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Factors Determining the Future of the Whiting Community School

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FACTORS DETERMINING THE FUTURE
OF THE WHITING COMMUNITY SCHOOL

A Field Project
Presented to the
Department of Education
and the
Faculty of the Graduate College
University of Nebraska at Omaha

In Partial Fulfillment
of the Requirements for the Degree
Specialist in Education

by
Otto Rademacher

August, 1971

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Accepted for the faculty of The Graduate College of the University of Nebraska at Omaha, in partial fulfillment of the requirements for the degree Specialist in Education.

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CHAPTER I

THE PURPOSE AND PROCEDURE USED

Educational experiences, opportunities, and changes in behavior, for all students in our modern society, is an obligation of our society. The services provided by any one area or district of our country must be constantly evaluated to determine if the local resources are being utilized to meet this obligation.

The philosophy of education must be correlated to the needs of individuals or groups involved within this area. The schools organization must then be evaluated to determine how it is related to these needs and goals.

I. INTRODUCTION

The Whiting Community School District is located along the western border of Iowa, in Monona County. The town of Whiting has a population of six hundred and is located twenty-eight miles south of Sioux City, Iowa, along Interstate highway 29. The district surrounds the town and is 98.5 square miles in size, with a total population of fourteen hundred. The western edge of the district is bordered by the Missouri River and the state of Nebraska. The north border is adjacent to the Westwood Community School District, of which the town of Sloan is the administrative center. Sloan is located nine miles north of Whiting and has a population of about seven hundred. The eastern edge is bordered by rough hills and the Maple Valley School District, with

Mapleton as its administrative center. Mapleton is located thirty-eight miles east by road but only twenty miles cross-country. The hills are not readily accessible to travel, and the all weather roads detour around them. The south border is adjacent to the West Monona School District with Onawa as its administrative center. Onawa is located seven miles south of Whiting and has a population of twenty-two hundred people.

The Whiting district is situated entirely in the fertile Missouri River Valley and its primary resource is agriculture, almost entirely corn production, both hybrid and commercial. It is an affluent community which has an assessed valuation of \$6,885,312.00, which is 27% of actual valuation. As of June 30, 1970, the district had a bond indebtedness of \$120,000.00, which is met with a 4.018 yearly school-house mill levy. The General Fund demanded a 36.88 mill levy totaling to a 40.906 mill levy. The total school mill levy is 40.906.

School districts in Iowa have undergone reorganization for at least fifty years beginning with the rural one room school. Western Iowa, approximately fifteen years ago, developed some major reorganizational changes because of pressure from the State Department of Public Instruction. This pressure included the obligation of certain minimum requirements schools had to meet to receive state approval. Five small communities north and east of Whiting formed the Westwood (West Woodbury County) District. Two towns south of Whiting formed the West Monona (West Monona County) District. The small rural

districts around Whiting (voting by district) elected not to reorganize with other communities and kept a Whiting district. The sentiment was that they could and would meet all state requirements and obligations to maintain an approved school. Prior to this major reorganization Whiting had one of the larger schools in this area.

The school at the beginning of the 1970-71 school year enrolled a total of 345 students in grades K-12. There are 115 students in high school (9-12), thirty students in the senior class and fourteen in the kindergarten class. The high school offers thirty-four units, has a half-time counselor, half-time librarian, and meets all other state department minimum requirements. Grades K-6 are self contained, 7-12 are departmentalized sharing the same facilities, faculty, etc. The superintendent acts as elementary principal and the 7-12 principal also teaches two classes of science.

The affluency of the district, the success of its graduates, plus the overcrowded conditions and inability of neighboring districts to pass a bond issue, and other reorganization pains have left a pert feeling among Whiting district residents.

The main concern of the Board of Education and community for several years has been the meeting of minimum state requirements. At present the main concern is generally the decreasing district population plus the decreasing number of school age children, and therefore, the future of the school.

II. PURPOSE

Purpose of this study

The purpose of this study is to investigate factors which would enable the Whiting School District Board of Education to determine the future of the district's organization.

Several factors and probabilities will be investigated. Evidence will be considered and evaluated justifying the district to remain intact. There is a projected opinion among some that Whiting will eventually be engulfed by Sioux City, or it may become a bedroom community because of its nearness to Sioux City and its location next to Interstate highway 29. Such events would, of course, increase the population. Present population, population trends, projected enrollment, and cost per pupil will be researched.

Research, assuming Whiting would reorganize with Westwood, the adjacent district to the north, or West Monona, the district to the south, will be compared. Student numbers, per pupil cost, facilities, and financial stability of each district will be evaluated. The assumption that Whiting joining with either district will be considered. The combined student numbers, facilities, and pupil location will be researched.

All these factors will be investigated always with the student in mind. The future of the district and the future of the children in the district will be the major objective of this study.

III. PROCEDURE

Research pertaining to the present Whiting School District will be limited to the past decade, and will include investigations concerning student numbers, per pupil cost, and financial stability. These statistics will be obtained from the school records, and the information will be tabulated, charted, and compared. Past and present population of the school district will be obtained from the official United States 1960 and 1970 census reports. The number and ages of the younger children in the district will be obtained from the local district census reports.

The present enrollment, financial stability, future trends, and per pupil cost of the West Monona district to the south and the Westwood district to the north will be compiled. A comparison and combination of each district with Whiting will be revealed and the total trend will be charted. Facilities will be considered in the combination of both districts.

This information will be gathered personally by this writer. Full cooperation of both Westwood and West Monona administrations has been assured. Administrators from both districts have expressed orally that they would welcome the Whiting district to their organization and will cooperate in compiling this information.

IV. DEFINITION OF TERMS USED

Whiting Community School District

Whiting Community School District refers to all the population

and property within the boundaries of the district which use Whiting as the attendance and administrative center.

