SCHOOL DISTRICT REORGANIZATION AND CONSOLIDATION IN CACHE COUNTY, UTAH

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SCHOOL DISTRICT REORGANIZATION AND CONSOLIDATION
IN CACHE COUNTY, UTAH

by

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INTRODUCTION

The Problem

A historical study of school organization and school district consolidation enables both educators and lay citizens to have a better understanding and appreciation of schools as they are today. By studying past developments of a given institution, one can better evaluate current requirements and affect future changes as the needs arise.

The Cache County School System as presently constituted has evolved over the years from a cluster of small independent village schools with separate boards of education to a highly centralized system with one board of education and consolidated schools. The purpose of this study is to trace and analyze the development of this system.

Limitations

This study emphasizes school district re-organization and consolidation of schools in Cache County. However, since much of what happens in a given geographical and political subdivision of a state is related to and regulated by state governmental agencies, developments at this level of government are also considered.

Within the confines of this study, no attempt is made to record a comprehensive history of the entire educational background of the county.
Procedure

The information for this study was obtained by reviewing several published volumes of early histories of both the State of Utah and Cache County. Information for the decade prior to the consolidation of county schools (1908) was obtained from personal journals of the superintendents of that era and examination of the state superintendents' annual reports for those years. The minutes of the Cache County School Board was the primary source of information since 1908. Other sources were county and state newspapers and personal interviews with living superintendents, other administrators, and board members.

Location and setting of the study

Cache County is located in the southern end of Cache Valley, a level floor valley extending north-south and surrounded by mountains. The area of the valley varies from five to twelve miles in width and is fifty-seven miles long. The county itself is about thirty miles long, the northern part of the valley is in Idaho.

The cache County School District encompasses all communities from Avon in the extreme south and north to the Idaho state line, with the exception of the school district of Logan City, the county seat, which is situated in the middle of the district.

A large majority of the residents of the valley are members of the Church of Jesus Christ of Latter-Day Saints
(hereafter referred to as the "Mormon" Church). Although a few families with other religious affiliations live in various parts of the county, their activities are centered primarily in the city of Logan, which is the county seat, but a separate school district.

The economy of the county and valley is by nature agricultural, though industrial opportunities have increased since World War II with numerous occupations being available in neighboring counties.

There are twenty-one public schools in the county in use at the writing of this study: two high schools located at Richmond (North Cache) and Hyrum (South Cache); four junior high schools located at Lewiston, Smithfield, Providence, and Wellsville; sixteen elementary schools located at Benson, Clarkston, Hyde Park, Hyrum, Lewiston, Mendon, Millville, Newton, North Logan, Paradise, Providence, Richmond, River Heights, Smithfield, Trenton, and Wellsville. A new building is nearing completion in Smithfield at the present time.
Emphasis of the Mormon Church on education

Public education in Cache County cannot be studied without considering the influence of the Mormon Church. Joseph Smith, the church founder, emphasized the ideals of learning. Wherever the church built buildings on its westward trek, they were used for both religious worship and educational purposes. In fact, religious services and education were not distinct and separate activities, since the Mormon leaders stressed education as a method of directing the theological thoughts of the members. When the Mormons settled in Utah this concept carried over into the teachings of the schools which were established.¹

The need for immediate instruction of children in isolated Utah areas was recognized by the early pioneers if social and cultural growth were to take place. There was a noticeable absence of any public revenue to finance the schools or of a governmental agency to administer education. Many functions now performed by the state, such as teacher certification, were unknown in Utah's first schools. An

individual who considered himself qualified to teach either took the initiative and opened a school or did so at the request of the people in the community who recognized the educational need. The course of study was prescribed by the teacher. These early schools were not public in the sense that they were established by any legislative act, however they served anyone residing within the confines of a community. They were necessarily non-legal, inasmuch as they were not formed by an agency of the government.¹ Clear distinction cannot be made between public and private schools during the early history.²

Finances in early Utah schools

Money was scarce and, therefore, of little value as a medium of exchange among the first white residents of Utah. A homogeneity of religion and a single united motive of making a new home in the mountains impelled each to work for the general welfare of all. Under these circumstances it mattered little whether or not the very first teachers were paid.³ It was not uncommon for the education of the indigent child to be paid from public funds and the others to pay their own school costs. The teacher set the fee and

¹Ibid., p. 19.
²Ibid., p. 21.
³Ibid., p. 101.
and decreed what the nature of the payment should be.¹

**Territorial legislative action pertaining to education**

One of the first educational acts by the territorial legislature in Utah established the University of Deseret in 1850. The University was set up primarily to administer and supervise education throughout the settlements; and to provide an institution in which the higher branches of learning, particularly the training of teachers, could be conducted.² The regents, all of whom were prominent in the Mormon Church, devoted themselves to the welfare of education throughout the settlements. The University of Deseret as an institution of teacher training existed but a short time; however, the chancellor and regents continued to function as administrators and supervisors of education for some time after the Parent School (teacher training school) was suspended.³

By the law of 1851, the Board of Regents of the University of Deseret was authorized to appoint a territorial superintendent of primary schools.⁴ In 1852, a plan of school

¹Ibid., p. 103.
²Ibid., p. 13.
³Ibid., p. 65.
organization and administration was enacted into law. This legislature provided the legal basis for the growth of education in Utah until after the turn of the century. This law provided that: (1) it was the duty of the county court in each county to divide the county into school districts, and have the voters elect three trustees, who would in turn appoint a clerk; (2) it was the duty of the trustees to superintend the schools in their districts, to erect schoolhouses, and to furnish maintenance and supplies. The clerk was to keep the records and report each year to the court the numbers of pupils in the district; (3) the court was to appoint a board of examiners to determine the qualifications of school teachers; and all applicants of good moral character who were considered competent were to receive a certificate signed by the board of three; (4) the elected trustees had the power to assess and collect a tax upon all taxable property in the district, for the purpose of building and repairing schools.¹

This same act provided a legal foundation upon which the schools of Utah might become public. It recognized the territory as the source of government and extended local organization and administration to the people as an extension of that government. Recognition was given to the qualified voters to express themselves in the educational program.

¹Moffitt, p. 69-70.
With this law the small school district came into Utah and determined the pattern of school management and supervision until 1915.\(^1\)

The Legislative Assembly amended the act after two years. The administrative control of education was strengthened by the new law. It required the territorial superintendent to make an annual report to the regents and his duties were expanded to include whatever might be required of him by the regents. This act also required the local trustees to make an annual report to the board of examiners, who in turn made a complete report to the territorial superintendent indicating the number of pupils enrolled, the amount of revenue collected and expended.\(^2\)

The chancellor and the board of regents possessed administrative control of all education under the law of 1854. The regents spent considerable time in giving general supervision to the schools and as individuals visited schools and gave instruction to all teachers and school children. They held public meetings with the people and furnished educational leadership and stimulus.\(^3\)

Educational problems in the Utah territory

It was the intent of the settlers of Utah to isolate

\(^{1}\)Ibid., p. 70.

\(^{2}\)Ibid., p. 71.

\(^{3}\)Ibid., p. 72.
themselves as completely as possible from the more eastern portion of the United States. This plan, however, created a serious handicap to the educational advancement of the people, for they realized they must have trained teachers if the colonial plan of the church was to succeed.\footnote{Ibid., p. 279.} In 1850 the Deseret News (a Mormon Church paper) stated: "We recommend every man who has any design ever to keep a school, to enter the Parent School, and prosecute his studies in such a manner as to prepare him for his intellectual labors."\footnote{Ibid., p. 280} It was the plan of the church officials for the Parent School to train teachers. It was discontinued as a center of training by 1854 and thus all institutional education beyond the mere necessities of learning in the ward schools terminated. Many factors, of course, contributed to Utah's early educational predicament; but the fact remains that the schools were at a low ebb because of an insufficient number of qualified people who could provide learning experiences of a high quality.\footnote{Ibid.}

The first settlers of Utah came primarily from the New England States and brought with them the pattern of school organization that was familiar to them, the small school district, which became well established in the state.\footnote{Ibid., p. 200-201.}
territorial superintendents' reports for many years depict problems that existed because of the small district plan of organization.\(^1\) The settlers also assumed as part of their religious duties the responsibility to build cities, and people generally lived in groups of sufficient numbers to provide comparatively large schools.\(^2\) The one-room school was not characteristic of the settlements established under the direction of Brigham Young. At least to a limited extent, then, the advantages of consolidation has apparently long been recognized by the state's leaders.\(^3\)

Summary

The Mormon Church had a great and lasting effect upon the schools of Utah and education was used to direct the theological thought of the membership. It was very difficult to distinguish between public and private schools during the early history of the state.

The territorial legislature provided for the University of Deseret and the board of regents to supervise the education of the area. Several important educational laws were put into effect which provided the legal basis for the growth of education in Utah until after the turn of the century. One such law was passed in 1852 which allowed the county

\(^1\)Ibid., p. 203.
\(^2\)Ibid., p. 35-36.
\(^3\)Ibid., p. 37.
courts to create school districts, each to be governed by three trustees, elected by the people. These trustees were to superintend the schools in their district, erect new buildings, and see that the schools operated in a satisfactory manner.

The Mormon settlers developed a community life in which towns and villages were common rather than isolated farms or ranches. The settlers considered it their duty to build cities, and therefore, comparatively larger schools developed.
THE ORGANIZATION OF SCHOOLS IN THE TERRITORY
OF UTAH AND IN CACHE COUNTY

The office of territorial superintendent before 1900

In 1851, four years after the Mormons arrived in Salt Lake Valley, the Territorial Legislative Assembly appointed a Superintendent of Schools who was under the direction of the Chancellor and Regents of the University of Deseret.\(^1\)

The 1851 school law was amended in 1865 when an act was passed which provided, "That there shall be elected annually by a vote of the Legislative Assembly of the Territory of Utah, a Superintendent of Common Schools, for the said territory, and the said Superintendent shall make his report annually to the Legislative Assembly . . . ."\(^2\) The enactment of this law possibly indicates that by this time the chancellor and the regents were devoting less time to the administration of the schools of the territory, and likewise that the superintendent of Common Schools was probably gaining additional power and prestige. His report was made directly to the legislative body which created his office, which is the legal source of all school control.\(^3\)

\(^1\)Ibid., p. 74.
\(^2\)Ibid.
\(^3\)Ibid., p. 75.
An act was passed in 1876 providing for the election of a territorial superintendent of public schools, to be elected by the vote of the people at a general election. The term of office was two years. The term was changed in 1887 when the superintendent was appointed by the supreme court of the territory. It was changed again with statehood.¹

The state (formerly territorial) superintendent's primary concern throughout the educational history of Utah has been to improve the instructional services of the schools. Without exception, the reports written by the superintendent during the earlier decades stress the inadequate training of teachers. It was he who urged the necessity of a more careful selection of instructors. He worked to persuade the legislative body to make provision for uniform teachers examinations. He was aware of the inadequacy of the local teacher examinations and worked to have these prepared from a single state source. He foresaw the development of teacher-training institutions. He devised the ways and means by which the young people of Utah might be given normal training and then return to the schools of Utah as teachers.²

The superintendent was primarily responsible for the continuous improvement of educational organization throughout the territory. He encouraged the grading of schools and the

¹Ibid.
²Ibid., p. 78.
establishment of a system within the local school districts. He labored for proper relationships within the territory and increased coordination that would bring desireable line-and-staff authority between the chief school officer of the territory and the local school officials. He never lost sight of the primary purpose of his job, to labor for a uniform system of public schools. He was an advocate of a program of school finance in which the territory would assume a larger share of the total school cost.¹

