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COMMUNITY UTILIZATION OF SCHOOL PLANTS

IN WEBER COUNTY SCHOOL DISTRICT

FROM 1955 TO 1957

by

R. Glen Miller

A thesis submitted in partial fulfillment
of the requirements for the degree

of

MASTER OF SCIENCE

in

Educational Administration

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1958

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R. Glen Miller.

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INTRODUCTION

Present day trends indicate a definite movement toward building school plants more adequately and more adaptable for community use and for wider community utilization.

It is the belief of many educators that the school should be designed to provide the facilities required for housing the school and its many community programs. It is not primarily a monument to the architect and the school authorities. Schools should be a learning laboratory for all members of the community. Weber County school administrators have consistently supported building utilization point of view as expressed by Pittenger:

A new impetus has been given to the wider use of school plants by the rise of the community school concept. There is now a tendency to return to the time when, in most communities, the schoolhouse was the best known and most appreciated building in the community; but in the new day, it will be a multiple-service type of school-community plant that will service both the school's and community's activities. The signs are that it will someday be as accurate to speak of the school's use of community facilities as it is now to emphasize the community's use of the school plant.

(6, pp. 374-5)

The school's facilities should be available at all times for the community's social, cultural, and recreational life.....open every night, 12 months of the year; the school should be a gathering place for youth outside of school hours. It is the place where parents meet to discuss the problems and needs of the community. Here the community discovers and vitalizes itself. (11, p. 63)

School buildings and facilities are very expensive units of capital outlay. In any school district, the expenses incurred in a building program present a very heavy burden for the taxpayer. This holds true in Weber County.

This year we are spending about 30 per cent as much for the construction of buildings as we are spending to operate the schools. In 1947-1948, approximately 11 cents of each school dollar were devoted to building and equipping schools. By 1956-1957, about 29 cents of each school dollar were going into buildings. (10, p. 11)

On September 24, 1957, a school bond election was held which allowed the Weber County School Board to incur an indebtedness of \$2,500,000 for the construction of new school plants within the county. This bond issue was in addition to \$400,000 which is annually available through taxation for Capital outlay.

Prior to the present building program, the school buildings in Weber County school district had an assessed evaluation of more than \$6,000,000.

The daily use of buildings would be a limited one in that the regular school day calls for a use of only five or six hours unless there is an adult or community schedule associated with the building. Regardless of the amount of use, a building continues to grow obsolescent and continues to deteriorate. Civic and community leaders as well as educators may be charged with obtaining the maximum social and educational utilization of the school plant.

It is common knowledge that schoolhouses throughout the nation are, in the main, being utilized to some degree other than general school attendance; however, in the light of studies made, it is reasonable to assume that although many school districts get maximum usage from their buildings, other school districts fail almost completely in providing facilities for community utilization.

Statement of the Problem

This survey was made in the Weber County school district for the following reasons:

1. To find the number of times a building was used by groups

other than for school use.

2. To determine the degree of conformity with the laws involved with such utilization.
3. To determine the policies, both past and present, set up for use of the school plant by community organizations as well as by individuals.
4. To find the users attitudes regarding this problem.
5. To discover, if possible, why some communities utilize these school buildings more than other communities in the district.
6. To ascertain what limitations or encouragement, if any, that should be made on community utilization of school plants.
7. To determine assignment of responsibility for supervising usage of the school plant.
8. To assess causes of vandalism or wanton destruction of school plant when used for community purposes.

Delimitations of the Problem

This study of community utilization of the school plant covered the period of September, 1955, to May, 1957.

A questionnaire concerning attitudes was sent to selected community leaders and also to all principals in the Weber County school district to obtain a sample of opinions.

The study was restricted to data from 18 schools, all located within the boundaries of the Weber County school district.

Definition of Terms

Throughout this study the phrase "school plant" refers to any part of the school building or grounds including class rooms, auditoriums, gymnasiums, cafeterias, multi-purpose rooms and play fields. The term "community utilization" refers to any usage made of the school plant by

any individual or group of individuals for other than regular school purposes.

Sources of Data

The principal sources of data include reports and records from each school principal in the district, minutes of the board of education and office records, personal interviews with the superintendent, principals, custodians, board members, and community leaders, from books, periodicals, publications and observations.

REVIEW OF LITERATURE

General Trend Throughout the Nation

There have been many differences of opinions among educators as well as laymen regarding the use of school buildings.

Prior to and during the latter part of the nineteenth century, the tendency was to utilize the buildings for school only. In 1910, C. A. Perry observed the common practice of school utilization as follows:

The children who went to school back in the 80's skipped out of the schoolhouse door at half-past three and scampered down the street shouting with glee. Instruction was finished for the day and the building turned over to the janitor for sweeping. After he finished his work, he locked the doors and the schoolhouse was not used by anybody during the rest of the twenty-four hours. On Friday afternoon the premises were closed until the following Monday morning. On Saturday and Sunday the grounds were shunned as forbidden territory and during the long summer months no one entered them except possibly workmen to make repairs. During 180 days out of the year the whole school property was used a scant seven hours daily - less than one-half of the total usable period. The rest of the time it was absolutely idle. It was not only of no service; it was deteriorating. (5,p. 3)

There were probably many reasons why the school buildings were not used more during those early days. One reason was the lack of proper facilities such as lights, heat and lavatory facilities. Another reason may have been the attitude of the people. Many believed that the schools were for children and a good place for adults to stay away from. They were satisfied with their lot and had no desire for improvement. Many of these adults may have associated the building with some past unpleasant experiences and so were hesitant about returning to the school house.

A possible third reason may have been the poor arrangement of

the building and the unappealing appearance of not only the building but also the grounds.

Whittier gives this impression in his immortal poem "In School Days":

Still sits the schoolhouse by the road,
A ragged begger sunning;
Around still the sumachs grow,
And blackberry vines are running.

As the years went by the attitude of the people began to change and also the architecture. Buildings became a little more adaptable to the needs of the community. Community life, together with its recreation, adult educational needs, and religious needs actually began to revolve around a central building such as the school.

People not heretofore reached by the school's services directly found the school building a comfortable and convenient meeting place of groups for business, amusement, and recreation.

