jersey in 1923 spent for transportation from 32 cents in Hudson to $16.44 in Sussex out of each $100 of current school expenditures, the median being $5.90. In the 40 county districts of Utah, out of each $100 spent for schools the amounts spent for transportation are as follows:

	Elementary schools	High schools
Minima	$0. 22	$0. 59
Maxima	6. 73	23. 81
Medians	2. 57	9. 11

Number of pupils transported.—Some pupil transportation at public expense is being carried on in every State. Only recently, and since amounts spent for transportation have grown rather large, has there been any concerted effort to keep and secure records of the number of children furnished transportation at public expense. The following listed 24 States report:

Pupil transportation at public expense

State	Pupils transported	Per cent of total average daily attendance	State	Pupils transported	Per cent of total average daily attendance
Indiana	91, 535	18. 3	Oklahoma	19, 623	4. 5
North Dakota	25, 570	15. 9	Georgia	22, 676	4. 2
Mississippi	44, 034	11. 3	South Dakota	4, 936	3. 8
Louisiana	32, 495	11. 0	North Carolina	20, 359	3. 7
Iowa	35, 611	8. 1	Alabama	12, 671	2. 9
Vermont	4, 415	7. 9	Virginia	8, 885	2. 2
Maine	9, 220	7. 2	Maryland	4, 334	2. 1
New Jersey	36, 544	7. 0	Wisconsin	8, 667	2. 0
Minnesota	25, 000	5. 6	Tennessee	8, 366	1. 8
Wyoming	2, 118	5. 6	Nebraska	4, 530	1. 7
Montana	5, 290	5. 3	Texas	7, 140	. 7
Florida	9, 360	5. 2			
Massachusetts	27, 000	4. 6	Total (24 States)	470, 379	5. 4

These States have a total average daily attendance of 8,595,792, and of this total 5.4 per cent are transported to and from school. If the same rate applies to the 18,432,213 in attendance at the schools of the continental United States, there were 995,340 children transported in 1922.

Number of vehicles used in pupil transportation

Alabama	394
Georgia	863
Illinois (in consolidated districts only)	94
Indiana	4, 133
Iowa (horse-drawn, 1,781; motor-driven, 574)	2, 355
Kentucky (horse-drawn, 54; motor-driven, 118)	172
Louisiana	1, 136
Nebraska (horse-drawn, 86; motor-driven, 156)	242
North Carolina (horse-drawn, 4; motor-driven, 524)	528
Oklahoma (horse-drawn, 249; motor-driven, 386)	635
South Dakota	296
Tennessee (horse-drawn, 228; motor-driven, 126)	354
Texas	247
Virginia	566
Total (14 States)	12, 015

The only data on the amount of public money invested in transportation vehicles come from three States. Indiana has $1,032,119; Nebraska, $110,058; Tennessee, $37,719.

Twenty-two States in 1922 gave the amount spent for pupil transportation and the number of pupils transported. From those figures the annual costs per pupil given here have been computed:

Per pupil costs of transportation

State	Amount spent for transportation	Number of pupils transported	Annual cost per pupil
Alabama	$283,850	12,671	$22.40
Florida	244,542	9,360	26.12
Georgia	212,380	22,676	9.36
Indiana	2,604,672	91,535	29.11
Iowa	2,025,842	35,611	56.88
Louisiana	677,374	32,495	20.84
Maine	413,096	9,220	44.80
Maryland	90,011	4,334	20.76
Massachusetts	1,136,562	27,000	42.09
Minnesota	1,364,465	25,000	54.57
Mississippi	835,207	44,034	18.96
Montana	434,730	5,290	82.18
New Jersey	1,082,120	36,544	29.61
North Carolina	284,884	20,359	13.99
North Dakota	1,036,745	25,570	40.54
South Dakota	270,508	4,936	54.80
Tennessee	172,309	8,366	20.59
Texas	255,883	7,140	35.83
Vermont	258,032	4,415	58.44
Virginia	247,809	8,885	27.88
Wisconsin	428,846	8,667	49.48
Wyoming	106,501	2,118	50.28
Total	14,536,368	446,226	32.55

The range for transportation is from $9.36 in Georgia to $82.18 in Montana. It must be remembered that annual costs per pupil, such as are just given, are in some respects not comparable. The varying lengths of the school term, the average distances the pupils travel, and the quality of transportation furnished are not taken into consideration. Since the data include those from States with such widely varying conditions of climate, surface, density of population, etc., as Maine, Massachusetts, Georgia, Minnesota, Montana, Oklahoma, and Texas, the figure of $32.55 as the average cost of pupil transportation for the year 1922 may be considered a fair approximation for the entire United States.