Westwood District

Westwood District refers to all the population and property within the boundaries of the district which use Sloan as the attendance and administrative center.

West Monona District

West Monona District refers to all the population and property within the boundaries of the district which use Onawa as the attendance and administrative center.

Monona County

Monona County refers to all the population and property within the boundaries of this Iowa county which use the county superintendent's office in Onawa as the administrative center.

Per pupil cost

Per pupil cost refers to the number of dollars spent by a district to pay for the expenses occurred by one pupil for one year.

V. ORGANIZATION

The project will be organized and structured into five chapters. Chapter I will include the Introduction, the purpose and the statement of the problem. A brief history and current data concerning the Whiting district and community, as well as neighboring districts and communities,

will be reviewed to acquaint the reader with a basic background of the district.

Chapter II will include a resume of selected related literature. Iowa Department of Public Instruction literature concerning the factors of statewide populations in both district and school population trends will be examined. A statewide comparison of student numbers, per pupil cost, and district financial stability of districts throughout the state will be included. This information may be used for referrals later on in the project. A resume of the number of Iowa school districts in existence now compared to the number in operation fifteen years ago will be revealed. Included will be a summary of the number of reorganizations and districts combining each year. Dr. Dennis Harken, Project Director for the Iowa Governor's Education Advisory Committee has completed a study of school organization and school superintendents' attitudes toward reform in Iowa. The study will be researched and the portions imperative to this study will be reviewed and revealed.

Chapter III will include the procedure followed in conducting the study. The method and manner in which the information was compiled and gathered from the local and adjacent districts will be summarized.

Chapter IV will include the data which has been collected as a result of this study. Charts and graphs will be displayed showing the comparison in per pupil cost, district population, school population, and financial stability of the Whiting, West Monona, and Westwood districts.

Conclusions and recommendations resulting from this study will be included in Chapter V, and the factors which will or could affect the future of the Whiting Community School District will be summarized.

CHAPTER II

A REVIEW OF SELECTED LITERATURE

A decrease in the number of school districts in the state of Iowa has been quite evident the last fifteen years as is indicated by Table I. The rapid reduction during the five year period of 1955-1960 was due to required county board planning and strong state department influence. The second largest decrease occurred during the 1965-1966 year due to legislation requiring all non-12-grade districts to be in a high school district as of July 1, 1966. It indicates that the number of districts has decreased from 4,142 in 1955 to 457 in 1970. The number of districts has decreased only 20 in the past three years.¹

Reorganization of school districts is usually both objective and emotional. However, continued pressure is confronting both small districts and those with decreasing enrollments.

The Governor's Educational Advisory Committee in its adopted recommendations concerning the organization of Public Elementary and Secondary Education concluded that major changes in the organizational structure of Iowa's local school districts is of paramount importance. They concluded that small districts and those with decreasing enrollments confront problems of; salary disparity, high per pupil costs, limited vocational programs, lack of student exposure to work-study situations, multiple assignments for teachers, high teacher turnover, and limited

¹Data on Iowa Schools, 1969-1970, Part 4.

TABLE I
NUMBER OF PUBLIC SCHOOL DISTRICTS IN IOWA

Year	Non-high school	High school	Total
1955-1956	3,334	808	4,142
1956-1957	2,903	788	3,691
1957-1958	2,578	745	3,323
1958-1959	2,085	694	2,779
1959-1960	1,438	614	2,052
1960-1961	1,013	562	1,575
1961-1962	881	510	1,391
1962-1963	762	469	1,231
1963-1964	701	463	1,164
1964-1965	639	459	1,098
1965-1966	598	458	1,056
1966-1967	46	455	501
1967-1968	22	455	477
1968-1969	5	455	460
1969-1970	4	453	457

course offering.

In its recommendations which were adopted January 7, 1971, the committee made six recommendations:

1. The number of local administrative districts for elementary and secondary education in Iowa should be drastically reduced. The Committee feels that the new organizational structure should consist of county-like units except in situations where population or geographic conditions preclude this possibility.
2. The 64th General Assembly should create an Organization Commission for Quality Education to thoroughly analyze and study the organizational structure of local school districts in Iowa. This Commission should plan a new structure for Iowa's schools to be submitted to the 65th General Assembly.
3. The General Assembly should declare a moratorium on new school construction and school reorganization. Proposed new school construction or organizational changes should be required to gain Commission approval during the organizational period.
4. The Committee recommends that concurrent with the reduction of the local administrative districts that the county, joint county, and merged county school systems be abolished.
5. The state Board of Public Instruction should restructure its administrative body, the Department of Public Instruction, so that is better able to provide efficient, quality education through meaningful leadership, research, evaluation, and services on a statewide basis.
6. The Committee recommends that the General Assembly take appropriate steps to insure that the Department of Public Instruction is able to offer competitive salaries and fringe benefits comparable with other educational organizations. The salary and qualifications of the State Superintendent of Public Instruction should be determined by the State Board, should not require Senate confirmation, and should be comparable to any responsibilities or supervision.²

Assumptions concerning size according to student populations and reorganization are made by the Great Plains Study as it related to Iowa.

²Governor's Educational Advisory Committee Preliminary Recommendations.