A definite change in attitude was noted in the early 30's by Eugene T. Leis:

The number of educators who favor letting down the bars of the schools with all their facilities in favor of use by the community for wholesome leisure time needs is apparently increasing. It can be added that the number of citizens who approve of that course is also increasing. The school plant is there with its gymnasium, grounds, shop, swimming pool, auditorium and classrooms. The people have paid for these things. The conditions in American life are almost such as to make imperative the use thereof. (14, p. 213)

The needs of a community are often the chief bases in the planning of a particular type of building. If the school plant is adaptable to a certain area, it will undoubtedly be utilized to a much greater extent. In 1949, Dr. Roald F. Campbell made the following observation:

A primary step in planning a school building is to

collect and interpret facts that will enable the school to serve the community better. Basic studies of the community provide a basis for re-evaluating the educational program and, if necessary, re-directing it toward a kind of education suited to the needs of the people served by the school. (1, p. 61)

There are probably many items which determine the "narrow" or "wider" use of school facilities by the community. The first is the attitude of the school board and the superintendent. If a liberal utilization is urged, the community is more apt to participate.

The second item is the expense involved. Many people are afraid of any increase in taxation which may be brought on by these activities.

Another reason could be the attitude of the public. Many people are not sold on the fact that recreation can be constructive. They are of the opinion that school is a place where children and not adults go.

Another reason for a limited use of the school plant is that other agencies may be doing the job. Commercial recreation such as picture shows, night clubs, bowling alleys, and others may be attended instead.

To many people, however, a much different attitude is prevalent. In January, 1958, Leo E. Buehring is quoted as follows:

People who have learned to live together in a neighborhood can live together harmoniously as a nation and as a world. Since schools are paid for by the community, they should be used by all members of the community. Large investments of the taxpayer's money should not stand idle from four o'clock each weekday, over week-ends and during the summer. It is good business as well as good public service to bring the community to the school.

(8, p. 35)

The following observations are made by John J. Metz:

Non-partisan groups, such as the League of Women Voters, Parent-Teacher Associations, civic organizations, community players, etc., besides adult education classes, make greater use of our educational facilities than ever. Taxpayers reap a greater benefit because more foresight, based on accurate and expert population forecasts, enters into school planning, and over-all planning includes

provisions for future additions and school extensions. While costs of buildings continue to rise, school planners and architects give the taxpayer greater values and more attractive school buildings. (15, p. 292)

Successes Accomplished Through Community Utilization of the School Plant

If we believe that one of our major purposes is to help people live together effectively, so that they may obtain the "good life" there must be a rejection of the "go-it-alone" policy and effective development of joint planning and mutual, close cooperation with others. This is in line with a parallel belief that activity of the home, the church, the school, and the other agencies of the community, as well as recreational should be mobilized in a united interrelated approach, in which the total resources are brought to bear for the constructive development of people. (16, p. 345)

Life and living conditions of society have changed over the past decades. The blacksmith or carpenter of a few years ago could supplement his income by the use of garden produce, milk and meat which he could produce on his own acres. The demand for outside training and the need for furthering his education were not so great.

Also, during the past few years, the war deprived many young men and women the opportunity of receiving an education which would help them find better employment.

As a result, today we find our college evening classes filled to capacity with young men and women who are seeking to better qualify themselves through specialized training. This need in itself presents a significant reason why our communities could better utilize our school buildings and greater success could subsequently be obtained.

Mitchell Soso is quoted as follows:

Community use of school facilities is latent with possibilities for developing better public relations between the schools and the community at large. The school facility can range from a classroom to a football stadium; or it may be an auditorium, a kindergarten room, the home economics laboratory or the farm mechanics shop. (18, p. 22)

C. S. March makes the following quotation:

Adult education is not merely an apology for lost or neglected educational opportunity. It is a call to continued development through study. It may be the effort to create or to appreciate art, to study science, literature, social problems, or political institutions, to improve at a trade, or to secure citizenship. It is the illiterate's effort to read or the graduate's intensive research. It is professional, vocational, cultural, technical or recreational. (3, p. 1)

C. A. Perry in his book "Wider Use of the School Plant"

describes the following correctives available for social ills through wider use of the school plants.

- I. Unemployment
 - A. Trade instruction and drill in evening schools.
 - B. Manual training in vocational schools.
 - C. Vocational and employment bureaus in social centers. (schools)
- II. Graft Government
 - A. Public lectures.
 - B. Acquaintance with officials acquired.
 - C. Special training to immigrants.
 - D. Continuation education through evening schools.
- III. Diseases
 - A. Hygienic facts in public lectures.
 - B. Hygienic training.
 - C. Hygienic care in playground day nurseries.
- IV. Delinquency
 - A. Organized athletics, games, folk dancing and free play after school and during vacations in yards, gymnasiums, etc.
- V. Educational Problems
 - A. Manual training and domestic science classes in vocations and evening schools for both adults and young people. (5, p. 381)

A very successful experiment has been carried on in the Kellom Elementary School at Omaha, Nebraska during the past two years. The school building has been serving as a community center as well as school. It was a joint undertaking by the school district and the city of Omaha. This is expressed in "Nation's Schools", August 1955.

Just as the school district and city worked together in building the center, they are now cooperating in

carrying on its activities. The board of education assumes full responsibility for maintaining the school buildings. The Parks and Recreation Commission maintain the swimming pool, and, in summer, the playground. It staffs the pool, summer playground activities, and the year-round recreational activities. The board of education provides all the craft equipment for the recreation centers. (12, pp. 46-47)

Laws Pertaining to the Use of the School Plant

It is being recognized more and more that school buildings are in fact and should be considered community centers and used by the community. The objections urged to permitting such use are several. Among them are that no express authority for such use is usually given and that the authority is not implied; that moneys raised by taxation for school purposes cannot be used for another purpose; and that a tax cannot be levied for a private purpose. The overwhelming majority of cases permit some additional use to be made of school buildings.
(2, pp. 225-6)

Each state is given the authority to make laws and conduct its schools in a manner which it sees fitting and proper. The laws in all states are somewhat similar and yet none of them are exactly alike. Legal opinions and decisions are often needed to help clarify problems and settle disputes. Hamilton and Mort state:

Whereas in former years the educational process was confined strictly to instructions of a pedagogic nature, recent developments in educational theories have been toward the liberal which recognize the propriety of extracurricular activities, both as to pupils attending the schools, and the citizens of the community. (2, p. 226)

A case arose in Wyoming in 1931 in which the court went to extreme lengths to find authority for wide use of the school building.