A number of smaller, more intensive studies of transportation costs have recently been made. The seventh annual conference on problems of the consolidated school held at Cedar Falls, Iowa, in December, 1923, reported on the transportation systems used by 37 typical consolidated schools. The routes covered all types of roads. The cost on routes where horse-drawn vehicles were used was $40.62 per pupil for the year; with motor-driven vehicles it was $43.03. Two years previous the costs were respectively $44.10 and $45.99.

The report states:

It costs $2.41 more per year to transport pupils to school by motor vehicles than by horse-drawn vehicles in the schools studied. Wherever the roads permit of the effective use of motor vehicles the patrons seem to feel that it is worth more than $2.41 per year to have the children home from school in half the time required by horse-drawn vehicles.

Montgomery County, Ala., maintains a system of pupil transportation for the entire county. Its report, dated Octob[illegible] 1924, gives the following statistics:

Comparative study for 1922–23 and 1923–24

Items	1922–23	1923–24
(a) Total number of children hauled	1,512	1,607
(b) Total amount spent	$32,057	$32,354
(c) Total miles traveled	224,668	244,503
(d) Cost per mile (b÷c)	$0.142	$0.132
(e) Number of trips daily	52	53
(f) Number of days traveled	169	174
(g) Total number round trips in year (e×f)	8,788	9,222
(h) Cost per round trip (b÷g)	$3.65	$3.51
(i) Average number of children on each load (a÷e)	29	30
(j) Average cost for transporting a child one way (h÷i)÷2	$0.065	$0.058
(k) Average cost per day for each bus (b÷f)÷34 busses	$5.57	$5.48

The busses operated were: County owned, 32; privately owned, 2; and 1 from Camp Kilby, for which the county board of education furnished only gas and oil, the State furnishing bus and driver.

"The study does not take into consideration in item 'j' the cost of transportation of teachers or other extraordinary uses the rolling stock was put to from time to time."

Costs of pupil transportation, Indiana

Items	1915	1917	1920	1923
Cost	$828,011	$972,888	$1,918,034	$3,083,717
Number of children transported	37,344	48,066	73,488	91,535
Annual cost per child transported	$22.17	$20.24	$26.99	$33.69
Cost per child per day	$0.158	$0.144	$0.192	$0.20

The average per pupil cost of transportation in Louisiana for 1922–23 was $25.93. Annual costs per pupil in Maryland for the same year varied in the different counties from $19.74 for elementary and $21.10 for high-school pupils in Anne Arundel to $75.37 and $73.15 in the respective types of schools in Allegany County. The averages for the State were $29.80 and $33.80.

Four districts of Rio Grande County, Colo., in 1921–22, operated 41 busses, a total of 712 days, transporting an average of 990 children a day, and covering an entire distance of 217,764 miles. Costs per child per day ranged from 28 to 34 cents, with an average of 29.5 cents per day.

The total expenditure was $52,912.47. Figure 1 shows how it was distributed among nine items of expense. The amounts estimated for depreciation and repairs are nearly one-half the total.