They are as follows:

1. Size, in and of itself, is not necessarily important. Size acquired relevance in relation to many related factors.
2. Size, in and of itself, will not provide quality educations. It must be related to the objectives upon which a state school system organization is based.
3. Size is an important factor to consider when a state undertakes the task of organizing its school districts into units which will make possible the attainment of the educational results the citizenry expects in return for its investment in public education.
4. Size becomes significant when related to the tasks for which numbers are important to meet educational objectives adequately, efficiently and economically.
5. School districts can be both too small and too big.
6. There is a significant relationship (as reported in related research studies) between size and per pupil costs-pupil achievement-program breath and quality-teacher preparation and certification-supporting educational services-educational leadership.³

Iowa's total population has remained quite stable throughout the last ten years. The number of school age children has increased slightly since 1962 as is shown by Table II. The number of children between age five and twenty-one has increased from 850,761 in 1962 to 869,984 in 1970. The number of children between seven and sixteen has increased from 524,406 to 533,267 in 1970. Iowa school population will decrease in the future according to Table III. It shows a decrease of almost 85,000 preschool children during the years 1962 to 1970. A loss of 34,000 during the years 1969-1970. This decrease in Iowa of preschool children is due mainly to the decrease in birth rates per thousand population as is shown in Table IV. The birth rate per thousand has decreased from 239 in 1955 to 172 in 1969.

³Guidelines for School District Organization (The Great Plains School District Organizational Project. Lincoln: The State Department of Education, July, 1968), p. 82.

TABLE II
CENSUS STATISTICS

Children between 5 and 21 (Age 5, but not 21)			
Year	Boys	Girls	Total
1962	438,320	412,441	850,761
1963	418,392	394,278	812,670
1964	434,651	410,185	844,836
1965	433,844	409,423	843,267
1966	453,986	427,145	881,131
1967	450,960	424,314	875,274
1968	449,771	423,843	873,614
1969	449,771	423,843	873,614
1970	447,514	422,470	869,984
Children between 7 and 16 (Age 7, but not 16)			
Year	Boys	Girls	Total
1962	268,787	255,619	524,406
1963	268,518	255,795	524,313
1964	274,428	261,521	535,949
1965	273,256	260,572	533,828
1966	281,405	268,057	549,462
1967	279,320	266,736	546,056
1968	273,632	259,996	533,628
1969	273,632	259,996	533,628
1970	273,249	261,018	533,267

TABLE III

CENSUS STATISTICS

Year	Pre-school children, age as of June 1						Total
	Under 1 yr.	1 yr.	2 yrs.	3 yrs.	4 yrs.	5 yrs.	
1962	50,784	54,332	57,831	58,386	58,376	59,692	339,401
1963	50,652	55,244	61,765	58,438	58,304	59,659	344,062
1964	47,440	49,858	56,337	58,810	58,675	59,062	330,182
1965	47,267	49,859	56,142	58,607	58,518	58,760	329,153
1966	41,458	45,306	52,042	54,687	57,168	60,429	311,090
1967	40,983	44,903	51,431	54,175	56,757	59,474	307,723
1968	37,669	40,103	45,346	48,647	52,916	55,945	280,626
1969	37,669	40,103	45,346	48,647	52,916	55,945	280,626
1970	36,840	37,324	41,429	43,085	46,191	50,054	254,923

TABLE IV
IOWA BIRTH RATES PER THOUSAND POPULATION

Year	Births per thousand	Percent of change
1955	23.9	-----
1956	23.5	-1.7%
1957	23.5	0.0
1958	22.7	-3.4
1959	23.6	+4.0
1960	23.2	-1.7
1961	22.8	-1.7
1962	21.9	-4.0
1963	20.8	-5.0
1964	20.0	-3.9
1965	18.4	-8.0
1966	17.7	-3.8
1967	17.4	-1.7
1968	16.8	-3.4
1969	17.2	+2.4

In 1970, Iowa had an average daily membership total of 654,372. Per pupil costs were: elementary, \$713; junior high, \$860; senior high, \$957, an average of \$843 per pupil cost.⁴ Each student is supported with a assessed valuation state average of \$11,125. The millage levy throughout the state shows much variation.⁵

Dr. Dennis Harken, Project Director for the Iowa Governor's Education Advisory Committee has completed a study showing the analysis of the attitudes of local Iowa School Superintendent toward selected local governmental and educational issues and reform proposals. His findings and conclusions were:

1. The superintendents were interested in finding different procedures for the financing of local school districts. In addition, they expressed a need for increased financing of all local governments by state and federal sources.
2. The superintendents recognized a need for reorganization and reform of all local governments for reasons of efficiency, economy, and improvement of services.
3. The superintendents strongly supported the need for, and desirability of, increased intergovernmental cooperation between all governments.
4. The lack of support for proposals that could result in loss of control for local governments indicated that the superintendents are fearful of this possibility.
5. The superintendents felt the need for, and lack of, equal educational opportunities in Iowa.
6. Education and district enrollment were the demographic variables that were most often strongly related with attitude as determined by the criteria used in this study. Three other demographic variables, total number of years a superintendent, years superintendent in present district, and number of superintendencies held were also found to be strong relationship variables for a large number of attitudinal items. None of the other demographic variables used in the analysis with attitudes approached these five as far as frequency of occurrence was concerned.

⁴Iowa Public School Data, 1969-1970.

⁵Agricultural Land Tax Credit Payment, January, 1971.

7. There was a congruence of opinion as far as attitudes expressed on the general governmental and education items. Generally, similar proposals were supported or rejected whether on the general government or education section of the survey instrument.

8. Concern was expressed by the author because of the fact that the superintendents expressed a need for school reorganization in Iowa, yet none of the conventional proposals were accepted by a majority of the superintendents. Also, none of the conventional suggestions as to where reorganization proposals should be initiated were acceptable to a majority of the superintendents.⁶

⁶Dennis Harken, *An Analysis of the Attitudes of Local Iowa School Superintendents Toward Selected Local Governmental and Educational Issues and Reform Proposals*, August, 1970.