The court held that a statute which conferred upon the electors of the district power to "direct the sale or other disposition to be made of any schoolhouse", and the proceeds arising therefrom, which power might be delegated to the board, was sufficient to enable the board to let the school building for dances, social entertainments,
(2, p. 226)

An interesting feature of this case was that the law was clearly designed to cover the sale of the school building. It was picked up and extended to cover the authority questioned in the case because it was the law which came nearest to doing this. For years the building had been used for public gatherings by common consent and no one had questioned it until this case came up in court. This is referred to as a legal "tool" and the court made it work to make the school building available to the community.

The shifting of the attitude of the courts toward making these school plants available is illustrated by two court cases in Utah.

The following cases are explained by Hamilton and Mort:

In a relatively early case, (1903), an injunction was granted against the use of the school building for dances. The decision was based upon the technical ground that public money was being used for private purposes. The real reason, however, is perhaps that stated in the opening paragraph of the opinion in which the court said dancing was a "use which is in no way connected with the school, and which would not promote or advance its interests, but, on the contrary, the effect, if any, would necessarily be inimical and detrimental to the schools".

Twenty-nine years later, the same court, in a case involving facts almost identical to those in the case just discussed, denied an injunction against a board to restrain it from letting the school building for dances, motion picture shows, and other entertainments and activities. As times change so does the attitude of the courts. The only restriction in the great majority of states appears to be that non-school use must not interfere with normal school activities nor damage the property. (2, p. 227)

A few decades ago, school authorities, especially in cities, as a rule were not liberal toward the use of school plant facilities for non-school use. In this attitude they were generally sustained by the courts, which, in the absence of definite permissive legislation, generally held all non-school use of such property to be illegal....Today among the states, the situation varies. Religious meetings, social dancing and similar non-school affairs are permitted in some states and still denied in others. (6, pp. 374-5)

In the state of Utah there are laws pertaining to the use of school buildings by persons other than the regular school personnel and at times other than the regular school hours. Two of these laws are briefly outlined as follows in School Laws, State of Utah, 1957:

Whenever in its judgment a board of education deems it inadvisable to permit the use of such school property for the purpose requested it may refuse school purposes. 53-21-4 (20, p. 50)

All boards of education may permit public schoolhouses, when not occupied for school purposes and when the use thereof will not interfere in any way with school purposes, to be used for any other purpose that will not interfere with the seating or other furniture or property, and shall make such charges for the use of the same as they may decide to be just; provided, that the district shall be at no expense for fuel or service of any kind for any such use or privilege and that public schoolhouses shall not be used for commercial purposes. 53-21-5 (20, p. 50)

According to the above statutes, the school buildings, it seems, may be rented for most activities so long as these activities do not interfere in any way with school or any school functions. They may not interfere, also, in any way with the seating or other furniture arrangement. The law specifically states that the district shall be at no extra expense as a result of these rentals.

The following opinions were rendered by the state Attorney General in the years following the above given laws:

Public school buildings may not be used for giving religious instructions, and district school boards are without power to rent school buildings or any portion thereof for such purposes. 53-21-1
53-21-5 July 13, 1937

School districts may enter into a contract with churches and other authorities to permit athletic and recreational programs at times when the gymnasiums are not in use for school activities. 53-11-1 Nov. 7, 1938

Public school buildings may not be used for

religious instruction or religious worship.
June 12, 1950 (20, p. 150)

According to the above stated opinions by the Attorney General of the state, it is absolutely unlawful and in direct violation of the laws of the state for school buildings to be rented to religious organizations for religious worship or religious instructions to be given.

POLICY OF THE WEBER COUNTY SCHOOL BOARD

Policy of the Past Years

One of the practices of the Mormon settlers who came to Utah in the early days was to build a community building just as soon as they possibly could. They were great believers in community life. One of the first buildings which went into existence in the community was a combination house which could be used for school during the week and for religious observance on Sunday.

One of the distinct characteristics of the Mormon method of colonization was their village life. This usually centered about a public building (public because of the fact that all had helped to construct it) that was used for manifold purposes. (4, p. 11)

The villagers had no more money for tuition than for taxes, and early teachers were more accustomed to trundle wages home in barrows than to carry them home in pockets. Nevertheless, a schoolhouse was usually among the first considerations of new communities, and the legislature passed compulsory attendance laws as early as 1852. (7, p. 136)

The first school buildings in Weber County were erected in 1850. In regards to the early history of the schools in Weber County, the following information is pertinent:

One of the first acts of the County Court of Weber County was to divide the county into school districts on July 7, 1852. This was in accordance with the school law passed by the Territorial Legislature in February 1852. The county at that time was divided into ten school districts. After creating these school districts, the County Court selected three persons to form a board of inspection. The board was to inspect all persons seeking positions as teachers in any of the said school districts.

Lorin Farr, David Moore, and B. F. Cummings were selected as the first members of the board. As the population increased in Weber County, the boundaries of **the ten original school districts** were changed and new districts were organized. This happened so many times

that the exact location of the districts became confused and it was finally necessary for the County Court to re-determine their exact boundary lines. The County was then reorganized into the following school districts:

Ogden	Bingham Fort
Huntsville	Mound Fort
Eden	Wilson
Liberty	West Weber
Randall	Hopper City
North Ogden	Kanesville
Harrisville	Summit
Plain City	Riverdale
Pleasant View	Uintah
	Salt Creek (9, pp. 6-11)

The school and the community were very much dependent upon each other in the early days and the policy in regards to school building utilization by the community was generally very liberal. The schools were controlled largely by the bishop and the community leaders.

Each community developed its own policy - one that would best serve the needs and desires of the people within that particular locality.