Problems of financing territorial schools

The Congress of the United States passed the Organic Act in 1850 which not only created the Territory of Utah, but made provisions for the federal government to appropriate certain sections of land for school purposes. Members of the legislative body and other public officials, including the territorial school superintendent and the regents, assumed that much revenue would come to the schools. For years requests were sent to Congress for some assistance, reminding them of the isolation of the residents of Utah from the remainder of the nation and the possible privation of the children in educational contacts. For twenty years these financial requests continued, and the superintendents kept before the Congress and the people the fact that the federal

¹Ibid., p. 78-79.
government had done nothing to aid education in Utah.¹

It was the common practice of the public to bear the expense of educating the poor. The territorial superintendent felt it was proper for the territorial treasurer and local communities to pay the educational costs so the children of the poor could be educated gratuitously, and when necessary, furnished with school books.² At times, money collected as tax revenue was contributed to the operation of private schools.³

The territorial legislature was continually being urged to do something that would make it possible to pay teachers a livable wage. It was Territorial Superintendent Campbell's theory that the teacher who was paid the least money was usually the most expensive. He believed under such teachers, children did not learn. However, throughout the first quarter of a century following the organization of the school district in Utah, teacher salaries continued to remain very low. In 1878 the average teacher salary in Utah was slightly more than one-hundred-seventy-two dollars per year. In 1883, the average monthly salary for male teachers was forty-one dollars and eighty cents and for females, twenty-eight dollars and thirty-one cents. State Superintendent Park referred to the teacher income in 1896 as "an almost

¹Ibid., p. 124-126.
²Ibid., p. 122.
³Ibid., p. 117.
disgraceful meagerness."¹

One of the serious problems confronting those who administered the schools was the absence of a law that made it mandatory on the taxpayers to pay a specific rate of taxes. The laws controlling school taxes were frequently amended, which added to the confusion of the trustees. During most of Utah's territorial history the taxpayers were authorized to vote and determine the amount of the tax levy. The people customarily favored paying a very small tax. Another problem that further confused the situation was the fact that several agencies were concerned with the trustees in determining the amount of available school revenue. Among these were the county assessors and collectors, the county court, the city council, the ecclesiastical ward official, and the parents who paid tuition fees.²

The revenue for school operation was very inadequate for more than twenty years following the enactment of the 1852 school law in which local trustees were given the right to levy a school tax. The state superintendent was convinced that an increased territorial tax for school purposes was necessary.³

The Legislative Assembly passed an act in 1865 which stated that "Each school district may, by a two-thirds vote

¹Ibid., p. 118.
²Ibid., p. 126.
³Ibid., p. 113.
of the taxpayers of the district, assess and collect a tax not to exceed 2 per cent for the purpose of assisting to pay qualified teachers, and to provide suitable books.\(^1\)

The coming of the railroad to Utah in 1869 increased the general prosperity of the people thereby providing both direct and indirect revenue to the schools of the territory.\(^2\)

A very important law was passed in 1874 which initiated the policy of territorial assistance in financing education and laid the foundation for the high status of education in Utah at the present time. With this law the schools began a new educational era.\(^3\)

The first allocation was for fifteen thousand dollars to be dispersed among the various school districts of the territory annually according to the number of children in the district between the ages of four and sixteen years. This was the first attempt to equalize educational opportunities among the several school districts of Utah. The trustees were required to maintain a good school at least 3 months in each year in order to receive funds from the territory. It provided for the appropriate officials both within the territory and county to receive and disburse the school money.\(^4\)

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\(^1\)Ibid., p. 111.

\(^2\)Ibid., p. 124.

\(^3\)Ibid., p. 113.

\(^4\)Ibid.
The Free Education Law of 1890

A law was passed in 1890 which introduced a new educational policy into Utah—free education. The main features of the law were:

1. The schools were made free for all children between the age of six to eighteen years.
2. Attendance was made compulsory for twenty weeks a year between the ages of six and fourteen.
3. Charging tuition fees was forbidden.
4. The public school was made entirely dependent on taxation for support.
5. A territorial school tax levy of three mills was fixed by the legislature.
6. Cities of first and second class were made independent units.
7. Superintendents for the cities were elected by the respective boards of education.
8. Each school district outside of the cities of the first and second class were under the control and direction of three trustees elected by the voters of the district.
9. The levy both in the county and cities was based upon estimates prepared by the board and the superintendent. By law it was made obligatory upon those charged with assessing property and collecting taxes to levy such a tax as would raise the required funds for the operation of the schools.
10. The different school units were authorized to issue bonds or levy a special tax for the purpose of purchasing sites, erecting schoolhouses, and purchasing equipment. A levy or bond issue could only be made at a special meeting of taxpayers. A majority vote of the resident taxpayers was required.1

County school finance

Finance has always been a problem in the operation of schools at the county level as well as at the state level. Virtually the entire budget of a few thousand dollars went

1Thomas, p. 148.
for teacher's salaries in the early county schools. The schools supported by these funds were neither free, public, compulsory, nor non-sectarian. The church and the school worked hand in hand in the same building, and the students paid from sixty cents to one dollar and fifty cents per term to enroll.¹

William Budge, superintendent of schools in Cache County, received a salary of seventy-five dollars per year in the 1860's, and told the trustees that he felt that "the work done fully justifies my bill."² Near the turn of the century the county superintendent received one thousand three hundred dollars for himself and the board of examiners.³ Funds were received from the territorial and state governments to help operate the county schools. This amount increased each year as follows: $5,000 in 1894; $9,257 in 1896; $13,000 in 1896.⁴

First Cache County schools

Cache County was not among the early counties of Utah to be settled; but when the settlers did arrive in Cache

²Ibid., p. 324.
³Minutes of the Superintendents of Cache County, 1897-1908. Located in the home of Mrs. Leona McCarrey, Richmond, Utah. February 4, 1901.
⁴Ibid., January 8, 1898.
Valley in 1856, they established homes and built schools. The first schools in Cache County were private schools conducted in homes or church, or were community schools conducted in log buildings built by the citizens. Log schools were constructed as the pioneers became more settled. These early schools were not graded, but the students apparently learned a great deal, even from one another. ¹

Cache County superintendents before 1896

As the office of territorial superintendent headed the territorial organization, its counterpart on the county level was the position of county superintendent. This office, however, was not a part of the original school structure.

It became apparent to some of the territorial officials that someone who was better qualified than the local trustees might well be appointed to give increased supervision to the schools of the settlements, and at the same time retain immediate contact with the officials who were appointed to give general supervision to the entire school program. Therefore, the Legislative Assembly passed an act in 1860 creating the office of county superintendent of schools. This official was required to give general supervision to the

¹Cache Valley Centennial Commission, p. 321-322.
schools within the county and make reports to the territorial superintendent of common schools.¹

The early county superintendents were not professionally trained as school administrators. Most of them were men who had manifested some interest in education, either from a desire to serve as a public servant, or perhaps from having had some teaching experience. They were dependent on the votes of the people for election to this county office. The salaries were very meager and were paid by the county courts.²

The superintendent was to decide all controversies pertaining to discipline arising in the administration of school law in his county or appealed to him from the decision of school trustees. He was to see that the pupils were instructed in the several branches of study, required by law to be taught in the schools, as far as they were qualified to pursue them. Should a teacher be neglectful in teaching those things prescribed by law, it became the duty of the county superintendent to report the teacher to the county board of examiners, who in turn was to investigate; and in case the teacher was guilty, her certificate was revoked and she was discharged. This gave the county superintendent special recognition inasmuch as he was the

¹Moffitt, p. 43.
²Ibid., p. 245-246.
chairman of the board of examiners.\textsuperscript{1} Although politically elected superintendents were an improvement over trustee supervision, many men of ability were not willing to seek an educational position through a political party.\textsuperscript{2}

Most of the people who secured this position remained in office only a short time, for it was common to be elected for one term only.\textsuperscript{3} It was reported that the salaries of the superintendents in many of the counties were so low that the person was obliged to resort to teaching or some other occupation in order to eke out an income.\textsuperscript{4}

The professional phases of the county superintendents' work were increased in 1876. He was now required to visit each school twice a year. He was required to work with the territorial superintendent and president of the university to decide which textbooks should be used. He was to nominate pupils who would be given instruction free of charge in the normal department of the university for one year. The law of 1876 had set aside five thousand dollars to help the county superintendents improve the qualifications of future teachers.\textsuperscript{5}

The law of 1880 extended the professional responsibility of the county superintendent by requiring him to be a member

\begin{itemize}
\item \textsuperscript{1}Ibid., p. 249.
\item \textsuperscript{2}Ibid., p. 251.
\item \textsuperscript{3}Ibid., p. 252.
\item \textsuperscript{4}Ibid., p. 253.
\item \textsuperscript{5}Ibid., p. 247.
\end{itemize}
of the board of examination to determine the teachers' qualifications. As time passed he tended to become the most influential individual on this commission. In 1901 he was empowered to appoint the other two members.1

Cache County had twelve superintendents of public schools during the period of 1860-1896: Mr. Robinson in 1860; William Hyde, 1861-1863; Moses Thatcher, 1863-1864; William Budge, 1864-1870; Samuel Roskelley, 1870-1879; William H. Apperley, 1879-1881; Miss Ida Ione Cook, 1881-1882; and John T. Caine, Jr., 1882-1883. The records are not clear for the years 1881-1883, and there is no record of superintendents between 1883 and 1890. Superintendents from 1890 until statehood in 1896 were James A. Langton, 1890; William Apperley, 1890-1891; E. W. Green, 1891-1893; and Samuel Oldham, 1894-1898.2

Summary

The territorial superintendents primary concern throughout the educational history of Utah has been to improve the instructional services of the schools. They faced serious problems in financing the educational program of the territory. A law was passed in 1874 which initiated the policy of territorial assistance in financing education, much to the pleasure of the superintendent. Federal assistance was

1Ibid., p. 248.

also requested but was denied.

In 1890 the legislature approved free education for the territory. This provided for free and compulsory education, superintendents selected by boards of education, and schools supported by taxation.

The settlement of Cache County began in 1856, and schools were started immediately. The first county superintendent was appointed in 1860; and all succeeding superintendents spent most of their time with courses of study, textbooks, revenue, teacher certification, consolidation, and teacher supervision. Most of the men who held the office of county superintendent were not professionally trained, but they did manifest an interest in education.
SCHOOLS OF CACHE COUNTY BETWEEN STATEHOOD AND THE FORMATION OF A SINGLE COUNTY DISTRICT

With the coming of statehood to Utah in 1896, several important and far reaching changes in the organization of the public schools were brought about.