CHAPTER III

PROCEDURE

The Whiting district, as well as other Iowa rural districts, is decreasing in population. Whiting is the smallest district in Monona County and other adjacent districts. It is also the smallest in its athletic conference and most other extra-curricular events in which it participates. In small communities, as well as large, extra-curricular competition is important and some degree of success must be achieved. Communities have pride in their children and schools and success stimulates this pride and, needless to say, has, at times, determined the future of some schools.

With this in mind, two opinions appear to prevail in the Whiting district as to its future. One, will the State Department of Education or the Iowa State Legislature impose reorganization unto Whiting? Secondly, would it be an educationally sound practice to combine with an adjacent larger district?

During the beginning of the 1970-71 school year, the writer sought the permission of the Whiting Board of Education to investigate some of the determining factors which could affect the future of the school. The Board was also interrogated as to what factors they felt needed investigation and to what questions they felt needed answers. It was with these opinions, combined with those of the author, that the purpose of this paper was formulated and the factors which would be investigated determined. The writer assured the Board that this investigation would

only examine factors which could affect the future of the school and that the paper would be unbiased in its comparison with other districts. It was also stated that the intent of this paper was not to enhance re-organization although the writer did reserve the right to his own opinions and conclusions to the work. The Board's response was quite enthusiastic and they welcomed the aid, the project, and the opportunity to examine the investigation upon completion.

Full cooperation was promised and obtained from G. L. Reinhardt, County Superintendent of Monona County; John Simoff, Superintendent of the West Monona Schools; D. N. Hoffman, Superintendent of the Westwood Schools; Earl Coulson, Superintendent of the Whiting Schools; and Grace Derr, Board Secretary of the Whiting Community Schools.

School population was taken from the Secretary's Annual Reports, which are kept on file in the County Superintendent's office. Both Monona County and Woodbury County were very cooperative and allowed full access to their files. All secretaries were very congenial and certainly were a credit to their profession as to the quality of their work.

The financial status of these districts was taken from the compiled figures and information of the Iowa State Department of Education publications. These publications are annual reports and show all the data for all the schools in Iowa. This is an annual service provided by the Department of Public Instruction and is available to all schools in Iowa.

The facilities and their capabilities were obtained from the opinion of the School Superintendents and Principals in all districts. These opinions may vary from one individual to another, but the judgment of these men is respected by fellow area administrators. This alone

qualifies their opinion.

The most recent figures were used. The school year of 1970-71 was used in the population study. The 1969-70 school year was used for the financial status of the districts, and the opinions of the present administrators were sought in the spring of 1971.

To build a background to the history and trend of school reorganization, three recent studies were reviewed. The 1971 report from the Governor's Educational Advisory Committee; the Great Plains study of 1968; and the study made on Superintendents' attitudes toward local reform by Dr. Dennis Harkens, Project Director for the Iowa Governor's Educational Advisory Committee.

During the course of the study, much information was compiled and decisions, concerning that which had merit, had to be made. Only data which, in the writer's opinion, were pertinent to the purpose of the study was used.

CHAPTER IV

DESCRIPTION OF THE DISTRICTS

I. DISTRICT AND SCHOOL POPULATION

The factor of school population or number of students enrolled is imperative to the future of any school, and Whiting is no exception. It is readily understood that the ideal size of a school has not been determined, or agreed upon. At the present time, however, a small school population is a determining factor, and the Whiting Board of Education, as well as the interested citizens of the community, are quite concerned about the number of students enrolled in their school, and how the enrollment will affect the future of the school. This concern is justified and stimulated by several sources. First, the Great Plains Study of 1968 which achieved much publicity, and was discussed in Chapter II, said size was not relevant, it did say, however, that size was important to meet certain educational objectives and was a factor in per-pupil cost.⁷ Secondly, the recent report of the Iowa Governors' Educational Advisory Committee, also discussed in Chapter II, quite emphatically concluded that small districts have problems, namely; salary disparity, high per-pupil costs, limited vocational programs, lack of student exposure to work-study situations, multiple assignments for teacher, high teacher turnover, and limited course offering.⁸ Third, the influence from the State Depart-

⁷Great Plains, loc. cit.

⁸Governor's Advisory Committee, loc. cit.

ment of Education has built a certain amount of fear among the smaller districts of the State. Some small districts do not look to the State Department for leadership, but rather attempt to achieve and maintain the minimum requirements with very little repercussion. With this type of spirit and concern present among the residents of the Whiting Community district, the number of students enrolled in the past compared with the projected enrollment was researched. The West Monona district to the south and the Westwood district to the north were also reviewed, so that if reorganization would become necessary or mandatory, in the future, this information and comparison would be available.

The total number of school age children has increased slightly in the State of Iowa since 1962 as was shown in Chapter II, Table II. However, the districts of Whiting, West Monona, and Westwood have decreased nearly every year since 1963 as is shown by Table V. Whiting's 1963 enrollment of 400 was its highest. The 1963 third grade class of 40 was the largest class, and that same group of students, or class, finished the eleventh grade in 1971 with 38 pupils. Westwood reached a high enrollment of 1186 in 1968 and the 1966 ninth grade class, the largest class, with 117. West Monona reached a peak of 1297 total in 1965 and the second grade class of 1969 has 123 enrollees for its largest class.⁹ According to the total number of enrollees taken from the Secretary's Annual Report, and shown on Table VI, Whiting has decreased from 400 in grades K - 12 in 1962 to 358 in 1971 for a 10.50% loss. Westwood has dropped from 1136 in 1962 to 1007 in 1971 for a 11.35% loss. West Monona

⁹State Superintendent of Public Instruction, Secretary's Annual Report, 1963-1971, Des Moines, Iowa, p. 1.