Two practices were common in Weber County at that particular time in regards to the community utilization of buildings. The first was that the community would erect one building to serve all the needs of the community.

It was the common practice of the Utah Pioneers in the various communities to erect cooperatively a public building in which church activities, church services, school socials and civic meetings could be held. Usually this project was completed before all the people had built shelters for themselves and completed the planting of their crops. Thus in Mormon fashion, the citizens of North Ogden had already (Summer of 1852) built themselves a log house to be used for all public purposes. (9, p. 27)

The second practice used in some communities was to build two buildings. One would be used for the school house and one for the meeting house. The meeting house would be used for many things such as sports and socials; and, likewise, the school house was used for

school and church meetings.

On July 3rd, 1905, the Weber County School District was created by a resolution of the Board of County Commissioners at a regular meeting. (19, p. 11)

On August 19th, 1905, Mr. J. B. Carver, Vice-President of the Board of Education, introduced the following resolution:

Whereas there has been and is not in Weber County certain school buildings used for church purposes and said buildings are during this time entered by all classes of people and said buildings are subjected to use that is sometimes detrimental to them. Therefore, be it resolved that all Bishops who are using school buildings for church purposes be required to sign a contract with the Board of Education for their use, by such agreement binding themselves to be responsible for all damage done to said buildings during their use by them. (19, p. 11)

On February 10, 1907, the committee on buildings and grounds brought in a recommendation to the effect that "school buildings might be rented for purposes when it was not necessary to remove the furniture and when, in the judgment of the members of the board in the various representative precincts, the circumstances would justify, the amount of charge to be fixed by them." This recommendation was approved and it was so ordered. (19, p. 44)

This general pattern was followed pretty much throughout the Weber County School District up to the year 1933. School plants had been available but the use had been very limited due to the lack of facilities. Gymnasiums and auditoriums were almost unheard of.

During the year 1933, Mr. Keith Wahlquist became Superintendent of the Weber County Schools. Prior to becoming Superintendent, Mr. Wahlquist was principal of the Weber County High School. He was familiar with the entire county and aware of the community needs.

Superintendent Wahlquist advanced the educational theory that the school should be the center of community life; that it was the duty of the school to be the guiding influence in the recreational leadership of the community and its people; and that the school should be responsible for coordinating the activities of the school and the community into an interwoven unit for the good

of all. With this idea in mind, he was able to engage in an extensive building program starting in 1936.
(9, pp. 161-2)

Superintendent Wahlquist, on September 21, 1933, presented to the Weber County Board of Education a proposal that they borrow approximately \$175,000, from the Reconstruction Finance Corporation in accordance with the terms offered by the Federal Government and erect a new school at North Ogden; two rooms and a gymnasium at Burch Creek; and erect new gymnasiums at Huntsville, Plain City, West Weber, Hooper, Riverdale, and Wilson. Action on the matter was deferred until the next meeting of the Board. (19)

A great deal of opposition was brought to bear on this plan and the Superintendent and Board of Education were subjected to much criticism by conservative individuals who failed to see the value of establishing social centers. This plan came at a time of the depression when money was scarce and many people were afraid of any possible increase in taxes.

Superintendent Wahlquist encouraged the Board of Education to take advantage of the Federal aid available, both the money from the Reconstruction Finance Corporation and the labor by the Public Works Administration and works Progress Administration. The construction actually began in 1936.

Policy of the Weber County School District at the Present Time

The rules and regulations governing the use of school buildings and facilities in Weber County as made by school boards and superintendents in the past have changed but very little for many years.

These rules and regulations as they are now and as they have been since 1948 are as follows:

1. No gymnasium of the district shall be rented to any organization outside the boundaries of Weber County School District.
2. No gymnasium to be rented on Saturday except with special permission of the Board of Education.

3. Friday nights are reserved for school functions.
4. The following rental rates for all Junior High School gymnasiums have been set up:
 - BASKETBALL:
Practice \$1.50 per hour. Limit of 1½ hours.
Scheduled games \$4.00 per hour. (When any two teams meet)
 - DANCES: \$10.00
 - WEDDINGS: \$15.00
 - SHOWS: \$10.00 (Includes two rehearsals)
5. Uintah school hall: \$3.00 for dances or parties.
6. The rental rates for the use of Weber High School and South Junior High School gymnasiums are as follows:
 - BASKETBALL: \$25.00 per night
 - DANCES AND PARTIES: \$20.00
 - AUDITORIUM: \$25.00
7. Scouts and Explorers:
Each school gymnasium may be used one night per month free for scout troops, and one night per month free for explorer troops.
The time shall not exceed 1½ hours each night.
There more than one ward is located in the district served by the school, the ward officials must decide on a program for the use of the gymnasium on those nights.
8. The custodian and some adult representing the group using the gymnasium are responsible for the building.
9. Any misconduct on the part of any individual of a group will be justification for closing the gymnasium for future use to the group. This misconduct includes smoking or drinking in the building or defacing property.
10. If proof of stealing is made on any member of a group using the gymnasium, the group will be refused use of the school facilities.
11. The person responsible for the conduct of the group using the gymnasium shall be responsible for excluding all who do not belong there. Also, he shall exclude any one so requested by the custodian.
12. Serving refreshments within the gymnasium is not permitted. Arrangements may be made with the custodian to serve refreshments some other place in the building.

13. Arrangements for the use of the gymnasium must be made 48 hours in advance with the Principal of the school.
14. All payments shall be made in advance to the Principal of the school. (21)

On March 4, 1958, Superintendent T. H. Bell of the Weber County School District issued a list of rules governing the use of school buildings for county recreation purposes:

1. A responsible supervisor must be on duty to organize and supervise activities.
2. No participant will be allowed in the building until and unless the acknowledged supervisor is present.
3. Only students of the designated area, age or grade level may be admitted to the building.
4. Areas within the building other than the physical education areas will be off-limits to participants. (That means stay out of the halls and rooms).
5. Participants will come at their appointed time and leave when their activity is finished.
6. The supervisor will designate any tidying-up that is necessary. (above and beyond the usual janitorial services).
7. Entrance door to the building will be designated by the supervisor.
8. Respect for property must be given if the program is to continue. Cooperation with Supervisor and custodian is of great importance. Pounding on doors and other mischief around the school will be sufficient reason to cancel the program in that school.