The creation of the offices of the state superintendent and the state school board

The leadership of the state school official was increased when the 1896 law created the office of state superintendent. This position generally corresponded to the position of territorial superintendent. The 1896 law gave the superintendent, in addition to previous powers held, the power to call biennially a convention of county and city superintendents for the purpose of discussion of questions pertaining to the supervision and administration of the public schools. All city and county school superintendents were required to attend this convention.¹

The 1896 law also provided for a state school board of education. With the creation of this board, the certification of teachers and county superintendents was gradually and completely controlled by the state board. This law required the county superintendent of schools to have a

¹Moffitt. p. 82.
valid certificate of a grade not lower than the grammar grade. This was the highest certificate issued by the county examining board. Herein was the culmination of professional progress of the superintendent during the nineteenth century, for the county superintendent was looked upon as an officer not essentially required to be professionally trained. The trustees and county boards failed to give immediate recognition to the superintendent as the educational expert and the executive of the board. ¹

Separation of church and state in Utah schools

Another important change which occurred with the admittance of Utah into the Union was the educational break between the state and the church. Church leaders, however, deemed it wise to continue theological instruction through the church academies. A policy gradually developed which distinguished religious education from general education, and the church relinquished its one-time practice of controlling the schools. ²

The state constitution provided for a distinct separation between religious and public education. It also prohibited any religious test or qualification of a teacher or student preparatory to entering into any public educational institution of the state. It also prohibited any

¹Ibid., p. 250.
²Ibid., p. 17.
tax revenue-receiving agency from making any appropriation to aid in the support of any school controlled by any church, sect, or denomination whatever.\textsuperscript{1}

The Mormon schools could not compete with the public schools which arose in the same communities, mainly because of the financial burden. As a result, Church seminaries were developed and expanded so that some form of religious instruction still existed outside the church itself. Because the Mormon Church relinquished education to tax supported schools, Utah and Cache County have had very few denominational schools within their boundaries. As school reorganization and consolidation took place, it affected every school.\textsuperscript{2}

Some private schools were still operated in the county by 1896, though not to the extent they had been previously.\textsuperscript{3} Most of these schools were operated by the Presbyterian Church, and most of the teachers were women.\textsuperscript{4} At the time of statehood, private schools were located in Trenton, Hyrum, Richmond, Wellsville, and Mondon with eighty-nine county pupils enrolled.

\textsuperscript{1}Ibid.


\textsuperscript{4}Cache Valley Centennial Commission. p. 308.
Public education was gradually taking over the role of private schools in Cache County.¹

Cache County school conditions
at statehood

When Utah was admitted to the union as the forty-fifth state in 1896, the educational system of the state generally continued to follow the pattern of the law of 1896.² Some important changes were made, however:

1. The public school system shall include kindergarten schools, common schools, consisting of primary and grammar grades; high schools, an agricultural college; a university; and such other schools as the Legislature may establish.

2. The State School Fund was established, the interest of which only shall be expended for the support of the common schools. The Uniform School Fund was created and to be used for the support of the common and public schools of the State and apportioned in such manner as the Legislature shall provide.

3. The general control and supervision of the public school system shall be vested in a State Board of Education, the members of which shall be elected as provided by law.

4. The superintendent of Public Education was to be elected at the general election. (This was amended in 1950 to have the State Board appoint the State Superintendent of Public Instruction.)³

The county education system was a mass of fifty-five small schools scattered throughout the county. Twenty-one


²Thomas. p. 148.

of them were primary schools, (grade one to four), fourteen were grammar schools (grades five to eight), and twenty were a mixture of the two. No high school training was available at the time in Cache County.\(^1\) All of these schools were one-room, one-teacher establishments with most of them equipped with only the bare necessities for instruction. Several of the larger towns in the county, such as Richmond, Lewiston, Smithfield, Hyrum, and Wellsville had a number of these small buildings scattered throughout the community which made them more accessible to the children. In each community, the schools were under the direction of a board of trustees, whose duty it was to see that the children in each of the communities were offered adequate education.\(^2\)

The number of children of school age (six to eighteen) in the county in 1896 was as large as it was in 1959. However, during this early period, many school age children failed to attend school, the number graduating from the eighth grade being almost negligible. Of the forty-six hundred school age children residing in Cache County in 1896, four hundred pupils did not attend even one day of school a year. Many other pupils enrolled in a school at the beginning of the year, but attended very little or not at all the remainder of the year. Superintendent Oldham


\(^2\)Ibid., Chart.
reported that but 50 per cent of the school population in Cache County was actually attending school.¹

The duties of the Cache County school trustees

The school law of 1896 gave to the board of trustees of a district the general charge and management of the schools of the district with the care, custody, and control of all property. It was empowered to erect school buildings (when so directed by the voters of the districts), to set out and properly protect shade trees on school grounds, to make all necessary repairs to schoolhouses and outbuildings, to furnish fuel and all necessary furniture, maps, charts, apparatus and reference books, to establish and support school libraries, to supply pupils with textbooks, to arrange all matters pertaining to admission of pupils from other districts and make all rules for the assignment and distribution of pupils among the schools in the district. The trustees selected and employed teachers and cooperated with them in the government and discipline of the schools, took a census of school children, kept a journal of the proceedings of its meetings, the amount of money received and paid out, and performed many other duties requiring good business training as well as educational qualification and experience on the part of the trustees.²

¹Ibid.
The inadequacies of the trustees system

The pay for trustees was so small that the office was not sought after and fell often to anyone who would take it. Because of political methods used the strongest man or woman won regardless of qualifications for the office.¹

Some of the trustees exercised a great deal more authority than others and seldom bothered to consult the county superintendent.² None but certified teachers should have been employed. The teachers' names should have been presented to the county superintendent for his objections, if he had any, before final action was taken on their employment.³ Fifty-five teachers were employed in 1896, but only forty had been employed on the recommendation of the superintendent. The other fifteen had been hired by trustees independently. Ninety-five per cent of the teachers were certified to teach. This led the county superintendent to report to the state superintendent that the best available teachers were employed in Cache County.⁴

Many trustees congratulated themselves on saving school funds. They hired a teacher on the same basis as a farm hand, so many hours work for so much money. Superintendent

¹Ibid., p. 18.
⁴Ibid., Document I, 1896. p. 69.
Oldham reprimanded some of the trustees for bargaining with teachers to get their services at the lowest possible price and without consideration of the quality of work to be done. Many trustees did not even bother to make a written contract with the teachers but just made a verbal agreement. Some trustees closed a school when the attendance began to diminish, saying the teacher was not earning her salary.\(^1\)

Often when trustees met to consider the matter of employing a teacher, one would remark to the other, "by the way Brother . . . you have a daughter that can teacher, let us give her the situation, you know we believe in home industry," and so a place was made for the relatives of the trustees regardless of the needs of the school or the qualifications of the teacher.\(^2\)

State Superintendent Park made known at this early time that he did not approve of the way the trustees were handling school affairs in the various counties of the state, Cache County included. He stated, "Many trustees know almost nothing about the nature of the material they have to purchase, the qualifications of teachers, the erecting of school buildings, much less have any idea of the general problem of school economy." He proposed that counties be made the units of taxation, supervision, and administration. Abolish the small districts, locate responsibility more definitely, and place

\(^1\)Ibid., Document 3, 1899-1900, p. 18-19.

\(^2\)Ibid.
the schools upon a sound, economic basis. 

**Early county superintendents not concerned with consolidation of schools**

Superintendent Oldham served as Cache County Superintendent while Utah was suing for and was granted statehood. W. G. Raymond, a teacher at Wellsville, replaced Mr. Oldham in 1898. Both of these men followed similar patterns of organization and administration of the county schools. Most of their time was spent with records, hiring of teachers, and a constant attempt to improve the educational offering of the county. No actual school consolidation or reorganization occurred during the terms of these two superintendents. 

G. M. Thomson, a Richmond teacher, became superintendent after Mr. Raymond. His duties coincided very closely with those of his predecessors, though he did make one change, he divided the Cove district and made the Mountain Home district from it.

**Early county finances inadequate and mismanaged**

The matter of finances created a grave problem for some of the smaller and poorer districts. This was the case

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1 Ibid., Document 2, 1897-1898, p. 11.

2 Minutes of the Superintendents of Cache County. 1897-1908. Located in the home of Mrs. Leona McCarrey, Richmond, Utah. December, 1897.

3 Ibid., April 9, 1901.
throughout the entire state, as well as in Cache County. The
law of 1896 provided for three separate and distinct taxes
for the support of schools: a state tax, which was levied
at a uniform rate upon all the taxable property in the state;
a county tax, similarly levied upon all the taxable property
in the county; and a district tax levied upon the taxable
property in each district. The only legitimate purpose for
which the state and county funds could be used was the payment
of teachers, with which the state estimated the schools could
be maintained for ten months during each year, paying teachers
an average salary of $33.35 per month.¹

State Superintendent Park stated in his 1896 yearly report
that nineteen districts in Cache County were misusing funds,
that is, using state and county funds for such things as pay-
ment of bonds and for building purposes. Some of these same
trustees said they were unable to support their schools
creditably, to employ good teachers and to keep their schools
open the entire year, because of lack of funds. They had
spent the money that should have been used exclusively for the
payment of teachers for other purposes, which was against the
law.²

¹Reports of the Superintendent of Public Instruction of
the State of Utah. Document 1, 1896, p. 3-5.

²Ibid., p. 9.
Existing conditions leading toward consolidation in Cache County

Prior to the consolidation of the schools of Cache County and the formation of the Cache County School District, the county was a maze of small, independent districts. A district was formed to govern one or two schools, and each district had its own trustees to govern the affairs of that particular district.

J. L. McCarrey of Richmond became the Superintendent in 1905, following Mr. Thomson. Superintendent McCarrey had been a teacher and principal of the Richmond school.¹ It was under his leadership that many organizational changes occurred in the county. State Superintendent Park had recommended to the three previous county superintendents that some sort of school consolidation should be considered to prevent so much waste of school funds.² Superintendent McCarrey accepted this recommendation and made plans for future organizational changes. He moved the office of the superintendent to the Cache County Court House in 1905, where it has been housed ever since.³ He felt the quality of instruction could be elevated with the hiring of a supervisory staff in the county. He made frequent requests to the county commissioners for art,

¹McCarrey, Leona R. Richmond, Utah, October 10, 1963. Personal interview.
²Reports of the Superintendent of Public Instruction of the State of Utah. Document 2, 1897-1898, p. 11.
³Minutes of the Superintendents of Cache County. January 11, 1905.
manual, music, and primary supervisors. Available records do not indicate if these requests were granted at that time.

Summary

Utah entered the union in 1896, and with this entrance, a state superintendent and state school board were selected. These new offices relieved the county superintendents of some of their duties. Teacher certification was a major duty delegated to the state office.

Utah's educational background has been linked very closely with that of the Mormon Church, but this close relationship was discontinued at the time of statehood. Private schools continued in the county after statehood but their importance diminished.

Other changes which came with statehood were the Compulsory Attendance Law and the Free Textbook Law. Both were very important laws and were enacted to increase school attendance.

In 1896, Cache County contained fifty-five small schools, all one teacher schools. A board of trustees governed the educational affairs of each district or community. The trustees exercised a great amount of authority and power and often disregarded the recommendations of the county superintendent.

School finance caused a problem when State Superintendent

1Ibid., August 19, 1905.
Park reported that nineteen districts within the county were misusing funds, but the conditions were corrected.

Before the many county districts were consolidated, Cache ranked high in pupil population and low in teacher salaries. Numerous school buildings were constructed, and the educational offerings were increased.