TABLE V
ENROLLMENT AND ATTENDANCE BY GRADES

	1963	1964	1965	1966	1967	1968	1969	1970	1971
WHITING									
K	30	31	21	30	27	34	23	27	20
1	29	30	27	24	28	28	34	23	26
2	29	25	29	27	24	31	23	36	26
3	40	25	27	35	25	22	26	24	36
4	35	37	27	33	29	25	23	28	20
5	34	34	39	25	29	30	26	21	30
6	37	38	33	34	20	28	25	30	21
7	33	34	36	34	33	20	28	28	30
8	28	32	34	36	34	37	21	27	30
9	27	28	32	33	35	34	40	23	28
10	31	24	25	35	34	33	34	36	22
11	29	26	22	23	33	31	33	31	38
12	18	28	23	21	23	32	30	31	31
TOTAL	400	392	375	390	374	385	366	365	358
WEST MONONA									
K	94	111	117	105	124	111	91	87	73
1	96	101	106	110	116	124	112	91	85
2	100	96	94	108	106	86	123	110	92
3	107	94	102	88	102	102	88	122	108
4	108	112	95	97	85	97	97	80	117
5	94	109	103	99	90	80	99	101	79
6	114	84	112	97	97	86	83	99	99
7	114	117	90	106	96	96	87	84	91
8	73	109	106	89	100	99	96	85	82
9	116	89	113	111	98	104	99	99	90
10	96	104	83	105	107	87	106	101	94
11	71	92	94	75	96	102	80	92	97
12	65	69	82	78	69	89	92	72	86
TOTAL	1248	1287	1297	1268	1281	1263	1253	1233	1193
WESTWOOD									
K	86	89	77	82	74	85	68	90	72
1	85	75	85	72	87	91	79	61	87
2	93	83	75	83	84	87	89	84	56
3	94	90	88	82	87	86	79	83	78
4	111	97	80	74	94	92	83	74	72
5	101	107	87	89	83	92	89	74	72
6	115	106	94	83	92	87	87	82	77
7	81	127	91	108	89	92	76	84	77
8	76	81	121	85	110	89	89	78	79
9	104	80	80	117	90	111	90	96	80
10	74	102	77	78	110	86	110	90	86
11	54	76	102	74	79	110	85	97	83
12	62	46	71	96	66	78	106	80	88
TOTAL	1136	1159	1128	1123	1145	1186	1130	1073	1007

TABLE VI

DISTRICT STUDENT ENROLLMENT DECREASE 1963-1971

	1963	1971	Lost	%Lost
WHITING	400	358	42	10.50
WEST MONONA	1248	1193	55	4.50
WESTWOOD	1136	1007	129	11.35

remained somewhat more stable of the three and dropped from 1248 to 1193, a loss of only 4.50%. These figures are quite concurrent with other rural districts in the State of Iowa.¹⁰

The projected enrollment is a more important factor in the future of a school although it is difficult to be accurate. The following figures which are used in determining future enrollments of these three districts do not take into consideration any major influx or immigration of people who may move into these three districts and work in Sioux City, the metropolis to the north. The school census of pre-school age children, in Iowa, is taken every two years (even numbered), and is shown for Whiting, West Monona, and Westwood in Table VII. These figures are taken from the Secretary's Annual Report and indicate a correlation with Table III in Chapter II in that these three districts, as well as the entire State of Iowa, show a marked decrease in the number of pre-school children in the districts. Using these figures and projecting these decreases into the future enrollment, the oldest class was subtracted from the total school population and the oldest group of pre-school children was added to this figure to show next year's enrollment. This information, shown on Table VIII, indicates that West Monona will drop 194 in total enrollment from 1972 to 1977, Westwood will decrease 193, and Whiting, 85. Percentages are important here and are shown in Table IX. These figures show Whiting will drop from 358 students in 1972 to 273 in 1977 for a loss of 23.75%. Westwood will drop from a total of 1007 in 1972 to 814 in 1977, a loss of 19.16%. West Monona again appeared the more stable of the three, dropping from 1193 in 1972 to 999 in 1977 for a loss of only 16.26%. All

¹⁰Ibid. p. 1.

TABLE VII

RESIDENT CHILDREN THROUGH AGE 5

WHITING							
	Under 1 Year	1 Yr.	2 Yrs.	3 Yrs.	4 Yrs.	5 Yrs.	TOTAL
1962	26	29	25	22	23	23	158
1964	20	15	29	23	26	20	133
1966	17	21	21	15	32	24	130
1968	15	16	19	14	24	19	107
1970	14	15	16	17	14	18	94

WEST MONONA							
	Under 1 Year	1 Yr.	2 Yrs.	3 Yrs.	4 Yrs.	5 Yrs.	TOTAL
1962	103	77	93	92	88	78	531
1964	71	75	93	88	94	97	518
1966	63	37	81	81	112	104	478
1968	48	51	58	54	94	81	386
1970	70	35	58	64	64	56	347

WESTWOOD							
	Under 1 Year	1 Yr.	2 Yrs.	3 Yrs.	4 Yrs.	5 Yrs.	TOTAL
1962	67	61	79	77	92	84	460
1964	59	49	80	77	94	91	450
1966	40	51	52	70	87	75	375
1968	32	48	51	80	76	71	358
1970	51	32	46	47	55	69	300