Increasing State aid for transportation.—Connecticut from 1904 to 1920 reimbursed all towns for one-half, but not to exceed $20 per

pupil, the cost of transportation furnished to pupils that were transported to and attended out-of-town high schools. The purpose is to provide high-school education for every pupil in the State. The State board of education in the latter year recommended to the general assembly that the State increase its reimbursement for this high-school pupil transportation; assume part of the burden, amounting in 1922 to $311,922, of elementary pupil transportation within the towns; and pay one-half, but not to exceed $50 per pupil, of the

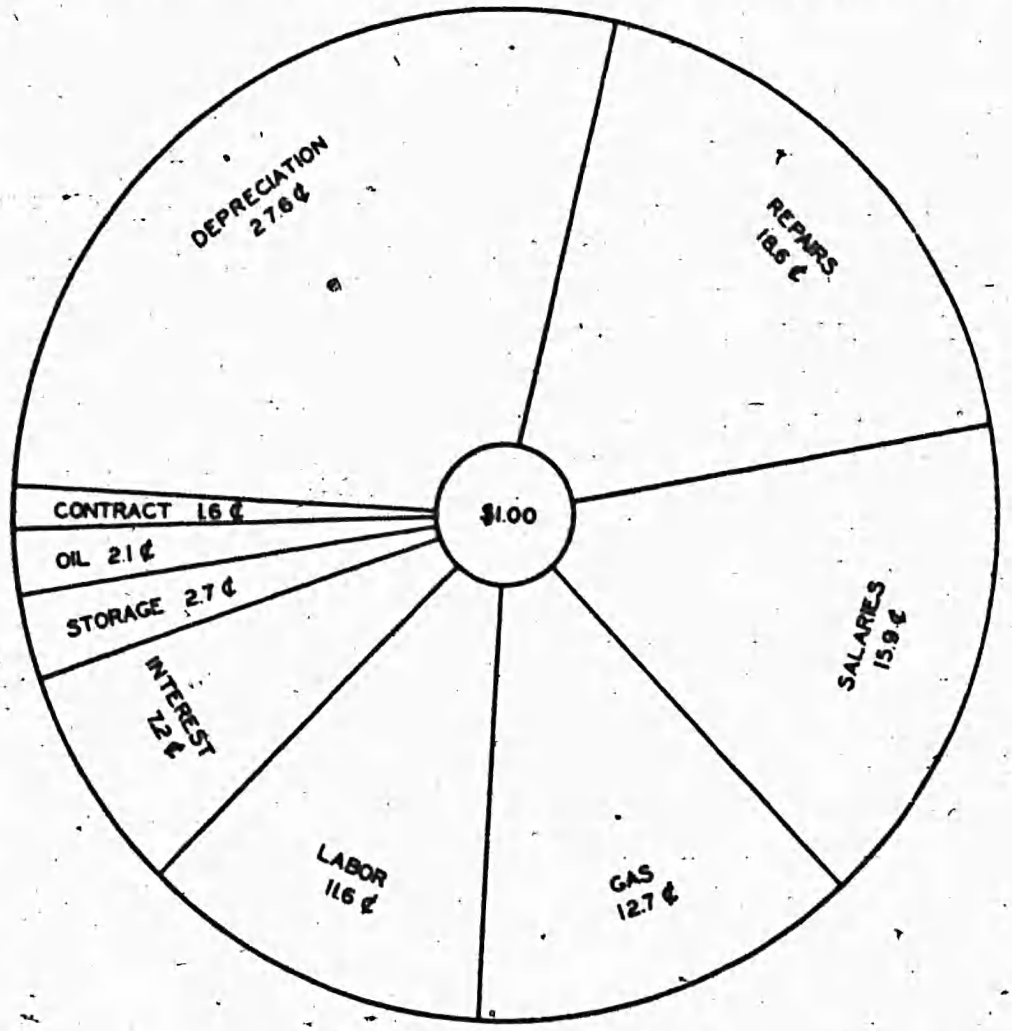

FIG. 1.—Distribution of total expenditure

cost of transporting pupils to out-of-town trade schools. The first of these recommendations was accepted, and the maximum raised from $20 to $35 per pupil The other two were not enacted into law.

The amount paid by the State for transporting pupils to out-of-town high schools was, in 1904, $8,341; in 1910, $12,824; in 1920, $35,990; and in 1923, $47,661.

Massachusetts began in 1913 State reimbursement to towns for transporting high-school pupils to other cities and towns, and made the conditions under which it is given more liberal in 1918. Acting in accord with a proposal of the State department of education, the

legislature of 1923 again made the conditions of reimbursement more favorable for the towns. Some idea of the growth in this form of aid may be had from the fact that in 1915 it was $29,513; in 1920, $50,396; and in 1922, $95,614.