FINDINGS

Utilization Data of the School Plants in the Weber County School District

Extent of usage. The data in Table 1 indicate that the Club Heights School was used more extensively during the 1955-1956 and 1956-1957 school years than any other school in the district. The Club Heights School was used by 16 different organizations 340 times for a total of 630 hours. Four hundred and five of these hours were used by the Latter-day Saints Church for religious meetings. The people who live in this school area do not have a meeting house in which they can hold their activities and religious meetings. The school is the only building adaptable for this use within this area. They have, therefore, utilized the school building for this purpose.

The Hooper school was utilized the least number of times. Because of the fact that there is located in Hooper a modern church as well as a recreation hall, it isn't necessary for the people to utilize the school to a great extent.

The Valley school in Huntsville, Utah, was used for more different kinds of activities than any other school in the district.

The Valley School not only serves the people in Huntsville, but also those which live in Eden, Liberty and Ogden Canyon. It is the only gymnasium in this area and therefore used often by one or the other of these groups. These areas are separated from the rest of the Weber County school district by a range of mountains. The canyon through which people travel to enter this valley is about twelve miles in length. This remoteness also adds to the use placed upon the school and its facilities. No other gymnasium is available, even though each ward has

a meeting house.

We will find in the following tables that this Valley School is utilized extensively.

Table 1. Community use of Weber County school buildings
1955-1957

SCHOOL	Number of organization using building	Number of times used	Number of hours used
Weber High School	5	18	40½
Wahlquist Jr. High	12	98	212
South Jr. High	7	40	155
Roy Jr. High	9	60	115
Burch Creek	7	136	293½
North Ogden	11	99	249
Roy Elementary	4	41	110
Municipal	3	113	365
Hooper	3	32	53½
Plain City	8	64	149½
Wilson	4	29	85
West Weber	14	135	270
Riverdale	11	253	544
Lakeview	10	204	348
Parkview	4	15	62
Washington Terrace	14	296	516½
Club Heights	16	340	630
Valley	17	169	383½
TOTAL	159	2,142	4,582

Table 2. Utilization of Weber County school buildings
by M.I.A. programs (Classwork only)
1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED
Roy Jr. High	5	7
Washington Terrace	90	145
Club Heights	90	135
Valley	4	6
TOTAL	189	293
Highest Use	90	145
Lowest Use	4	6
Median	47	75

Table 3. Utilization of Weber County school buildings
By L.D.S. Sunday School - 1955-1957

SCHOOL	Number of Times used	Total Hours Used
Weber High School	1	3
Roy Jr. High	5	7
Lakeview	90	135
Washington Terrace	89	131
Club Heights	90	135
TOTAL	275	411
Highest Use	90	135
Lowest Use	1	3
Median	89	131

L.D.S. Mutual Improvement Association. Table 2 shows the activities conducted by the Latter-day Saint Mutual Improvement Associations. This organization is an auxiliary of the Latter-day Saint Church enrolling young men and women 12 years of age and older.

The highest use was at the Washington Terrace School and the lowest at the Valley School. The Washington Terrace area has several wards included in its boundaries and only one meeting house which serves also as a stake house. This crowded condition is a contributing factor to a greater utilization of the school in that area.

L.D.S. Sunday Schools. The data in Table 3 indicate that the Latter-day Saint Sunday Schools made extensive use of a few plants in Weber County. A total of five buildings were in use for this activity.

The Lakeview and Club Heights Schools were utilized more extensively than any other schools in the district. Each are located in an area which is relatively new and as yet neither area has a meeting house for its religious activities. It is therefore imperative that these people utilize the school which is the only other building in the immediate vicinity adaptable for such purposes.

L.D.S. Explorers. This organization is a branch of the Mutual Improvement Association enrolling young men 14 and 15 years of age.

Table 4 contains data which indicate the explorers of the L.D.S. church utilized the West Weber School to a greater extent than any other school building.

The area served by the West Weber School has access to a meeting house to hold their religious meetings but has no gymnasium. All activities which requires the use of a gymnasium must be held at the school.

Table 4. Utilization of Weber County school buildings
by the L.D.S. Explorers - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Burch Creek	27	45½	Basketball
Plain City	4	6½	Basketball
West Weber	51	76½	Basketball
Riverdale	48	72	Basketball
Valley	49	74	Basketball
TOTAL	179	274½	
Highest Use	51	76½	
Lowest Use	4	6½	
Median	48	72	

Table 5. Utilization of Weber County school buildings
by the L.D.S. M-Men - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Wahlquist Jr. High	56	84	Basketball
Burch Creek	65	126	Basketball
North Ogden	40	80	Basketball
Hooper	18	27	Basketball
Plain City	23	32	Basketball
West Weber	40	60	Basketball
Riverdale	136	289	Basketball
Valley	67	113	Basketball
TOTAL	445	811	
Highest Use	136	289	
Lowest Use	18	27	
Median	48	82	

L.D.S. M-Men. The M-Men of the L.D.S. Church utilized the buildings in the Weber County School District more than any other organization within the L.D.S. Church and more than any other group with the exception of the P.T.A.

This organization is a branch of the M.I.A. enrolling young men over 16 years of age.

The highest use was at the Riverdale School with 135 times. The Riverdale area is another area in Weber County which has only a meeting house. Any activity which calls for a gymnasium must be held in the school building.

L.D.S. stake use. The buildings in the Weber County School District were used to quite a great extent by the L.D.S. Stakes in this area. A stake is a unit of the Latter-day Saint Church comprised of several wards.

According to table 6 the highest use was at South Ogden Jr. High School. This school is located in the heart of the South Ogden Stake which has a stake meeting house but no gymnasium. Dances, volleyball, basketball and banquets are held in this building.