TABLE VIII
PROJECTED ENROLLMENT

ENROLLMENT		GRADUATING CLASS		WHITING		CENSUS		PROJECTED ENROLLMENT	
No.	Year	Year	Grade	Year	Grade	Year	Ages	Year	ENROLLMENT
1972	358	1971	12	1971	12	1970	5 year olds	1970	345
1973	345	1972	11	1971	11	1970	4 year olds	1970	321
1974	321	1973	10	1971	10	1970	3 year olds	1970	316
1975	316	1974	9	1971	9	1970	2 year olds	1970	304
1976	304	1975	8	1971	8	1970	1 year olds	1970	289
1977	289	1976	7	1971	7	1970	under 1 yr.	1970	273
ENROLLMENT		GRADUATING CLASS		WEST MONONA		CENSUS		PROJECTED ENROLLMENT	
No.	Year	Year	Grade	Year	Grade	Year	Ages	Year	ENROLLMENT
1972	1193	1971	12	1971	12	1970	5 year olds	1970	1162
1973	1162	1972	11	1971	11	1970	4 year olds	1970	1129
1974	1129	1973	10	1971	10	1970	3 year olds	1970	1099
1975	1099	1974	9	1971	9	1970	2 year olds	1970	1067
1976	1067	1975	8	1971	8	1970	1 year olds	1970	1020
1977	1020	1976	7	1971	7	1970	under 1 yr.	1970	999
ENROLLMENT		GRADUATING CLASS		WESTWOOD		CENSUS		PROJECTED ENROLLMENT	
No.	Year	Year	Grade	Year	Grade	Year	Ages	Year	ENROLLMENT
1972	1007	1971	12	1971	12	1970	5 year olds	1970	988
1973	988	1972	11	1971	11	1970	4 year olds	1970	960
1974	960	1973	10	1971	10	1970	3 year olds	1970	921
1975	921	1974	9	1971	9	1970	2 year olds	1970	887
1976	887	1975	8	1971	8	1970	1 year olds	1970	840
1977	840	1976	7	1971	7	1970	under 1 yr.	1970	814

TABLE IX

PROJECTED DISTRICT ENROLLMENT

	1972	1977	Decrease	% Decrease
WHITING	358	273	85	23.75
WEST MONONA	1193	999	194	16.26
WESTWOOD	1007	814	193	19.16

three districts will drop a total of 472 in number and a percentage loss of 15.10%.¹¹

II. DISTRICT FINANCIAL STABILITY

As was stated in Chapter I, the financial status of the Whiting district would be compared to the Westwood and West Monona districts. It is imperative then, that the total assessed valuation of all three districts be quoted. According to the 1969-70 school fiscal year reports, shown on Table X, West Monona's total assessed valuation was \$5,250,159; Westwood, \$12,812,169; and Whiting, \$6,885,312.¹²

The valuation is almost entirely agriculture land. The Whiting district includes 98.6 square miles, including the town of Whiting with a population of approximately 600. West Monona encompasses 1890 square miles and includes two small towns, Blencoe and Turin, and one medium size town, Onawa, of approximately 2500 population. Westwood is the largest district, 231.1 square miles, and includes five small communities, Smithland, Holly Springs, Salix, Hornick, and Sloan. Sloan is the largest and has a population of approximately 600.¹³ Whiting has the largest amount of property per-pupil according to the 1969-70 average daily membership, as each child is supported by \$20,062; West Monona is second as each child is supported by \$13,044; and Westwood's per child

¹¹Ibid., p. 1.

¹²Report from Department of Public Instruction (MS in Whiting Community School, Whiting, Iowa), Report 171A-430AF, January, 1971

¹³Monona and Woodbury County Information Sheet, January, 1970.

assessed valuation is \$12,445. The figure which gains the most attention, from taxpayers and citizens, is the millage levy. West Monona and Whiting are very similar in their millage levy for the General Fund. West Monona shows a millage levy of 36.024; Whiting, 36.888; and Westwood, a levy of 54.516, an increase of 17.628 mills over Whiting. Another important figure which is gaining more publicity each year, and is becoming a definite factor in smaller districts is per-pupil cost. According to the 1969-70 figures, the General Fund expenditures per-pupil, based on Average Daily Membership, shows Whiting with \$843.04; West Monona, \$729.03; and Westwood, \$954.02. All these items are also recorded on Table X.¹⁴

In 1969-70, according to Table XI, Westwood had a total General Fund expenditure of \$975,480; West Monona, \$843,967; and Whiting, \$289,329. A factor which becomes apparent at this point in comparing West Monona and Westwood is the cost of transportation. In 1969-70, West Monona spent \$36.28 per pupil on transportation or 4.98% of their total General Fund expenditure. Westwood spent \$99.39 or 10.42% of their General Fund expenditure. Westwood, the larger district, 231.1 square miles, and, therefore, has more miles to travel with their busses each day. Also, the fact that they maintain four attendance centers necessitates more shuttle busses once the children are in school. Westwood also shows an increase in Other School Services, \$23.99 per pupil as compared to \$4.85 for West Monona, and \$2.61 for Whiting.¹⁵

¹⁴Report from Department of Public Instruction, (MS in Whiting Community School, Whiting, Iowa), Report 171A-430AF, January, 1971.

¹⁵Report from Department of Public Instruction, (MS in Whiting Community School, Whiting, Iowa), Report 171A-431AF, January, 1971.

TABLE X

DISTRICT ASSESSED VALUATION, MILLAGE, PER PUPIL COST

	1970 ASSESSED VALUATION	ASSESSED VALUATION PER RES. CHILD IN A.D.M.	MILLAGE GENERAL FUND	GENERAL FUND EXP. PER PUPIL A.D.M.
WHITING COMMUNITY	\$ 6,885,312	20,062	36.888	\$ 843.04
WEST MONONA COMMUNITY	15,250,159	13,044	36.024	729.07
WESTWOOD COMMUNITY	12,812,169	12,445	54.516	954.02