The present law provides that a town of less than 500 families that does not maintain a high school must provide for the instruction of its high-school pupils in the schools of another town, and pay their tuition and the cost of transportation up to 40 cents per pupil per day of actual attendance.

If, from the amount raised for the schools by local taxation, an average for the three preceding years of not less than $4 and not more than $5 for each $1,000 valuation was used for secondary pupil transportation, the State will reimburse the town for one-half the amount expended. If the average was more than $5 and not more than $6, the reimbursement is three-fourths the amount; if more than $6, then for the entire amount. Such reimbursement shall not be based on the excess of any amount above 40 cents of each day of actual attendance of any pupil, except when pupils travel more than 3 miles in some manner other than by public conveyance. In that case the town may be reimbursed three-fourths of the amount spent above 40 cents but not above 80 cents for each day of attendance.

The State may provide transportation for children of school age who live on islands and are without schools. The local authorities are not required by law to furnish such transportation.

The total expenditures for transportation in Massachusetts increased about one-third in the biennium 1920–1922 and nearly one-half in the past five years.

Maryland established an equalization fund in 1922. The poorer counties participate in this, and the State board estimates aid for them, in so far as pupil transportation is concerned, on a basis of one-half the amount expended for that purpose during the previous year. The total, including aid from the State, of $132,591 spent in 1923 was 47 per cent more than the $90,011 of 1922.

The State board of education of North Carolina was given authority in 1923 to set aside $30,000 of the State equalizing fund to assist counties by paying not more than one-half the average monthly cost of transporting pupils.

Of the $295,000 appropriation, an appropriation that has been increased yearly since its beginning with $15,000 in 1912, made in South Carolina in 1922 as aid to consolidated and State graded schools, the trustees of any school may use from their allotment such an amount for transportation as seems wise to them and to the county superintendent.

Consolidated rural schools in Texas may receive from the State appropriation to aid rural schools (see page 5) a sum equaling one-half, but not to exceed $500 for any one school, the cost of pupil

transportation, provided the contracts were approved by the State superintendent. This is a recent enactment made subsequent to an urgent recommendation of the State department that $200,000 be set aside annually for free transportation of rural school children to county high schools. Pupil transportation has increased very rapidly in Texas in the past six years. For 1918–19, $49,102 was spent, and of this $5,069 was State aid; for 1921–22, $221,064, of which $36,593 was from State sources.

Any residue of the State fund of Virginia left after the salaries of teachers, principals, and supervisors have been paid may be used to pay the drivers of school wagons at primary and grammar schools.

Pennsylvania began in 1923 to assume part of pupil transportation costs; it pays one-half the cost of transportation furnished when small schools are closed. But the State's share is not to exceed $1 per pupil per day. It will also bear one-half, but not to exceed $3,000 for any one school in one year, of the sum spent for transportation during the previous year by any joint consolidated school or schools that have transported pupils to another for the purpose of better gradation. Kansas also enrolled in 1923 in the list of those States that give some aid for pupil transportation. A law of that year provides that when a district with an area of less than 12 square miles and fewer than 12 census children is required to close its school and send the resident children to other schools and pay for their tuition and their transportation there, the State will bear three-fourths, but not to exceed $100, of any deficit left after the district has voted a tax of not less than 10 mills and still does not have funds enough to pay the costs of tuition and transportation.

The $100,000 for the school year 1923–24, and the $105,000 for the year 1924–25, appropriated by the State of Delaware to pay for pupil transportation are expended under regulations adopted by the State board of education. Transportation is arranged either by contract or by private means. Reimbursement is limited to the amount of appropriation.

The Legislature of Wyoming in 1923 established an unusual way of providing State aid for transportation by apportioning the school funds within the county to districts on a basis of the number of teachers employed and the number of drivers of wagons or busses on school transportation routes.