Table 6. Utilization of Weber County school buildings by L.D.S. Stakes - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Weber High School	1	2	Banquet
Wahlquist Jr. High	17	64	Volley ball
South Jr. High	15	90	Volley ball
Burch Creek	16	39	Basketball
Wilson	13	39	Basketball
West Weber	10	30	Basketball
Riverdale	25	41	Basketball
Valley	10	35½	Basketball
TOTAL	107	340½	
Highest Use	15	90	
Lowest Use	1	2	
Median	14	39	

All other L.D.S. meetings. According to data in Table 7, the schools in the Weber County District were used for several miscellaneous activities of the L.D.S. Church which are not specifically included in a table. They include such meetings as Relief Society, Priesthood and Sacrament meetings.

Table 7. Utilization of Weber County school buildings for all other L.D.S. activities - 1955- 1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Roy Jr. High	15	21	
Lakeview	90	135	
Washington Terrace	90	135	
Club Heights	90	135	
TOTAL	285	426	
Highest Use	90	135	
Lowest Use	15	21	
Median	90	135	

Adult education. The data in Table 8 indicate that the buildings in the district were utilized to a great extent for adult education activities.

The highest use was by the Roy Jr. High School with 30 times, 60 hours. The lowest use was at Weber County High School. The reason for this low use at Weber High was due to the fact that it is not the center of any community but rather serves them all. The Elementary and Jr. High Schools were so situated that they would be utilized rather than the high school. Also, the Weber County High is removed from the

County to some extent by being situated within the boundaries of Ogden City.

Table 8. Utilization of Weber County school buildings for Adult Education - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED
Weber High School	6	12
South Jr. High	12	24
Roy Jr. High	30	60
Burch Creek	12	24
North Ogden	15	30
Roy Elementary	12	24
Plain City	14	35
Lakeview	7	14
Parkview	6	12
Club Heights	14	28
Valley	6	12
TOTAL	134	275
Highest Use	30	60
Lowest Use	6	12
Median	12	24

P.T.A. meetings. Table 9 gives information which indicate that the buildings in the Weber County School District were used more by the Parent-Teacher organizations than any other group so far as the number of buildings were concerned. All the buildings were utilized by this organization. It might be pointed out that these P.T.A. activities are conducted without any rental fees attached.

Table 9. Utilization of Weber County school buildings
for P.T.A. meetings - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED
Weber High School	1	18
Wahlquist Jr. High	10	21
South Jr. High	8	21
Roy Jr. High	10	20
Burch Creek	9	18
North Ogden	12	21
Roy Elementary	12	34
Municipal	9	17
Hooper	8	15
Plain City	13	31
Wilson	9	18
West Weber	10	17½
Riverdale	7	18
Lakeview	8	19½
Parkview	5	10
Washington Terrace	9	17½
Club Heights	10	20
Valley	9	21
	TOTAL	166
		357½
Highest Use	12	34
Lowest Use	5	10
Median	9	19

Elections. The data in Table 10 indicate that the school buildings in Weber County were utilized to some extent for elections. Both Primary and General elections were held. The highest use was made by the Plain City School in Plain City, Utah. The lowest use was by Municipal School which is located in Roy, Utah.

Table 10. Utilization of Weber County school buildings for elections - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED
Burch Creek	2	26
North Ogden	1	12
Municipal	1	8
Plain City	3	36
West Weber	2	26
Lakeview	1	14½
Parkview	2	30
Club Heights	2	16
Valley	2	24
	TOTAL	16
		192½
Highest Use	3	36
Lowest Use	1	8
Median	2	24

Boy Scouts, civic groups, military groups and peace officers and religious groups other than L.D.S.

The data for the above groups are given in tables 11, 12, and 13. The highest use for religious groups other than L.D.S. was at the

Municipal School in Roy. Of these groups, the Lutheran Church had the greatest utilization. The Municipal school is located in an area which is comparatively new. The school itself was erected as a temporary structure during the second world war.

Table 11. Utilization of Weber County school buildings for Boy Scouts - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
North Ogden	3	6	Play activities
Plain City	6	6	Play activities
West Weber	12	18	Basketball
Riverdale	2	3	Meetings
Club Heights	24	48	Meetings
	TOTAL	47	81
Highest Use	24	48	
Lowest Use	2	3	
Median	6	6	

Table 12. Utilization of Weber County school buildings for civic, military and peace officer groups - 1955-1957

SCHOOL	Number of Times Used	TOTAL HOURS USED	ACTIVITY USED FOR
Wahlquist Jr. High	10	20	
South Jr. High	3	12	
Burch Creek	5	15	
Riverdale	10	16½	
Lakeview	4	9	
	TOTAL	32	72½
Highest Use	10	20	
Lowest Use	4	9	
Median	5	15	

Table 13. Utilization of Weber county school buildings
for religious groups other than L.D.S. - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Roy Elementary	15	48	
Municipal	103	330	
Washington Terrace	1	2	
	TOTAL	119	380
Highest Use	103	330	
Lowest Use	1	2	
Median	15	48	

Dinners, wedding dances, other dances, and all other activities.

According to the data in Table 17, the schools in Weber County were used for a variety of activities other than those listed on the previous tables. These activities included such items as special meetings, carnivals, piano recitals and others.

The North Ogden school was used 12 times, 24 hours for water and fruit meetings; Roy Elementary school for Scribner Ditch Company meetings; Plain City school for Joint Planning Committee meetings; Riverdale school for a meeting of the Model City representatives as well as meetings by the Washington Terrace Recreation Committee; Lakeview school for a meeting of the Pillsbury Credit Union and also several meetings of the Roy Junior Chamber of Commerce; Parkview school for a P.T.A. Carnival; Washington Terrace school for two piano recitals as well as for stockholders meetings; Valley school for a Valley Racing Association meeting.