The territory of Utah had 177 school districts in 17 counties by 1856, and 20 of these districts were in Cache County. Through the years several important laws were passed by the legislature which tended the change in the organization of the schools and bring about consolidation. In 1880 the territorial assembly passed an act stating that the county courts were empowered to change the boundaries of school districts, or consolidate two or more into one, if the public needs required. Not only did the courts have permission to consolidate districts within the county, but the acts did not give their power to consolidate districts in adjacent counties by the mutual agreement of the county courts of such counties.¹

The number of school districts within the state tended to decrease each year prior to Utah's statehood. Utah had 60 counties with 400 schools in 1894.² The territorial superintendent's reports for many years depict serious problems that existed because of the small district plan of organization and the low attitude of the trustees in performing their

¹Ibid., p. 211;
²Ibid., p. 203.
Early school consolidation movements in Utah

The Territory of Utah had 179 school districts in 17 counties by 1865, and 20 of those districts were in Cache County. Through the years several important laws were passed by the legislature which tended the change in the organizational pattern of the schools and bring about consolidation. In 1866, the Territorial Assembly passed an act stating that the county courts were empowered to change the boundaries of school districts, or consolidate two or more into one, if the public good required. Not only did the courts have permission to consolidate districts within the counties, but the same act gave them power to consolidate districts in adjacent counties by the mutual agreement of the county courts of such counties.¹

The number of school districts within the state tended to increase each year prior to Utah's statehood. Utah had 344 districts with 460 schools in 1888.² The territorial superintendent's reports for many years depict certain problems that existed because of the small district plan of organization and the poor attitude of the trustees in performing their

¹Moffitt, p. 211.
²Ibid., p. 203.
educational duty. The inadequacy of the large number of small districts, particularly in the larger centers was known for many years preceding consolidation, and a few of the school districts were consolidated during the 1880's for the purpose of securing graded schools with associated advantages.¹

A school committee was appointed in Logan in 1872 and was given instructions to draft an ordinance that would organize Logan City into one school district. Thus Logan, because of its early beginning, was able to avoid many of the problems common to the small districts that emerged elsewhere in the state.²

Consolidation is by no means a new or recent term in education; for even in 1896 many Utah educators were talking in favor of consolidation and extolling its virtues to the people. It was generally recognized at the time that general weaknesses existed throughout all school districts of the state. Superintendent Van Colt of the Salt Lake County Schools reported some of the common failures of Utah Schools in 1896.

1. Failure to operate ten months, with a balance of money on hand at the end of the year.
2. Not all children in a county enjoy the same educational advantages.
3. District boundaries prevent some pupils from attending the nearest school.
4. High schools are needed.
5. Hiring the lowest bidding teacher instead of consulting the county superintendent in regard to hiring.

¹Ibid., p. 204.
²Ibid., p. 209.
He also stated that consolidation would lend more strength, better buildings, better furniture and apparatus.¹

State Superintendent Park stated in 1896 that the small district system was too limited in territory. The pupil population was so small the chances for graduating many students was very slight, and the small district had proven a failure in Utah. Each one of the small districts was too independent of the others.²

One by one the territorial superintendents urged increased consolidation of schools, noting the advantages that would come to the children of the state if such an organization could replace the small district pattern.³ Each year the state superintendent made a report to the state governor, and every year from 1896 through 1907 a recommendation was made to consolidate the small districts in a county into one unified system, under the direction of a county superintendent and a board of education.⁴

State Superintendent Park summarized the advantages of the county plan as follows:

1. The county system would secure just as many schools as the necessities of the community demand, each being an integral part of the one central organization, and at the same time would

¹Reports of the Superintendent of Public Instruction of the State of Utah. Document 1, 1896, p. 15.

²Ibid., p. 24-25.

³Moffitt, p. 205.

meet the wants of the particular locality in which it is placed.

2. It would dispense with a large number of school officers.

3. It would allow school officers a compensation for their services if necessary, as their number would be greatly reduced, and they would thus afford to spend time and labor in the interest of the schools.

4. It would establish a more uniform rate of taxation.

5. It would simplify the school law and it would thus be better understood and better executed.

6. It would furnish more uniform and equal advantages to every child and citizen.

7. It would allow a child to attend where his own interests would be best served.

8. It would prevent strife about district lines.

9. It would diminish the aggregate expenditure for schools.

10. It would secure a more efficient system of school inspection and supervision.

11. It would secure permanency of supervision.

12. It would secure greater permanency of teachers.

13. It would secure a better class of teachers.

14. It would secure better compensation to competent teachers and less employment for incompetent ones.

15. It would secure better school houses and keep them in better repair.

16. It would secure better furniture, apparatus, and other school appliances, and secure a good public library for each county.

17. It would enable each county to establish a system of graded schools.

18. It would result in more uniform methods of teaching; hence greater progress would be made.

19. It would secure better records and more reliable statistics.

20. It would prevent nepotism, generally that is, it would secure employment of fewer nephews, sister-in-law, nieces, and objects of charity.

21. It would insure greater interest on the part of the community in each school.

22. It would unite all the school interests of the county and of the state towards one common end.

23. It would give aim and purpose to each school to every teacher and to every pupil.

24. It would encourage legitimate ambition and competition among the pupils of the same school and
among those of different schools.¹

Other arguments regarding consolidation: (1) The large differences in taxable wealth existing between districts. Those who favored consolidation noted the fact that children living in the poorer districts were educationally handicapped. Voters in wealthy districts, however, declared that it would be unfair and undemocratic to impose such debts on those who would need to bear the burden in case consolidation were to become a reality;² (2) The policies of the school boards varied from one school district to another. Some felt the principal purpose of consolidation was to eliminate the small school and in its place establish larger central and well-graded schools. This had been the common practice where boards had followed the recommendation of the state superintendent; (3) Other boards assumed that the principal advantage was to equalize the cost of the schools throughout the enlarged district but were opposed to the elimination of the ungraded one or two-teacher schools. This difference in attitude has been the cause of some strife from the time consolidation was initiated to the present, and many of the people have reluctantly surrendered the small neighborhood schools.³

¹Ibid., Document 1, 1896, p. 24-25.
²Moffitt, p. 220.
³Ibid., p. 222.
State legislation encouraging school consolidation

After the Territorial Assembly passed the act in 1866 which allowed the consolidation of districts, three other school laws were enacted. The first of these, the school law of 1890, did two important things for consolidation in Utah schools; first, it eliminated the small districts in the cities of the first and second class; and second, it created for the counties of the territory an example of the increased advantages resulting from the consolidation of several districts into one school unit sufficiently large to provide wider educational offerings with added efficiency and equality, and at less expense. The city school organization such as that in Logan City paved the way for the consolidation of school districts throughout the counties. ¹ A state law was enacted in 1905 which stated that each county, exclusive of cities, with a school population of more than 3000 was designated a county school district of the first class. These were placed on the same basis for consolidation as were the city school districts. Boards of education were elected and superintendents appointed. Another statute was approved in March 1915 that made consolidation mandatory for all counties within the state. ² The reaction to this statute was similar in the other counties to that in Cache. Many of the officials

²Ibid., p. 187.
of the small school districts were very reluctant to release their control. The small district that had been the common organization for administrative purposes for some 63 years was now legally eliminated.\(^1\) This same act required the county commissioners to designate the name by which the individual school district should be known.\(^2\) Utah's school districts were reduced from 344 districts to 40.\(^3\)

As the legislature passed laws encouraging or requiring consolidation of school districts, the legality of such laws were discussed and questioned. When state attorney generals have been asked to rule on the legality of consolidation they have emphasized the authority of the local boards of education in consolidating schools; and have also upheld the authority of the state board of education to sustain the local boards in this action. The state board of education not only has the authority, but the duty to support a local board in the consolidation or elimination of schools.\(^4\)

The achievement of county consolidation of schools in Utah was not an easy task for those who worked for it. Many of the local district trustees were vigorously opposed to any proposed plans of consolidation of districts primarily because it meant loss of prestige and loss of a small pittance of income

\(^1\)Ibid., p. 211.

\(^2\)Ibid., p. 222.

\(^3\)Ibid., p. 202.

\(^4\)Ibid., p. 223.
to them individually. Enmity became intense and considerable ill-will was created. In spite of the fact that Utah had many conditions conducive to consolidation that might not commonly exist in other states, it was an accomplishment that required courageous educational leadership for two generations.¹

Progress under the consolidated plan existed from the first year in the districts which initiated it. It was claimed that within a year supervision had greatly improved, teachers' tenure had entered a new status, better systems of grading were effected, local strife was eliminated, better apparatus and supplies were purchased, and many new and enlarged buildings were in the process of construction. School opportunities were more nearer equalized and the financial burdens of supporting the schools were placed upon a more equitable basis.²

Events and conditions leading to Cache County consolidation

The first local move toward the consolidation of the Cache County schools occurred in 1907 when County Superintendent McCarrey sent letters to the trustees in which he urged that the consolidation of the districts be considered.³

¹Ibid., p. 219.
²Ibid., p. 226.
The matter of consolidating the school districts of the county was freely and fully discussed in a regular institute of the Cache County teachers, on February 8, 1908. A decision was made at that time to have the county commissioners give a public hearing on the consolidation proposition sometime during the next 30 days at which arguments for and against consolidation would be discussed. It was also planned that, in the meantime, Superintendent J. L. McCarrey would call meetings of the several districts so questions could be discussed "at home."¹

Superintendent John W. Smith, of Salt Lake County schools, was the principal speaker at the teachers' meeting, although many others participated in the discussion. He stated he did not claim perfection for the consolidation system, but it was a vast improvement over the old way of conducting school affairs. He stated as a fundamental rule "That every child should have equal educational opportunities, and that property should be uniformly taxed to provide it. This condition is impossible under the system now prevailing in Cache County."²

It was revealed that a given tax in Cache County would give vastly different results in different parts of the county. The poorest districts, with the smallest amount of property to assess, would furnish $3.90 for each child in the district with this tax. A richer district would furnish $42.00 for

¹Ibid., February 11, 1908.
²Ibid.
each child with the same tax. Superintendent Smith stated, "This is manifestly unjust."\(^1\)

Speaking of the advantages of the consolidated plan as was then in use in Salt Lake County, Superintendent Smith said,

We now have a uniform school year. Before consolidation, some districts had school for six months, some for seven, some for eight, others nine months. Now every school in the county opens on the same day in September and closes on the same day in June. Before consolidation forty of every one hundred children were not in school. Now we have 123 in school where there were but one hundred before, so it has helped in the matter of attendance.

It has resulted in a much better distribution of the work among the teachers. Before consolidation we had the teachers handling anywhere from twenty to eighty-five children in a class, and with eight grades; now we have an average of thirty-five pupils to a teacher and only two grades, so that it is possible for the instructor to do much better work. We have a uniform system that makes it a pleasure for the teachers to work in, in comparison with the old way. Inexperienced teachers are not allowed to supplement experienced ones; and as a result of this, we have plenty of teachers who want to work in our district. I understand they are scarce here; but in one district recently, we had one hundred and fifty-six applicants where there were but twenty places to fill.\(^2\)

Superintendent Smith continued presenting advantages that consolidation had effected in Salt Lake County. The meeting lasted some three hours, and it was evident he had left a strong impression upon those who heard him.\(^3\)

\(^1\)Ibid.

\(^2\)Ibid.