Other States that are giving aid for transportation are Maine, Michigan, Minnesota, New Jersey, New York, Ohio, Rhode Island, Vermont, Mississippi, New Hampshire, Washington, Wisconsin, and West Virginia. In general, the amounts given have increased proportionately, as well as actually, in the past five years, and the policy for the State to assume more and more of the burden and direction of this comparatively new school activity is constantly widening.

Chapter III

ONE-ROOM SCHOOLS

Decrease in number of one-room schools.—With the widespread adoption of the principle of consolidation and the greater use of pupil transportation has come a very considerable decrease in the number of one-room schools. Not all of this, but certainly most of it, has been due to purposeful consolidation. For data by States see Table 1, page 10. In the years from 1917–18 to 1921–22 approximately 20,000 small schools were either abandoned or grew into larger schools, a lessening of 10.4 per cent of the number in the former year. The greater part took place in the biennium 1920–1922. The most marked advance along this line was in Texas, where almost one-third of the one-room schools were closed in five years. Other States with percentages of decrease above 20 are Florida, Indiana, New Hampshire, North Carolina, and Ohio.

Only seven States, Alabama, Iowa, Missouri, Montana, New York, North Dakota, and Wyoming, reported more one-room schools in 1922 than in 1918. These increases were real in Montana, North Dakota, and Wyoming, where new schools were opened to take care of the children in areas recently settled. In the four other States named probably there was no actual increase in the number of small schools, but the statistics were more carefully gathered.

New York, Pennsylvania, Illinois, Minnesota, Iowa, and Missouri each has over 7,500 one-room schools. In the six States are 56,208 one-room schools, nearly one-third, 31.7 per cent, of the total for the United States. Seven more States, Wisconsin, Michigan, Ohio, Kentucky, West Virginia, Nebraska, and Kansas, report 44,885, or 25.4 per cent, of the number for the entire country. These 13 States, occupying 24.4 per cent of the land area and having 38.9 per cent of the rural population between the ages of 5 and 20 years, are using 57.1 per cent of the one-room schools. They have relatively very large numbers of small schools, although natural conditions and density of rural population make it easily possible to replace most of them by larger schools. Continuous work at consolidation in the entire area of these 13 States would do much toward solving the national one-room school problem.

Enrollment in one-room schools.—With the data at present available there is no way of arriving at the exact number of children enrolled

in one-room schools. It may be estimated. Thirteen States give the figures as follows:

Statistics of enrollment in one-room schools

State	Enrolled in one-room schools	Per cent of total enrollment	State	Enrolled in one-room schools	Per cent of total enrollment
Arizona	3,999	6.03	North Dakota	74,468	42.9
Delaware	6,849	17.5	Tennessee	205,655	32.0
Kansas	131,825	31.7	Utah	2,413	1.9
Louisiana	25,000	6.4	Virginia	136,002	24.9
Maryland	28,012	11.1	Wisconsin	160,290	31.9
Massachusetts	14,912	2.1			
New Hampshire	12,954	19.2	Total	817,773	18.0
New Jersey	15,394	2.4			

The enrollment in the one-room schools of these States is 18 per cent of the total of 4,541,280. If this percentage holds good for the continental United States with its enrollment of 23,239,227, there are 4,183,000 children attending the one-room schools.

The 817,773 pupils are in 32,681 schools, an average of 25 to a school. If that relationship holds true in all the States, the 174,947 one-room schools enroll 4,373,675 pupils.

These two estimates, differing by about 5 per cent, are both considerably higher than has sometimes been thought. At any rate, it would seem that not less than 4,000,000 children were attending one-room schools in 1922.

Per cent of total enrollment that is in one-room schools.—Utah has only 1.9 per cent of its pupils in one-room schools; Massachusetts, 2.1 per cent; and New Jersey, 2.4 per cent. These are undoubtedly the lowest percentages among the States. Despite its large area and sparse population, 9 of the 40 districts in Utah have no one-room schools and 10 more have only one each. Note that in Wisconsin, Tennessee, Kansas, and North Dakota more than 30 per cent of the pupils are in one-room schools.