Table 14. Utilization of Weber County school buildings
for dinners and banquets - 1955-1957

SCHOOLS	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Weber High School	1	2	
Wahlquist Jr. High	2	8	
North Ogden	16	76	
Hooper	6	11½	
Wilson	6	24	
Riverdale	3	15	
Washington Terrace	13	78	
Club Heights	6	54	
Valley	5	24	
TOTAL	58	292½	
Highest Use	13	78	
Lowest Use	1	2	
Median	6	24	

Table 15. Utilization of Weber County school buildings
for wedding dances - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Wahlquist Jr. High	3	15	
West Weber	6	26	
Riverdale	3	17	
Lakeview	1	5	
Parkview	1	5	
Club Heights	6	27	
Valley	7	34	
TOTAL	27	129	
Highest Use	7	34	
Lowest Use	1	5	
Median	3	17	

Table 16. Utilization of Weber County school buildings
for other dances - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
Weber High School	1	3½	
South Jr. High	2	8	
Wilson	1	4	
West Weber	4	16	
Riverdale	12	38	
Lakeview	1	4	
Club Heights	8	32	
Valley	9	36	
TOTAL	38	141½	
Highest Use	12	38	
Lowest Use	1	3½	
Median	3	12	

Table 17. Utilization of Weber County school buildings
for all other activities - 1955-1957

SCHOOL	NUMBER OF TIMES USED	TOTAL HOURS USED	ACTIVITY USED FOR
North Ogden	12	24	Water & fruit meetings
Roy elementary	2	4	Scribner Ditch Co. Meeting
Plain City	1	3	Joint Planning Meeting
Riverdale	2 4	6½ 28	Model City Meetings Terrace Rec. Meetings
Lakeview	1 4	3 9	Pillsbury Credit Mtg. Roy Jr. C. of C. meeting
Parkview	1	5	P.T.A. Carnival
Washington Terrace	2 2	4 4	Piano recitals Stockholders meetings
Valley	1	4	Valley Racing Assoc. meeting
	TOTAL	32	94½
Highest Use	6	34½	
Lowest Use	1	3	
Median	2	4	

Attitude Data

Results of questionnaire submitted to community leaders. Questionnaires were sent to community leaders and heads of organizations concerning the use of the school's facilities.

The first question that was asked was, "Why did you choose the schools facilities for your activity?" Almost unanimously the answer was that there was no other place. A few leaders qualified their statement with the fact that any other existing facilities were inadequate for their needs. A few wards were in the process of building new facilities in connection with their church buildings.

The second question asked was, "Do you believe the School plant should be open to the community for use? If so, what are your reasons for saying yes?" Unanimously the answer was yes. Some of the reasons differed slightly, however, regarding the second part of the question. The two answers given most frequently to this second part were: the school belongs to the people and we are taxpayers and the school is public property.

Question number three asked, "For what kinds of activities did you use the school buildings?" The answers to this question most often given were basketball, volleyball, dances, banquets, meetings and church meetings.

Question number four asked: "Do you consider the rental fees reasonable and fair?" In every instance the answer came back "yes."

The fifth question asked, "What actual benefits, if any, were derived through these activities?" Question number six called for comments which might be made concerning these rentals. The answers to these two questions were varied. In the majority of cases the

community leader responded with a benefit and then expressed appreciation to the district for making these buildings available.

A few of the benefits listed were, "We were able to carry out the plan of the Church", and "We feel that our young people benefitted socially as well as physically through these activities."

Summary of Findings

The Weber County school buildings were used by 31 different organizations for 14 different kinds of activities during the school years 1955-1956 and 1956-1957 for a total of 2,142 times and 4,582 hours.

The Club Heights school was used more during these two school years than any other school in the district. This school had a total usage of 630 hours. The Weber County High School, with 40½ hours, was utilized less than any other school in the district.

The M-Men organization of the Latter-day Saint Church used the school building more extensively than did any other organization. They used the different units 445 times, 811 hours.

School facilities were used for basketball more extensively than for any other kind of activity.

The Latter-day Saint Church utilized the school buildings more than any other denomination. Protestant groups, however, used the schools 119 times for a total of 380 hours.

The Valley school was used for a greater variety of activities than any other school. Seventeen different organizations utilized this school during this two year period. The Municipal school and Hooper school were utilized less than any others with 3 organizations using the buildings.

All the buildings were utilized for P.T.A. meetings. This is the

only activity which actually used all the buildings in the Weber County school district.

The data in Table 18 indicates the different activities and the number of hours the schools were used during 1955-1956 and 1956-1957. We find the schools were used for basketball, 1,333 hours; volleyball, 109 hours; public meetings 219 hours; wedding dances, 129 hours; other dances, $141\frac{1}{2}$ hours; religious services, 1,510 hours; adult education, 275 hours; P.T.A. meetings, $357\frac{1}{2}$ hours; banquets, $294\frac{1}{2}$ hours; elections, $192\frac{1}{2}$ hours; play activities, 12 hours; miscellaneous, 9 hours for a total of 4,582 hours.

Table 18. Activities and total number of hours
Weber County schools were used during 1955-1957

	Basketball	Volley Ball	Public Meetings	Wedding Dances	Other Dances	Religious Services	Adult Education	P.T.A. Meetings	Banquets	Elections	Play Activities	Miscellaneous	Totals
Weber High School					3½	3	12	18	4				40½
Wahlquist Jr.	84	64	20	15				21	8				212
South Jr. High	45	45	12		8		24	21					155
Roy Jr. High						35	60	20					115
Burch Creek	210½		15				24	18		26			293½
North Ogden	80		24				30	21	76	12	6		249
Roy Elementary			4			48	24	34					110
Municipal			10			330		17		8			365
Hooper	27							15	11½				53½
Plain City	38½		3				35	31		36	6		149½
Wilson	39				4			18	24				85
West Weber	184½			26	16			17½		26			270
Riverdale	402		54	17	38			18	15				544
Lakeview			21	5	4	270	14	19½		14½			348
Parkview				5			12	10		30		5	62
Washington Terrace			4			413		17½	78			4	516½
Club Heights			48	27	32	405	28	20	54	16			630
Valley	222½		4	34	36	6	12	21	24	24			383½
Totals	1333	109	219	129	141½	1510	275	357½	294½	192½	12	9	4582

SUMMARY AND RECOMMENDATIONS

Summary

The present day trend throughout the United States according to data from national studies is for greater community utilization of the school plants. The idea behind this thinking is that this activity will make for good community-school relations and good community spirit. It is possible that it may even help the people to live together more effectively. Some areas utilize the school plants less than others. One of the main reasons for this is due to the fact that many school districts do not make their facilities available.