\(^3\)Ibid., February 18, 1908.
The opinions and views of the people were expressed more freely and openly after Superintendent Smith's meeting with the teachers. Superintendent McCarrey, with the aid of various consolidation supporters, traveled from town to town telling the people of the many advantages their children would receive if consolidation was put into effect. Interest in the issue grew rapidly. Some of the more disturbed opponents wrote the local paper to have them publish their personal opinions.\(^1\)

One such article was written by "A Trenton Chronic," who mentioned that Superintendent McCarrey had visited their town and handled the subject very well, but hadn't considered the issue from the "human" point of view. He attacked Superintendent McCarrey's statement "that fewer teachers would be required, and none but first class teachers would be employed," saying then that "six of every ten teachers must be considered second class by the board. And what of those poor girls, from poorer parents, who spent their last penny to get their education so as to be comforted in old age. We have worked hard to make our community a prosperous one, shall we divide now with our less enterprising neighbors? You now have the pleasure of having your children home at nights. Under consolidation, picture yourselves, parents, in the wintertime getting your children ready, with an early breakfast, to start a seven mile ride to school, and then see them coming home

\(^1\)Ibid.
after dark, cold and shivering, for supper."¹

Many similar opinions from Wellsville, Clarkston, Lewiston, and Providence appeared in the paper, all opposing the consolidation of the schools. In Lewiston, a debate on the issue took place at church one Sunday night, the bishop of the ward F. O. Nelson spoke in favor of the issue. The people voted him down, but told him they knew his integrity, understood his desire for educational progress, and did not question his ability and efficiency.²

School consolidation was a major topic of conversation among the people of Cache County during the month of February 1908. Each community held a meeting and delegates were selected to attend the future meeting called by the county commissioners, those delegates to represent and express the wants of their respective communities.³

The meeting called by the county commissioners was held at the Brigham Young College in Logan on March 1, 1908. The weather was bad, but most of the districts were represented. The delegates were very much interested in the issue and were easily aroused. Both sides took very positive positions. The majority of the delegates present opposed consolidation.⁴

¹Ibid.
²Ibid., February 29, 1908.
³Ibid.
⁴Ibid., March 3, 1908.
Superintendent Ashton of the Granite District opened the discussion and pointed out the advantages of consolidation as seen in his district, and he recommended consolidation to the people of Cache County. Mr. Hubbard, a member of the Board of Education from Box Elder spoke. He also was an ardent advocate of consolidation. These two men used up most of the time, causing the anti-consolidation group to complain, saying this gave the other side the advantage.1

A Mr. T. H. Cutler took the opposite side and delivered a very forceful talk, though he did not directly answer the consolidation argument. Former Superintendent Oldham made a brief talk giving the results of his experiences in education. He had investigated consolidation and believed it to be an improvement over the present system. He favored it and predicted its adoption by the county, "if not now, when they realize they are lagging behind those who are using it."2 A general discussion then followed which revealed two things;

1. Those districts who have a good thing in a school way want to hold on to it, and those that have not, desire a more equitable distribution of the county property between districts.

2. Human selfishness stood out more boldly than anything else, and the discussion was of little value to the County Commissioners who are face to face with the question of what should be done for the benefit of one or a few.3

1Ibid.
2Ibid.
3Ibid.
A vote was taken of the delegates after the discussion was over with results as shown in Table 1.¹

Table 1. The results of a vote taken of the delegates to determine if the school districts should consolidate

<table>
<thead>
<tr>
<th>Town</th>
<th>Against</th>
<th>For</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Smithfield</td>
<td>77</td>
<td>35</td>
</tr>
<tr>
<td>Clarkston</td>
<td>30</td>
<td>3</td>
</tr>
<tr>
<td>Newton</td>
<td>34</td>
<td>25</td>
</tr>
<tr>
<td>Mendon</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Wellsville</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Providence</td>
<td>majority</td>
<td></td>
</tr>
<tr>
<td>Hyrum</td>
<td>majority</td>
<td></td>
</tr>
<tr>
<td>Petersboro</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Greenville</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Trenton</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Cornish</td>
<td>29</td>
<td>2</td>
</tr>
<tr>
<td>Lewiston</td>
<td>51</td>
<td>1</td>
</tr>
<tr>
<td>Stephensen</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Richmond</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Cove</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Mt. Home</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Riverside</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Wheeler</td>
<td>14</td>
<td></td>
</tr>
<tr>
<td>Avon</td>
<td>all</td>
<td></td>
</tr>
<tr>
<td>Paradise</td>
<td>all</td>
<td></td>
</tr>
</tbody>
</table>

Districts with no delegates present

Hyde Park
College
Mt. Sterling
Millville
Benson

Commissioner Knowles a consolidationist took the floor after the voting was completed and told the people they had

¹Ibid.
two choices: First, he said, "To change the boundaries of the school districts so as to more equally distribute the school property; second, to consolidate." Mr. Knowles favored the latter choice. At the conclusion of the meeting, he stated, "The commissioners will take the whole matter under advisement for a time, but will act one way or the other within fifteen days." There was a general belief that the commissioners would vote to consolidate the district, though two commissioners hadn't committed themselves.¹

Superintendent McCarrey was working very hard to secure consolidation of the school districts of Cache County by the early part of 1908. He noted that 22 states of the Union had adopted the policy, while many counties in most of the states had consolidated their school districts into one. Superintendent McCarrey visited all the towns on the county with petitions urging the county commissioners to make one school district in the county. There was little sentiment favorable to the idea, but he hoped to present to the commissioners at their March meeting a number of petitions signed by a large number of progressive and influential men of the county. He felt certain that the commissioners were already converted to the advisability of consolidation; but as servants of the people, however, they desired a favorable opinion from the people before taking such a radical step.²

¹Ibid.
²Ibid., February 28, 1908.
The Cache County Commissioners prepared a statement explaining their attitude on consolidation the following week, March 7, 1908. They were convinced that something must be done, and they presented the following table (Table 2) showing the great inequality that existed in the various districts of the county.¹

Newton received more than twice as much money per capita with the same tax levy as Hyrum; Trenton more than three times as much as Smithfield; Benson nearly twice as much as Cove, Greenville two and one-fourth times as much as Paradise.²

We consider these conditions to be unjust to the taxpayer and school children of the county and intend to remedy school conditions with the county consolidated or changing the boundaries of the school district of the county.

A. M. Isrealson
J. C. Knowles
George Godfrey

Superintendent McCarrey then presented the following "Consolidation Benefits" to the people of the county, trying to show them the many advantages that could be achieved.

March 7, 1908
Saturday
CONSOLIDATION BENEFITS
As presented by Superintendent McCarrey by request of many people:
1. Better grading of schools, fewer grades per teacher.
2. Increase attendance from 10% to 50%.
3. More efficient supervision and instruction. Special supervision in music and drawing available for all schools.
4. School year longer and uniform.

¹Ibid., March 7, 1908.
²Ibid.
Table 2. Tax inequalities existing in the county prior to school consolidation

<table>
<thead>
<tr>
<th>School</th>
<th>School Pop.</th>
<th>Per capita valuation</th>
<th>Levy of 5 mills per child</th>
<th>Mills levied in six years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avon</td>
<td>63</td>
<td>1784</td>
<td>8.92</td>
<td>76.0</td>
</tr>
<tr>
<td>Benson</td>
<td>64</td>
<td>1847</td>
<td>9.23</td>
<td></td>
</tr>
<tr>
<td>Clarkston</td>
<td>190</td>
<td>1195</td>
<td>5.97</td>
<td>18.5</td>
</tr>
<tr>
<td>College</td>
<td>69</td>
<td>1093</td>
<td>7.96</td>
<td>55.5</td>
</tr>
<tr>
<td>Cove</td>
<td>76</td>
<td>1148</td>
<td>5.74</td>
<td></td>
</tr>
<tr>
<td>Greenville</td>
<td>103</td>
<td>1854</td>
<td>9.27</td>
<td></td>
</tr>
<tr>
<td>Hyde Park</td>
<td>213</td>
<td>852</td>
<td>4.22</td>
<td>73.0</td>
</tr>
<tr>
<td>Hyrum</td>
<td>632</td>
<td>659</td>
<td>3.32</td>
<td></td>
</tr>
<tr>
<td>Lewiston</td>
<td>215</td>
<td>2183</td>
<td>10.91</td>
<td></td>
</tr>
<tr>
<td>Mendon</td>
<td>156</td>
<td>1786</td>
<td>8.93</td>
<td>26.0</td>
</tr>
<tr>
<td>Millville</td>
<td>202</td>
<td>915</td>
<td>4.57</td>
<td></td>
</tr>
<tr>
<td>Mt. Home</td>
<td>51</td>
<td>913</td>
<td>4.56</td>
<td></td>
</tr>
<tr>
<td>Mt. Sterling</td>
<td>43</td>
<td>1728</td>
<td>8.66</td>
<td></td>
</tr>
<tr>
<td>Newton</td>
<td>177</td>
<td>1545</td>
<td>7.73</td>
<td></td>
</tr>
<tr>
<td>Paradise</td>
<td>237</td>
<td>824</td>
<td>4.11</td>
<td></td>
</tr>
<tr>
<td>Petersboro</td>
<td>59</td>
<td>8157</td>
<td>42.78</td>
<td></td>
</tr>
<tr>
<td>Providence</td>
<td>409</td>
<td>1197</td>
<td>6.00</td>
<td></td>
</tr>
<tr>
<td>Richmond</td>
<td>480</td>
<td>863</td>
<td>4.46</td>
<td>33.0</td>
</tr>
<tr>
<td>Riverside</td>
<td>87</td>
<td>1075</td>
<td>5.37</td>
<td></td>
</tr>
<tr>
<td>Smithfield</td>
<td>611</td>
<td>863</td>
<td>4.31</td>
<td>45.0</td>
</tr>
<tr>
<td>Stephenson</td>
<td>96</td>
<td>947</td>
<td>4.73</td>
<td></td>
</tr>
<tr>
<td>Trenton</td>
<td>101</td>
<td>2745</td>
<td>13.72</td>
<td>21.5</td>
</tr>
<tr>
<td>Wellsville</td>
<td>471</td>
<td>793</td>
<td>3.96</td>
<td>49.0</td>
</tr>
<tr>
<td>Wheeler</td>
<td>66</td>
<td>1396</td>
<td>6.67</td>
<td></td>
</tr>
<tr>
<td>Young</td>
<td>33</td>
<td>3054</td>
<td>15.22</td>
<td></td>
</tr>
</tbody>
</table>

County north of Logan, 1907:
Total assessed valuation $3,500,380
Total school population 2,566
Average per capita valuation 1,365

County south of Logan, 1907:
Total assessed valuation $2,335,550
Total school population 2,354
Average per capita valuation $992

<table>
<thead>
<tr>
<th>Town</th>
<th>School population</th>
<th>Taxable property</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mt. Home</td>
<td>51</td>
<td>46,597.00</td>
</tr>
<tr>
<td>Young</td>
<td>53</td>
<td>100,496.00</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Town</th>
<th>School population</th>
<th>Mill levy</th>
<th>Amount raised per child</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lewiston</td>
<td>251</td>
<td>5 mill</td>
<td>10.91</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>231</td>
<td>5 mill</td>
<td>4.22</td>
</tr>
</tbody>
</table>
5. Reduce number of school officers.
6. By reducing the number on the Board, it could meet monthly, and get better acquainted with school matters.
7. It would prevent so much relationship from entering into the matter of employing teachers. There would be fewer nephews, nieces, sister-in-laws, and objects of charity.
9. Standard of teachers raised, judged from ability as teachers and paid accordingly.
10. Child would get benefit of good graded schools. The farm as of old will become the ideal place to being up children. The pupils will get the advantages of graded schools and still spend their evenings and holiday time in contact with nature and plenty of work, instead of loafing about town.
11. More permanent school buildings, better lighting, heat, and ventilation.
12. School houses built to accommodate children in a district and not according to amount of taxable property in a district.
13. High schools will be established and still give students on the farm the opportunity to be at home evenings, away from temptations of city life.
14. "The line between the county-bred and the city-bred" would be blotted out. They would be studying the same books, competitors for the same honors, engaged in the same sports and positions.
15. It will afford broader companionship and culture that comes from associations, especially in small districts.
16. Hundreds of dollars will be saved in purchasing of school supplies, coal, and fuel. A much better grade of maps, charts, and other apparatus will be secured.
17. Several hundred dollars will be saved in interest paid on borrowing money.
18. School supplies will be handled more economically as a uniform system could be adopted for handling supplies. It would do away with the great variety of school supplies now in use.