Policies of State departments in regard to one-room schools.—In the process of providing means for an education for more than 23,000,000 young people in an area of 3,000,000 square miles it will always be of advantage to use a few very small schools. One-room schools are the most effective, as well as the cheapest, way of reaching some of the children. Eventually there will be accurate ways of determining where and under what circumstances they are the most useful kind of school. At present there are far too many of them trying to do the work where larger schools can do it in a better and, in the long run, probably cheaper way.

In some sections of the country, the policy is being followed of making no attempt to improve the one-room schools, on the principle that if left as they are they will be the more quickly replaced by

consolidated schools. In other areas programs of consolidation and of improvement of the one-room schools are being carried on at the same time, with the idea in mind that rural children must be educated as carefully as possible as soon as possible, that the valuable years of childhood can not be sacrificed while waiting for consolidated schools, and that the one-room schools can be made much better than they are.

The State Board of Education of Connecticut expresses its attitude as follows:

> This board is confidently of the opinion that many of the one-teacher schools should never be abandoned, assuming of course that they are kept in repair and adapted for use, even though good roads be provided, since there are geographical and social reasons which make their continuance both desirable and necessary. In its proposals for legislation the board is not remotely suggesting that all one-teacher schools be closed. It does believe, however, that some State aid should be provided to assist those towns which upon their own initiative decide that the best interests of the pupils will be served by attendance at larger and centrally located buildings with better trained and more permanent teachers. It follows that when transportation is provided it shall only be under such conditions as shall be conducive to the health, safety, and moral well-being of the pupils concerned.[4]

A somewhat different idea prevails in Kentucky, from which the report comes that—

> At the close of school year June 30, 1922, there were reported 6,294 one-teacher white schools; now there are 5,960, showing the very commendable decrease of 334. This means that within the past year we have abolished weak, unattractive, insanitary, inefficient, poorly organized, poorly equipped, poorly attended, and often poorly taught "one-cylinder schools" at the rate of one per day. As statistics prove this type of school to be the most expensive in the State, this is clearly an economic as well as an educational measure. It means the establishment of stronger, better, more modern institutions, an aroused public interest, and better advantages for our children.[5]

Natural conditions in some parts of Maine are extremely unfavorable for consolidating the schools. The State department advocates strong one-room schools in such sections.

> There are many towns in the State where a proper system of consolidated schools could well be established, but in remote corners it will be necessary to maintain the single-teacher school perhaps for generations, but where that is necessary these single-teacher schools should be made the very best their type affords and they should have as good teachers as any school in the State. It was never intended that any group of little children should be neglected in their educational opportunities and compelled to put up with poor conditions while other children have the finest advantages that can be attained.[6]

The Legislature of Minnesota in 1921 enacted a law by which the State grants special aid to districts providing for the school attend-

[4] Rept. Bd. Educ., Connecticut, 1920–1922, p. 31.
[5] Bien. Rept. Supt. Pub. Instr., Kentucky, 1923, p. 24.
[6] Rept. State Supt. Pub. Schs., Maine, 1921, p. 14.

ance of isolated pupils, an isolated pupil being defined by the State board as "one living not less than 4 miles by the most direct road from the nearest school." In this way 749 pupils were taken care of. The State is improving rural education by abolishing one-room schools wherever that is feasible, and in other places by making them as effective as possible.

In Oregon, also, the betterment of the one-room schools is a definite State policy.

> The one-room rural school will continue to be a part of Oregon's syste[illegible]nd for the improvement of that school we should devote much time and at[illegible]n. Every proposed consolidation in Oregon is a problem of its own into which enter a far larger number of conditions than is found in a problem of conso[illegible]a-tion in the prairie States of the Middle West. Many of our already large school districts, sparsely settled, having roads impassable for a part of the year, will not admit of a consolidation that will bring better school conditions. A natural division, such as a mountain valley in which there are a few pupils, can not be joined to another valley several miles away and separated by a winding, precipitous mountain trail or road.[1]

There seems to be proper recognition of the possibility of greatly strengthening the one-room schools where it is not practicable to abandon them.

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[1] Bien. Rept. Sup. Pub. Instr., Oregon, 1923, p. 12.

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