TABLE XI

GENERAL FUND EXPENDITURES 1969-1970

	ADMINIS TRATION	INSTR. SAL INSTR SUPPLIES	HEALTH	TRANS	FIXED CHGS	OP MAINT	OTHER SCH SERV	COMM SERV	CAP OUT LAY	DEBT SERV	TOTAL EXP
WHITING											
Total Cost	17,845	181,854	2,499	21,918	21,784	29,206	895	507	820	32	289,329
Percentage	6.17	66.99	.86	7.58	7.53	10.09	.31	.18	.28	.01	
Per-pupil	52.00	564.75	7.28	63.86	63.47	85.10	2.61	1.48	2.39	.09	843.03
WEST MONONA											
Total Cost	40,485	555,481	3,483	42,000	63,888	73,464	5,620	1,414	16,342	---	843,967
Percentage	4.80	70.71	.41	4.98	7.57	8.70	.67	.17	1.94	---	
Per-pupil	34.97	515.55	3.01	36.28	55.19	63.46	4.85	1.22	14.12	---	729.07
WESTWOOD											
Total Cost	35,994	567,492	365	101,626	74.105	98,311	24,525	2,102	21,323	3,832	975,480
Percentage	3.69	62.87	.04	10.42	7.60	10.08	2.51	.22	2.19	.39	
Per-pupil	35.20	599.80	.36	99.39	72.47	96.15	23.99	2.06	20.85	3.75	954.01

III. FACILITIES, UNITS, AND STAFF

This portion of research will not attempt to compare the qualities of schools or districts. No attempt will be made to include tentative future programs, either in curriculum or facilities. Both West Monona and Westwood have had bond issues defeated within the last two years, which included complete new senior high school buildings. Administrators in all three districts have aspirations according to future curriculum, and other services offered. A comparison will be made, including only that which is available or true at present. Hopefully some of this material will affect the future in a positive manner. Each district will be summarized according to facilities, units offered, number of teachers, etc., in a short resume.

The West Monona district operates three sites, one in Blencoe, and two in Onawa. The plant in Blencoe is an old building, but in fair condition. The classrooms are small and an overcrowded condition exists. This plant contains one kindergarten class, one first grade, and all the district's four second grade classes. These classes are self-contained. All of the district's seventh and eighth grade classes are departmentalized, and located here, and this facility is overcrowded and considered inadequate. For example; two classes, typing and industrial arts, are held in the bus garage. Three science classes are held in the Home Economic's room.

Of the two sites in Onawa, one, Lark, is a relatively new building, and is considered adequate and pleasant. This building contains nine elementary self-contained classrooms, one kindergarten, four third grade classes, and four fourth grade classes.

The main building in Onawa is an old building in excellent condition, but overcrowded and inadequate. This building contains twelve self-contained classrooms; two special education classes, two first grades, four sixth grades, and four fifth grades. The high school is departmentalized and located here. Two temporary classroom buildings are also located on this site, and the Industrial Arts building is located on main street, several blocks from the main building. A major inadequacy exists in the high school extra-curricular facilities. The gymnasium is very small, the band room very small, with limited facilities for other activities.¹⁶

The Westwood district operates five sites located in the communities throughout the district. Three separate self-contained elementary schools are in operation in the small communities of Salix, Smithland, and Hornick. Classes, kindergarten through six, are located in all three schools, and all the district's elementary students are shuttled to these plants. These three plants are old buildings, were once high schools in each community, and are presently considered adequate facilities.

The district's seventh and eighth grades are departmentalized and located in Holly Springs. The Holly Springs building is old, is in fair condition, was once a high school building, and is overcrowded and considered inadequate. The high school is located in Sloan and was once a high school facility for one community. The combining of all five communities has made this facility very overcrowded and inadequate. The building is also old, but in good condition. A new vocational education build-

¹⁶Opinion expressed by John Simoff, personal interview, July 8, 1971.

ing has been built on this site. The extra-curricular activities facilities are inadequate.¹⁷

The Whiting district operates one site, located in Whiting. All grades, kindergarten through twelve, are located here. Grade seven through twelve are departmentalized, and share the same facilities. The building has three stories, is old, but in excellent condition. A new gymnasium, band room, locker rooms, etc., along with major remodeling of the old building, was completed in 1960, therefore, classrooms, as well as extra-curricular facilities, are adequate. The building has large classrooms, is well equipped, very adequate, and is not used to its full potential. The building could easily accommodate more students.¹⁸

These three districts combined employ 161 teachers. West Monona has the largest staff as it employs 70 teachers, Westwood employs 67 teachers, and Whiting, 24 teachers. This includes the entire systems, kindergarten through grade twelve, as well as special education.

The number of units offered by each high school (grades 9 through 12) district varies some from year to year. Westwood offers from 48 to 50 units each year, West Monona 43 to 45, and Whiting 34 to 38.

¹⁷Opinion expressed by D. C. Hoffman, personal interview, July 8, 1971.

¹⁸Opinion expressed by Earl Coulson, personal interview, June 16, 1971.

CHAPTER V

SUMMARY AND CONCLUSIONS

After investigations recorded in previous chapters, the Whiting Community School District has several alternatives: one, the district could combine with Westwood, the district to the north; two, the district could combine with West Monona, the district to the south; three, it could remain as is; and fourth, wait for mandatory reorganization plans from the State Legislature or the State Department of Public Instruction. Future reorganization may require Whiting to join a Monona County system, which would automatically combine Whiting with West Monona, or become part of an Area school plan, which has one administrative center, and includes about twelve western Iowa counties.

It is rather doubtful that forced or required reorganization will come from a State level in the near future. Pressure groups against mandatory reorganization are making their feelings known on both local and State levels. Much of this repercussion is due to some of the dissatisfactions resulting from the reorganization of the sixties. Another factor to consider is the political implications involving rural legislators.