School laws may contribute to a limited utilization of the school buildings. A great many activities which could be taking place within the school building are curtailed by the laws of the state. The activities in Utah have been limited in that no religious worship or instruction can legally be carried on within any school building. This rule is being violated, although mutually approved by the Latter-day Saint Church as well as several Protestant denominations.

The trend toward greater community utilization has occurred only recently in many parts of the United States. Until the early part of the twentieth century, the people reserved the building for school only. In Utah, however, the utilization of school buildings by the community has been going on since the history of the state began. This was due, mainly, to the community way-of-life of the Mormon people. They built one public building to serve all the needs of the people.

The policy of the Weber County School District, both past and present, has been very liberal. The facilities of the schools have

not only been available, but the district has actually urged the community use of them.

Community utilization of the school plants has taken place in every community in Weber County. Before 1940, the facilities were very limited. Since that time, the gymnasiums were completed in the various communities, cafeterias have been added, auditoriums and multi-purpose recreational rooms have improved until now they are in excellent shape.

The Weber County school district has a set of rules and regulations governing the use of the building, the rental fees, the duties of the custodian and the conduct of the occupants. These rules and regulations are violated in some respects.

The fees collected for rental of school buildings in Weber County in the past have not been adequate to cover the expenses incurred in the rental of the buildings. The balance of the expenses have been subsidized by the Weber County Board of Education.

It is the duty of the custodian to see that the building is cared for properly while it is rented and also to see that no vandalism or wanton destruction is allowed to occur. The custodians have done a good job, apparently, in this respect. However, of all principals contacted in this study, all of them reported that some vandalism had occurred in the building during the year.

The principals have not acted in accordance with all the rules and regulations as set forth by the superintendent and the board of education.

The Weber County school buildings were used by 31 different organizations for 14 different kinds of activities during the school years 1955-1956 and 1956-1957 for a total of 2,142 times and 4,582 hours.

Community leaders, for the most part, were anxious to have the school buildings available for community utilization. They felt that the charge should be kept to a minimum to cover just the necessary expenses.

These leaders, for the most part, were very appreciative of the attitude of the Weber County Board of Education for the availability of these school facilities.

Recommendations

The following recommendations are considered to be compatible with current trends of school plant utilization. Points of view as indicated herein also seem consistent with present school board policy.

1. That the Weber County Board of Education continue to make its buildings, grounds and facilities available for community utilization.
2. That the buildings, grounds, and facilities be not only available, but that the board of education actually urge continued community plant utilization by individuals as well as groups.
3. That the rental fees for these buildings, grounds, and facilities be raised to offset any expense so that this burden will not need to be subsidized by school funds.
4. That all groups using the facilities be urged to respect and take care of all school property and if damage occurs, full restitution be made by persons responsible so this expense will not be carried by the taxpayer.
5. That the Weber County School district join with other

governmental agencies in the construction of extra facilities such as swimming pools, tennis courts, and ball parks; that these facilities be cared for jointly and that such facilities be available to everyone who lives within the district.

6. That the custodians be adequately compensated to encourage them to be on hand at all times while the building is being used, not only to see that no destruction is carried on, but also, to see that no unnecessary lights nor heat are left on and that the groups begin and end their activities on time.

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APPENDIX

APPENDIX A

QUESTIONNAIRE SUBMITTED TO THE COMMUNITY LEADERS THROUGHOUT THE WEBER COUNTY SCHOOL DISTRICT

Dear _____:

I am writing a thesis entitled "Community Utilization of the School Plants in Weber County School District from 1955 to 1957." I understand your _____ ^{have} ~~has~~ used the _____ school during the past year. I would certainly appreciate your helping me by answering the following questions and making any comment you may desire regarding this problem. This information will be of great value to me and I appreciate your cooperation. I have enclosed an envelope for you to return this questionnaire to me.

Questions

1. Why did you choose the school _____ for your activity?
2. Do you believe the school plant should be open to the community for use; if so, what are your reasons for saying yes?
3. For what kinds of activity did you use the school building?
4. Do you consider the rental fees reasonable and fair?
5. What actual benefits, if any, were derived through these activities?
6. Comments _____

APPENDIX B

QUESTIONNAIRE SUBMITTED TO THE PRINCIPALS IN THE WEBER COUNTY SCHOOL DISTRICT

School Year	Enrollment	Principal	No. of times used dur- ing school year	Usual Pur- pose used for	Approx. total hours used	Rental fee per hour	Total rental fee charged	Average cost per hour for mainte- nance	Profit or loss to school board	C o m m e n t s
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M.I.A. Meetings
 L.D.S. Sunday Sc.
 L.D.S. Rel. Soc.
 L. D. S. Primary
 Other L.D.S. Meetings
 Explorers
 M-Men
 Adult Education
 P.T.A. Meetings
 Elections
 Boy Scouts
 Farm Bureau
 County Recreation
 Town Board Meetings
 Stake Meetings
 Weddings
 Other Dances
 Clinics
 Drama
 Jr. C. of Commerce
 Miscellaneous

APPENDIX C

The following is a list of the schools in Weber County, where they are located, the grades enrolled, the number of students enrolled, and the number of teachers during the 1956-57 school year.

School	Location	Grades	Number of Students Enrolled	Number of Teachers
Weber High School	Ogden	10-12	1,463	43
Wahlquist Jr.	Farr West	7-9	675	22
South Jr. High	So. Ogden	7-9	846	27
Roy Jr. High	Roy	7-9	560	18
Burch Creek	So. Ogden	4-6	432	13
North Ogden	No. Ogden	1-6	700	18
Roy Elem.	Roy	1-6	190	7
Municipal	Roy	1-6	240	6
Hooper	Hooper	1-6	349	10
Plain City	Plain City	1-6	365	12
Wilson	Wilson Lane	1-6	235	8
West Weber	West Weber	1-6	214	7
Riverdale	Riverdale	1-6	400	12
Lakeview	Roy	1-6	419	12
Parkview	So. Ogden	1-3	430	12
Wash. Terrace	Terrace	1-6	904	28
Club Heights	So. Ogden	1-6	420	12
Valley	Huntsville	1-9	310	10