Cache County school district is organized

On March 23, 1908, the superintendent presented the following recommendation to the county commissioners:

1Ibid., March 24, 1908.
I hereby recommend that the present School District of Cache County lying outside of the corporate limits of Logan City constitute one school district to be known as the Cache County School District.

Very respectfully,
J. L. McCarrey
County Superintendent
of Schools
Logan, Utah

After considering the recommendation, the Cache County schools were consolidated by the unanimous vote of the County Commissioners.¹

State Superintendent A. C. Nelsen, in a letter, endorsed consolidation, and a statement from the Honorable Elmer Brown, United States Commissioner for Education, stated, "The Utah consolidation provided the best system yet evolved."²

The county was divided into five precincts as follows:
1. Hyrum, Wellsville (part), Paradise, Avon;
2. College, Mt. Sterling, Providence, Wellsville (part);
3. Greenville, Hyde Park, Smithfield, Benson;
4. Lewiston, Mt. Home, Cove, Richmond, Wheeler; and
5. Clarkston, Mendon, Newton, Petersboro, Trenton.

The new Board of Education was agreed upon and seconded by the Commissioners as follows:
1. Samuel Oldham, Paradise
2. P. M. Maughan, Wellsville
3. Stephen Thurston, Hyde Park

¹Ibid., March 23, 1908.
²Ibid.
Formation of the Anti-Consolidation Society.

The Cache County Anti-Consolidation Society was formed within a week after the consolidation of the districts. This society intended "to fight to the last ditch in opposing the action of the County Commissioners." This permanent organization was formed to carry on the fight with Bishop William L. Winn of Smithfield at the head of it. The plan was to raise funds by contributions, employ lawyers, and fight the matter in the courts. If the litigation were unsuccessful, the society planned to prolong the argument until the next election when a new set of commissioners might be elected who would be favorable to a reconsideration.²

A meeting of the Anti-Consolidation Society was held on April 1, 1908, with delegates from 16 precincts present. The Herald Journal of that date stated that "A great deal of intemperate speech took place, and it was plainly evident that the speakers were keyed up to a high pitch." The groups resented the commissioners asking their opinions, then ignoring them, thus "likening their conditions to those prevailing in Russia and other despotisms."³

¹Ibid.
²Ibid., April 2, 1908.
³Ibid.
Mr. Heber Parker of Wellsville gave the first talk. He mentioned that if the people had voted for consolidation, he would abide by their verdict, but as they voted against it, he resented having it forced on him. He charged that the county school officials were responsible for all the trouble and announced his readiness "to put up money to show the commissioners something."\(^1\)

Frank Price of Cornish spoke and characterized consolidation as an "eternal fraud," and denounced the commissioners as dishonest men. They had been unfair and had imparted "bloodsucking office seekers" to advance the consolidation cause. He further stated that "one might as well expect highwaymen to inform against themselves as for these commissioners to give the other side of the case." He also accused the commissioners of offering an increase in salary to them.\(^2\)

Bishop Winn of Smithfield spoke, denouncing the commissioners and proclaiming his belief "that riding them on a rail would be showing them too much consideration." He urged those present "to vent your ill will and spite upon the local newspapers that advocated consolidation." A permanent organization was set up with William L. Winn of Smithfield as Chairman, J. B. Jardine of Clarkston as Treasurer, and E. R. Miles of Smithfield as Secretary. A committee of 18 members

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\(^1\)Ibid.

\(^2\)Ibid.
was appointed to work with them.\(^1\)

Problems created by opposition to consolidation

The opposition to consolidation was busy formulating their plan of attack when the new board of education held their first meeting on April 1, 1908, in Logan.\(^2\) Member Oldham acted as Chairman, and member Harris as the Secretary. Member Oldham stated, "Consolidation of the county schools was the correct move, and harmony will now prevail among the board members. Careful, firm, conservative action on our part cannot help but advance the schools of this county."\(^3\)

Superintendent McCarrey referred to the state law, explaining the duties of the county board of education, and also pleading with the members to consider some of the promises that had been made in regard to county consolidation. He recommended that interest be paid on the daily bank balances of the school funds and that religion and politics be entirely eliminated from the actions of the board. The superintendent himself was to act as the clerk and the treasurer pro-tempore. He was to contact the trustees of the now dissolved districts and see that they made all payments to the teachers and janitors up to April 6, 1908. The trustees were to send in

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\(^1\)Ibid.

\(^2\)Ibid.

\(^3\)Minutes of the Cache County School Board. 1908-1963. Located in the Office of the Cache County Board of Education, Cache County Court House, Logan, Utah. April 1, 1908.
reports on the financial conditions of their various districts by May 1, 1908, and to send to the county board an inventory of all school property.\(^1\)

Superintendent McCarrey issued a letter to all ex-trustees officially advising them of the creation of the Cache County School District and of the abolition of the existing school districts in Cache County (outside of Logan) as of the twenty-third of March, 1908. The letter further forbid the trustees to make contracts, or do any manner of things except when expressly authorized to do so by the new board.\(^2\)

The ex-trustees were to call a meeting of the taxpayers in their district, show their financial statement and inventory, and then allow the taxpayers to determine the amount of compensation to be allowed the ex-trustees for their services.\(^3\)

The local banks were contacted by Superintendent McCarrey, and explained to them that the new board of education would pay all of the outstanding bills of the defunct districts. Edwin Miles was appointed the first clerk of the Board of Cache County. A mill levy of 7 mills was made; 5 for general maintenance, one-half for interest on bonds and for the sinking fund, and one and one-half for the purchase of sites and the erection of buildings.\(^4\)

\(^1\)Ibid.

\(^2\)Ibid.

\(^3\)Ibid.

\(^4\)Ibid., April 21, 1908.
There was considerable talk about the valley of electing a new board of commissioners the next fall who would abolish the school consolidation action. The commissioners themselves were uncertain regarding the legality of such a move, so the county attorney was contacted. He in turn quoted the law as saying that commissioners had no power to change or abolish school districts. Here developed a question. The present commissioners said that this would prohibit any future commissioners from changing the district as they had it presently organized. The anti-consolidationists on the other hand wanted to know, then, by what legal power and authority the present consolidation change had been made.\(^1\)

The board contacted the attorney-at-law firm of Richards, Rolapp, and Pratt of Salt Lake City to secure their services to defend the board in the impending litigation. This firm stated that everything looked favorable for the cause of consolidation, as a similar case had already been successful in Weber County.\(^2\)

Bishop Winn, Chairman of the Anti-Consolidation forces, contacted the board in May, 1908 and stated that as far as he was concerned, the fight against consolidation was over and that he had personally notified the districts of his decision. Bishop Winn explained that the funds with which to prosecute had not been forthcoming, and he had notified the trustees that having no funds, the fight had to be abandoned. At the

\(^1\)The Herald Journal, April 18, 1908.

\(^2\)Ibid.
time of Bishop Winn's "surrender," a majority (14) of the districts had turned over their property and given control to the county board.¹

The board's victory was short lived, however, 6 days later a meeting was held in Logan with representatives from nearly every precinct, and the Anti-Consolidation group was reorganized. Samuel Wiser of Lewiston was elected as the new Chairman and Frank Price of Cornish, Vice-Chairman.² During the course of this meeting, it was decided by unanimous vote to resist consolidation by all legitimate means. The group's attorneys were instructed to bring the matter into court. Ample funds were now available because over $300 had been collected in a few minutes the day before. All trustees who had not turned over their property were requested not to do so. Thus, the fight was still on.³

The commissioners publicly defended their decision after considerable agitation from the opposition. The commissioners stated that the people were saying that they invited a vote regarding consolidation, and that they would be bound by the vote. This, however, was contrary to the facts. They were accused of "calling but one meeting, and allowing little time for the expression of the will of the people." In their defense the commissioners said that the state law provided

¹Ibid., May 14, 1908.
²Ibid.
³Ibid., May 19, 1908.
the basis for their actions. They felt it was their duty to see that every child in Cache County had equal educational advantages and that tax monies were justly distributed throughout the county.\(^1\)

The advice of many legal authorities were received; among these was state Attorney General M. A. Breedon. It was his opinion the only way to secure equal benefits from taxation was to consolidate.\(^2\)

The commissioner's defense was in turn attacked by the opposition to consolidation who challenged the above ideas and claimed that a great injustice to the people was being done. They presented the following petition to them with some 1,243 signatures:

1. The change is most revolutionary.
2. You forget your responsibility to the people, whose servants you are, thus three men are disregarding the wishes of a large majority of the people.
3. If you don't reconsider your actions and replace the schools in the hands of the people where they belong, we believe your successors will.
4. Any further attempts by you to carry your threatened purposes will only complicate matters and increase the heavy burden of responsibility which you have already taken upon yourselves.
5. We request you reconsider the order in favor of consolidation and that unless a majority of the people consent, that the order be revoked.\(^3\)

\(^1\)Ibid.

\(^2\)Ibid.

\(^3\)Ibid., May 23, 1908.
The case apparently never went to trial as there is no record of it in the Cache County Clerk's Office. The Anti-Consolidation Society remained organized for more than a year, though their activities were very limited. Consolidation was well established by the beginning of the new school year in September, 1908.1

Results of consolidation

It is difficult to determine which changes that occurred after consolidation were a direct result of consolidation or a result of other developments. However, within a year after consolidation was put into effect, the following changes had occurred:

1. The number of school promotions increased by 18%.
2. The number of demotions and retentions decreased 24%.
3. Per capita expense for education decreased 46%.
4. Enrollment in private schools decreased 77%.
5. The number of schools operated decreased 20%.
6. Public school enrollment increased 6%.
7. The average number of days of school held increased 20 days.
8. Teacher average salaries increased $6.14, per month.2

First elected school board
upholds consolidation

The 5 board members who had been appointed by the

1Ibid., September 20, 1908.
2Ibid., July 11, 1909.
commissioners, were scheduled to run in the public election for the office of board members in the fall of 1908. The election results were reviewed on the seventh of December, 1908 revealing that all incumbent board members had been defeated except for C. Z. Harris of Richmond who had not sought re-election. The new board, the first to be elected by the public, consisted of Charles Peterson, John Leatham, Sylvester Law, G. A. Hogan, and John Griffen.¹

The newly elected board held its first meeting on January 5, 1909, at which Sylvester Law was elected President, and member Griffen Vice-President.² John Anderson of Lewiston was selected as the Treasurer.³

The new board, however, did not revoke consolidation as some people had expected. Cache County became one of the few counties in the state which had consolidated its schools. Seven of the then 27 counties of the state were consolidated by 1912. These counties were Cache, Box Elder, Weber, Morgan, Davis, Salt Lake, and Sevier. It was reported by the State Superintendent that these counties had overcome many of the problems which existed in the other counties of the state.⁴

Superintendent McCarrey made it known to the board that he had decided not to remain as superintendent for another

¹Minutes of the Cache County School Board. December 7, 1908.
²Ibid., January 5, 1909.
³Ibid., January 23, 1909.
⁴Moffitt, p. 214.
two year term; the board then instructed the clerk to write to the State Superintendent and request his recommendations in the choice of a new county superintendent. Three nominees were presented to the board in June; C. J. Olsen of Hyrum, R. V. Larsen of Smithfield, and G. M. Thomson of Richmond. R. V. Larsen was elected on the second ballot.

The board presented the following resolution to J. L. McCarrey in July of 1909:

Resolved: That the Board of Education of the Cache County School District commend the work of J. L. McCarrey as Superintendent of the Public Schools of Cache County, for his untiring efforts in promoting and advancing the schools towards a high standard of excellence; and for substantial assistance given to the Board of Education in its work.