Assuming that the Whiting district would combine with the Westwood district; student numbers would reach the combined total of 1,365 in 1972, five years later, 1977, 1,087. This would be a decrease of 278 or 20.36%. This figure may be somewhat erroneous as it does not consider any immigration due to Westwood's location near Sioux City and the Interstate highway. The Westwood district is located between the Whiting

district and the city of Sioux City. It is only fair to assume that the population of the Westwood district will remain more stable than the projected enrollment. This assumption based on the fact that industry is building a plant, at present, in Salix, which is in the Westwood district and only ten miles from Sioux City. Surely, a certain number of these employees will move their families into the district because of convenience and also because of the present trend toward country living.

Financially, the two districts, based on 1970, would have a total assessed valuation of \$19,697,481. The assessed valuation per child would be \$14,430, and the district would include a total of 329.7 square miles. Westwood has a high per-pupil cost, \$954.03, compared to \$843.04 at Whiting. Westwood has a millage of 54.516 compared to Whiting's millage of 36.888, an increase of 17.628 mills.

The facilities of the Westwood district are inadequate, especially at the high school level. Combining the two districts would not alleviate this situation to any foreseeable degree. The Whiting plant could be utilized as a junior high complex, grades seven, eight, and nine. This would eliminate one grade at the Sloan plant. Again, much transportation would be involved as Whiting, with the most adequate plant, would be located in the southern most part of the district, which would be rather inconvenient for either a high school or junior high. The only feasible solution would be a passed bond issue within the two districts. Westwood has had a bond issue defeated quite emphatically very recently, and at present there is nothing to indicate that this attitude will change.

A union with Westwood would mean for Whiting; poorer facilities, more transportation, higher taxes, less assessed valuation per student,

a higher per-pupil cost with no measurable increase in quality education. The high school would be larger in numbers, more units would be available, but no adequate facilities or services are available to create an environment which is conducive to a good solid educational program. It is recommended that the Whiting district does not combine with the Westwood district at this present time.

A merger involving Whiting and the West Monona district has more desirable features. A combination of these two districts would result in an assessed valuation, based on 1970, of \$22,135,471. The assessed valuation per child would total \$14,271, and an overall district size of 287.6 square miles. The cost per-pupil would be less. At present West Monona's expenditures per-pupil are \$729.03, Whiting's cost per-pupil is \$843.04, an increase of \$114.01. The millage level of the two districts is almost identical; West Monona 36.024, compared to 36.888 in the Whiting district.

Student numbers would reach a combined total of 1,551 in 1972 and a projected enrollment of 1,272 in 1977. This is a loss of 279 in five years or 17.48%. In this case this figure may also be somewhat erroneous due to the immigration of people employed in Sioux City.

The facilities at West Monona would lend toward a better combination. The junior high, grades seven and eight, or grades seven, eight, and nine could be located at Whiting. The upper elementary in the West Monona main building could be transferred to Blencoe and the present building could accommodate the merged high school of both districts. West Monona had a bond issue narrowly defeated recently and a combination of Whiting and West Monona would create a more positive feeling, especially

in the West Monona district. West Monona has already bought the site for the new high school complex and a private individual has indicated, very strongly, building and donating a new \$250,000 auditorium on this site for school use in the near future. This new facility plus the merger predictably would pass a bond issue.

A union with West Monona would mean, for Whiting, less assessed valuation per child, taxes would remain stable, and per-pupil cost would probably decrease. Combined facilities are not as adequate as Whiting has at present. It is recommended that Whiting be somewhat deliberate before combining with West Monona. Transportation would be a problem because, in this instance, Whiting would be in the extreme north part of the district. At present not enough could be gained by a merger. If reorganization is inevitable, Whiting should then combine with the district to the south, West Monona.

The Whiting district, without taking any action, can remain as they are. At present there is no movement toward any reorganization. As was stated earlier, the main problem of concern, to the administration, is student numbers. The size of a high school has relevance, for example; even though units on the high school level are offered, there will be instances when these classes will be very small and even classes with no students will exist. Whiting, at present, although meeting standards, can only offer minimal programs. Our society will demand more educational opportunities both on local and State levels. Also, as student numbers decrease per-pupil costs will rise because many school expenditures are fixed and the cost is the same regardless of the number of students. The State Legislature strongly indicates that future State Aid will be based

on per-pupil cost. This would result in the district taxpayer making up the difference.

Due to size extra-curricular activities, on the high school level, will find difficulty in competing successfully. This will cause certain pressure groups to demand some action.

Disgruntlements, from several areas, will arise and the Board of Education will inevitably have to investigate factors as to a plan of action.

Although there is no feasible method or means to research growth accurately, a foreseeable student increase could result in the district. Whiting is the fourth small community south of Sioux City on the Interstate Highway No. 29. One of these communities has already been engulfed by Sioux City. Since the completion of the entire highway from Omaha, Nebraska, to Sioux City, Iowa, to Sioux Falls, South Dakota, many service business establishments have originated along the main thoroughfare. People are beginning to search for homes in these smaller communities and as an optimist may quote "one day the entire Missouri River Valley, from Omaha to Sioux City, will be a strip of residential areas, business establishments, and industry". One cannot predict how long this influx will take, but assuredly one must feel that the community of Whiting will grow. The rate of growth will vary on possible housing projects, possible industry, and, of course, the national economic situation, plus the rate of the population boom. As a small school, the future is certainly brighter than a large majority of small communities located in areas where there is no growth in sight.

At present there is no conceivable advantage in the Whiting district merging with any of the adjacent districts. The secondary organizational structure is the main area of concern at present, and a merger would not solve this situation. These factors which have been investigated will aid any future organizational pattern which will best fit the needs of the entire community. The Whiting district, therefore, has two choices: one, become well informed and make their intentions known when future reorganization becomes a reality; two, encourage industry, contractors, and investors to utilize the Whiting community for their projects and consequently this will raise the district population.

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