In his retiring from this position, our best wishes go with him for his future success and happiness.

Summary

The Territory of Utah included over 300 school districts but as statehood was achieved in 1896 the tendency has been toward consolidation and the number of districts has decreased until there are presently forty city and county school districts throughout the state. The city districts tended to consolidate faster than the counties.

1Minutes of the Cache County School Board. May 8, 1909.

2Ibid., June 5, 1909.

3Ibid., July 5, 1909.
Many weaknesses of the Utah educational system were attributed to the small school districts. Many educational leaders from the cities encouraged the citizens of the counties to adopt consolidation and share with them the many benefits of larger school units. An extensive transportation system was developed in the state as more consolidation occurred.

Cache County Superintendent McCarrey urged the trustees of the county to consolidate into one school district in 1907. This recommendation was based on the theory that all children of the county should have equal educational opportunities and that property should be equally taxed. Public meetings were conducted to give the citizens an opportunity to express their views to the county commissioners. The commissioners were the group to officially decide if consolidation would take place. In March, 1908 the Cache County School District was officially organized and 5 board members were appointed by the commissioners to serve until the next general election.

The Anti-Consolidation Society was formed to oppose the action of the county commissioners. It was their opinion that most of the county voters were against the consolidation move. The society planned to fight the matter in court, and if unsuccessful, to prolong the issue until a new set of commissioners might reverse the decision. Some of the trustees of the defunct districts refused to relinquish school property and records to the new school district officials.
In December, 1908 a new group of school board members were elected in the first public school election. No incumbent members were returned to office. The consolidation move was never revoked either by the new school board or by subsequent county commissioners. Cache County was one of 7 counties which had consolidated its schools by 1912.
THE DEVELOPMENT OF CACHE COUNTY HIGH SCHOOLS

Senior high school development in Utah

High schools in Utah have developed almost entirely during the twentieth century. The few in existence in the early history of the state were privately sponsored with the Mormon Church and other religious denominations largely controlling all secondary education beyond the very elementary level.\(^1\) Growth in high school and high school attendance in Utah was slow and of little consequence until after 1900. Only 68 pupils completed high school in the state in 1898. High schools in the rural areas were practically nonexistent before 1900. In 1901 only 15 pupils were graduated, exclusive of cities; and high schools were operated in only 2 counties.\(^2\)

The small population in Utah before 1900, together with the handicap of the small school district, presented seemingly insurmountable problems for organizing an effective high school program. Educational leaders both in Utah and the nation as a whole, however, recognized the existing need for more than a common school education; and the high school movement was developing rapidly throughout the United States by the turn of the century.\(^3\)

\(^{1}\)Moffitt, p. 215.

\(^{2}\)Ibid., p. 215-216.

The Utah Territorial Assembly passed a school law as early as 1892 that gave the trustees of any school district with a population in excess of 1500 persons the right to establish and maintain a high school to instruct pupils in higher branches of education than those usually offered in the district schools. Permission was also given to unite two or more counties for high school purposes should the population not be sufficient within any one county.1

High schools were first organized in the larger cities of Utah mainly because high schools had to be in a sufficiently populous area to have enough grammar school graduates to feed into them. Thus, there were but 5 regular high schools in the entire state by 1908. Several districts were offering from one to three years of school work beyond the eighth grade; but even then, there were but 210 pupils engaged in high school work in the state outside of Salt Lake City and Ogden.2 Those pupils desiring further education in Cache County had been enrolling either at the Agricultural College or the Brigham Young College in Logan. A student could receive both his high school and college training at these two institutions.3

The Utah State Department of Education initiated a public high school campaign in 1909 to popularize the benefits of

a high school education to the people of the state. The institutions of higher learning aided in this program and sent speakers to areas of the state wherever the organization of a high school seemed feasible. The public was encouraged to move forward with the high school movement even though the financial burden might seem heavy.¹

The county school districts of Utah gained the same advantage as the cities when they consolidated the small school districts. There were 5 counties of the state which had consolidated by 1909: Salt Lake, Cache, Box Elder, Morgan and Weber. The state superintendent urged these counties together with the larger cities of the state to further increase their high school offerings.²

Consolidation of districts for high school purposes in Utah prior to the development of the county district system was one of the major phases of the greater problem of consolidation for school administration. The state law of 1915 established the boundaries of high school districts which still remain. The county became the educational unit or organizational base and the high school districts became co-terminous with the elementary or common school districts.³ This movement encouraged the people to establish high schools at central areas creating an enlarged community center. Eventually pupils

²Ibid., p. 23.
³Moffitt, p. 219.
attending such schools influenced the thinking of their parents more favorably toward larger school attendance units.\(^1\)

**Early Cache County high schools**

In the early years the term high school indicated that some work was being offered beyond the eighth grade level. The 3 high schools in Cache County in 1905 were located at Hyrum, Richmond, and Smithfield, which offered tenth to twelfth grade work and were among 32 such high schools throughout the state that offered advanced courses. Two other Cache County high schools, located at Wellsville and Lewiston, were offering ninth grade work with only 7 other such schools existing in the state.\(^2\)

Cache County enrolled approximately 97 high school pupils in 1911, and the county received its first state aid for high schools, $2,000. As Cache County had already begun to receive state funds, it was required to meet the following requirements:

1. Each high school had to provide for adequate equipment for the courses offered.
2. The schools had to be maintained at least thirty six weeks per year, including holidays.
3. Each school had to give at least two years of work as set forth in the prescribed course of study.
4. The schools offering four year courses required of the students at least fifteen units of credit for graduation.
5. All students had to carry three units per year with passing grades.

\(^1\)Ibid.

6. Teachers had to have State High School Certificates issued by the Utah State Board of Education.

7. To be eligible to enter a high school, each student had to give satisfactory evidence of completing a standard elementary education.¹

Very few regulations were imposed on the high schools by the State Board of Education. Only one subject, English, was required for every high school pupil. However, accredited schools were required to offer courses in languages, literature, mathematics, science, history, sociology, art, and industry. It was felt by the State Board of Education that "the prescribed curriculum pointed out both the ways and means for aiding in the development of a high type of manhood and womanhood."²

Inadequate finances necessitates bonding

High school buildings and facilities were very inadequate in 1910, as were many elementary schools, and the funds from the state were not sufficient for the support of high schools. The increase of school population and the desire of the board to improve conditions caused an attempt to push through a bond election to provide funds for more adequate facilities.³ A bond election was scheduled for March 28, 1910 in an attempt to gain permission from the qualified voters of the county for

²Ibid., p. 77-78.
³Minutes of the Cache County School Board. November 6, 1909.
$150,000 for needed school houses and facilities in the county.\(^1\)

The bond election was conducted as scheduled with results as shown in Table 3.\(^2\)

**Table 3. Results of bond election conducted March 28, 1910**

<table>
<thead>
<tr>
<th>Town</th>
<th>For</th>
<th>Against</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greenville</td>
<td>1</td>
<td>29</td>
</tr>
<tr>
<td>Smithfield</td>
<td>153</td>
<td>19</td>
</tr>
<tr>
<td>Hyrum</td>
<td>64</td>
<td>66</td>
</tr>
<tr>
<td>Mt. Sterling</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Wellsville</td>
<td>105</td>
<td>30</td>
</tr>
<tr>
<td>Paradise</td>
<td>67</td>
<td>6</td>
</tr>
<tr>
<td>Clarkston</td>
<td>13</td>
<td>40</td>
</tr>
<tr>
<td>Mendon</td>
<td>0</td>
<td>71</td>
</tr>
<tr>
<td>Trenton</td>
<td>16</td>
<td>5</td>
</tr>
<tr>
<td>Providence</td>
<td>2</td>
<td>48</td>
</tr>
<tr>
<td>College-Young</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>Benson</td>
<td>3</td>
<td>20</td>
</tr>
<tr>
<td>Newton</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Willville</td>
<td>3</td>
<td>60</td>
</tr>
<tr>
<td>Stephenson-Wheeler</td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td>Avon</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>Lewiston</td>
<td>12</td>
<td>27</td>
</tr>
<tr>
<td>Cove</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td>Richmond</td>
<td>28</td>
<td>47</td>
</tr>
<tr>
<td>Petersboro</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>3</td>
<td>86</td>
</tr>
<tr>
<td>Mt. Home</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>509</td>
<td>645</td>
</tr>
</tbody>
</table>

The bond was voted down, but the need for money still existed. The board then decided to conduct another election

\(^1\)Ibid., March 8, 1910.

\(^2\)Ibid., April 2, 1910
one year later, having no other solution to their financial problem. ¹

The following question was put before the public to be voted upon in April, 1911: "Shall the Board of Education of Cache County be empowered to issue and sell 4 ½ per cent building bonds to the amount of $150,000 for the purpose of purchasing school sites and building school houses and supplying the same with the furniture and necessary apparatus in the school district, the bonds to be payable 20 years from the date of issue."²

The results were as shown in Table 4.³

The bond passed by a majority vote and money became available to build buildings and equip schools. Little of the money from the new bond election was spent, however, for improving the high schools. A major reason for this was that few students were enrolled in the 5 high schools (Lewiston, Richmond, Smithfield, Hyrum, Wellsville), and many considered the programs at these schools as mere extensions of the eighth grade than a regular high school curriculum. Therefore, most of the money went to the elementary schools. However, the Richmond high school building was constructed with these funds.⁴

¹Ibid., April 14, 1911.
²Ibid.
³Ibid.
⁴Ibid., March 30, 1912.
Table 4. Results of bond election conducted April 11, 1911

<table>
<thead>
<tr>
<th>Town</th>
<th>For</th>
<th>Against</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hyrum</td>
<td>96</td>
<td>18</td>
</tr>
<tr>
<td>Paradise</td>
<td>70</td>
<td>12</td>
</tr>
<tr>
<td>Avon</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>Millville</td>
<td>13</td>
<td>45</td>
</tr>
<tr>
<td>Wellsville</td>
<td>61</td>
<td>32</td>
</tr>
<tr>
<td>Providence</td>
<td>13</td>
<td>41</td>
</tr>
<tr>
<td>College-Young</td>
<td>4</td>
<td>18</td>
</tr>
<tr>
<td>Mt. Sterling</td>
<td>8</td>
<td>2</td>
</tr>
<tr>
<td>Smithfield</td>
<td>177</td>
<td>10</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>5</td>
<td>70</td>
</tr>
<tr>
<td>Greenville</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td>Benson-Riverside</td>
<td>4</td>
<td>20</td>
</tr>
<tr>
<td>Richmond</td>
<td>47</td>
<td>17</td>
</tr>
<tr>
<td>Lewiston</td>
<td>16</td>
<td>24</td>
</tr>
<tr>
<td>Cove</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>Mt. Home</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Stephenson-Wheeler</td>
<td>17</td>
<td>12</td>
</tr>
<tr>
<td>Newton</td>
<td>12</td>
<td>2</td>
</tr>
<tr>
<td>Clarkston</td>
<td>26</td>
<td>10</td>
</tr>
<tr>
<td>Mendon</td>
<td>0</td>
<td>71</td>
</tr>
<tr>
<td>Trenton-Cornish</td>
<td>15</td>
<td>3</td>
</tr>
<tr>
<td>Petersboro</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>330</td>
<td>278</td>
</tr>
</tbody>
</table>

The new building was a two-story, eight-room high school. C. H. Anderson was appointed principal of the school and a four-year program was begun in 1912.¹

Small high schools proved inefficient

In 1913 the state superintendent reported that the curriculum of many of the smaller high schools of the state was found to be in an unsatisfactory condition, especially in those offering 2 or 3 year courses. These were still

¹Ibid., March 2, 1912.
relatively new schools and had not settled down to thorough work as yet. The apparent reason for inefficiency, however, was the small enrollment of students, which made it impossible to offer an adequate program and hire excellent teachers. Many of the smaller schools, with enrollments under 50, were regarded merely as additions to the elementary grades and thus lacked both the dignity and enthusiastic support that should have characterized the high schools. Many teachers were required to teach subjects they did not like and were not prepared to teach. Many classes were taught when there was an insufficient number of pupils to justify the class.¹

This emphasized the fact that the state office felt there was a minimum number of students required to constitute an effective high school unit, below which neither economical operation nor effective study could be accomplished. The state office estimated that the two year high schools should have enrollments of approximately 100 pupils, and the 4 year high schools 500 pupils. It was deemed unnecessary to encourage the establishment of many small high schools that could not reach reasonable enrollment figures. Schools were to be established in natural centers where the attendance was or would be sufficient to insure economical maintenance of the school and effective work by the students.²

¹Reports of the Superintendent of Public Instruction of the State of Utah. Document 10, 1913-1914. p. 75-76.
²Ibid.
Cache County consolidation plans

The state recommended larger high schools separate from the elementary schools; and the Cache County School Board decided in 1913 that if at all possible, the 5 high schools of the county should be consolidated into 2 central high schools, 1 at the south end of the valley, and 1 in the north end. Richmond and Hyrum were selected as the future sites of the new high schools. These two communities were selected because of their central location.¹

Superintendent R. V. Larsen and Board Member Sylvester Low went to Salt Lake City to attend a meeting of the representatives of the consolidated districts of the state. This meeting was called for the purpose of considering legislation relating to schools to recommend to the next session of the state legislature. Among the reforms the Cache members wanted was a law allowing a consolidated district to combine with a district of the second-class city for the purpose of building a new high school. The existing law prohibited Logan City from joining the county district to erect a unified high school, and the delegates wanted to secure the passage of a law that would allow such a combination.² The delegates had two possible plans in mind, either two high schools in the two ends of the valley, or possibly one large high school in

¹Minutes of the Cache County School Board. February 8, 1913.
Logan, for all high school students in Logan City and Cache County.¹

The state superintendent was aware that Cache County was planning to consolidate into two high schools, and he highly commended it. It was his contention that economically, maintenance was rapidly becoming the most vital problem facing the high schools.²

Problems in selecting the location for South Cache High School

Once the board had agreed that the location of the South Cache High School should be in Hyrum, the next problem was to convince the citizens of the South Cache area that it was the proper move. Board Member John S. Leatham from Wellsville opposed having the school any other place but at Wellsville.³ The citizens of Wellsville offered to build a new four-room building in Wellsville if the board would reconsider the location of the new school, but the board refused. A protest was made by a citizens' committee from Wellsville who demanded of the board in March, 1913 that reconsideration be given as to the location of the school. Member Leatham moved for a reconsideration, but was voted down four to one.⁴ The committee

²Ibid.
³Minutes of the Cache County School Board. February 8, 1913.
⁴Ibid., March 24, 1913.
offered to donate 2 acres of land 2 blocks from the Wellsville Tabernacle, but this was rejected on the grounds that there was not an adequate area to include an athletic field.¹

The Wellsville citizens stated they would be willing to provide a high school building free of charge to the people of the southern area if the high school were located at Wellsville instead of Hyrum. They were also willing to make a substantial gift to the board to have their own high school left just as it was at that time. They were willing to give $1,000 and include shop work in the school to have the Wellsville High School kept intact and remain in Wellsville, preferring to pay that amount every year rather than have their children go to Hyrum to school. The people of Wellsville felt their community had always shown greater interest in high school work than any community in the county, and that their requests were in no way unreasonable.²

Wellsville citizens argued that their community was as centrally located as Hyrum. They also reasoned that Wellsville afforded many advantages which Hyrum did not have: Hyrum had no water shed, and no chance of getting one. Wellsville had a greater interest in high schools. In Hyrum no more than 32 students ever attended high school, while Wellsville had


²Minutes of the Cache County School Board. April 19, 1913.
at least 52 in school. Therefore, Wellsville should get the central high school in the south end, and not Hyrum.\(^1\)

A Wellsville committee asked the board to temporarily locate the high school for the South Cache area in their town; and likewise 2 of the board members asked for a reconsideration of the location of the new high school, but both requests were defeated by majority vote.\(^2\)

A month later a delegation from the Wellsville Commercial Boosters Club met the board and asked that a four-year high school be built there. The board agreed to consider their request. A similar group representing the town met the board a week later and asked for a four-year high school and agreed to add 2 rooms to their present building. They also agreed to secure the City Hall, Opera House, and Pavilion for school purposes if their request was granted. The board rejected their offer.\(^3\)

High school consolidation postponed

In June of 1913, it was decided by the Cache Board that the county high schools would remain separate and that 5 high schools would be maintained again the next year. The board made this decision because the interurban railroad had failed to extend farther into the county as had been planned. The

\(^1\)The Herald Journal. February 22, 1913.
\(^2\)Ibid., March 24, 1913.
\(^3\)Minutes of the Cache County School Board. May 7, 1913.
assurance had previously been given that the railroad line would be extended both north and south so the students from Wellsville, Smithfield, and Lewiston could be transported to and from the central high schools in Hyrum and Richmond. The board sent a committee to Ogden to talk to the railroad officials concerning the matter, but the officials merely reaffirmed that no further extension of the line would be made in 1913. The high school consolidation question became a less lively topic during the remainder of 1913 because the people were assured of a delay of reorganization for at least 1 more year.

New high school locations proposed

In February of 1914 Superintendent Larsen met before the Cache County School Board in a regular session and made the following recommendation:

Gentlemen:
The question of what policy to pursue in regard to the high schools in Cache County has been one which has forced itself on our attention for many years. Many lines of policy suggest themselves for consideration; but after mature thought and after taking into account the lives on which high schools are developing in this and other states, I deem it my duty to the Board of Education to recommend that the high schools of Cache County be consolidated at two centers, one center to be in the northern part of the county and the other in the southern part of the county, at such places as the Board of Education shall deem best suited for the convenience of the

\[1\] The Herald Journal. June 14, 1913.

\[2\] Ibid.
school patrons in the respective parts of the county.

I further suggest that such consolidation be effective as speedily as suitable classroom accommodations can be provided. Each school should be supplied with a building containing eight classrooms and suitable quarters for Manual Training, Domestic Science and Art, which may be in rooms separate and apart from the main building.

Two words, efficiency and economy, suggest the reasons for this recommendation.

Respectfully submitted,
R. V. Larsen,
County Superintendent

It was moved after the recommendation was read that the high schools of North Cache County be consolidated at Richmond, and the high school of South Cache County be at Hyrum. The people of those 2 towns had to provide the necessary rooms for the accommodations of the high schools according to the requirements of the board. This was approved by a vote of four to one, with Member Leatham of Wellsville dissenting. It was also agreed that the people of Richmond be required to furnish 4 rooms, 3 for the exclusive use of the Board of Education to be used as they saw fit, with access to the library and gym, free of all rent for a period of 5 years. The board also approved, with Member Leatham again voting against, that the people of Hyrum be asked to furnish 3 rooms in the City Hall and a gym free of all rent for 5 years for use of the South Cache High School.

---

1Minutes of the Cache County School Board. February 21, 1914.

2Ibid.
Member Leatham opposed consolidation and continually argued in favor of the system then in use, while Member Griffin of Newton led the fight for reform in the high schools. Member Griffin showed by figures that it was too expensive to maintain the present high schools, and that 5 separate schools were less efficient than 2 central high schools would be.¹

Proposal for the consolidation of high schools of Cache County and Logan City

There was a feeling among the general populus that the main argument did not center about the question of whether or not high school development should continue, but of where the buildings should be located. So much agitation was being created that some suggested a solution would be to create a high school district which would include all of Cache County including Logan City. This would enable the county to have 1 good high school, which would be operated and regulated by a high school board of trustees. The benefits of such a plan would be efficiency, economy, and various social advantages.²

Further debate on location of new schools

Much of the public apparently felt the schools were doing a fine job; and regardless of all the arguments over

¹The Herald Journal. February 24, 1914.
²Ibid., March 7, 1914.
the high school situation, much good was being accomplished. A practical education was within the reach of every child of school age in Cache County School District. Only 20 years earlier, a few students of Cache County had paid $600 per annum for a 2 year course at the University of Deseret; and that course was very little better than the course the eighth grade student received in 1914 in a Cache County High School. Only about one pupil in 50 could get such an education; but by 1914, every child who wanted to could acquire an education virtually free of charge.\(^1\)

The question of the value of the two high schools was never again considered by the board after 1915. They had made the recommendation to build the two central high schools and planned to go through with that recommendation; only the location of the two schools remained to be debated. This did not prevent the public from further discussing the school issue. Dr. George Thomas of the Agricultural College at Logan made his opinion known to the public in February, 1915. He felt the problem involved two issues, that of taxation and that of education. The people, of course, wanted the educational arrangement that would give them the maximum high school benefits and yet the lowest rate of taxation. Dr. Thomas thought that a system such as the three high schools in Richmond, Logan, and Hyrum could not achieve the desired goal. He believed that each building with equipment would

\(^{1}\)Ibid., September 29, 1914.
cost a minimum of $100,000 or a total of $300,000 for the three high schools. This figure would only be a beginning; the maintenance costs that followed would be very large. Dr. Thomas thought the people could spend a limited amount of money for the schools; and if such a large amount was used for the high schools, then the elementary schools would suffer. This would result in the high schools being fed and the grade schools being starved; and since only a small part of the children went to the high schools, the grade schools would be slighted and overcrowded, and all children would eventually suffer.¹

Dr. Thomas' solution to the problem was to establish junior high schools in each of the larger towns, which would make it possible to keep the children at home one year longer, where he thought they should be. Then establish but one senior high school for the entire county. This in turn would bring together the three upper classes of the county in a system which would meet the needs of the students at a minimum cost to the taxpayers. This system would also substantially reduce the costs of buildings and maintenance.²

Principal C. H. Anderson of Richmond expressed his feelings as being somewhat different. He conceded that consolidation brought about greater efficiency and economy, but also felt there was a point when consolidation reached its

¹Ibid., February 11, 1915.
²Ibid.
maximum of efficiency; and after that the efficiency would decrease. He thought the two county high schools were reaching more county students than did the Agricultural College or Brigham Young College in Logan, and more than one central high school would. He thought the thing that would offset the cost of the buildings and equipment would be the added cost of transportation of the students, which he estimated would be between $10,000 to $20,000 per year. "The system that will give the maximum high school is the system which the Board of Education has adopted, a high school in each end," he stated.¹

**Bond election scheduled**

The board voted by a three to two count in March, 1915, for a bond election for $140,000 for the purpose of high school construction. Member Sylvester Low of Smithfield wanted to put the bond issue before the people, but not to specify just where the high schools would be built. He was against the move to build the high school in Richmond, claiming it was further from the center of the school population than if it were to be built in Smithfield; and he produced figures which showed it would cost $8 per day more to transport the high school students to Richmond than it would cost to send them to Smithfield. However, the majority of the board differed with Member Low and felt it would be better

¹Ibid.
to make known to the voters just how, where, and when the money would be spent if the bond were approved. The issue, therefore, became one of not only voting for a bond, but of also voting approval of the proposed locations of the new high schools. It was the opinion of many of the educators that regardless of the location aspect of the issue that the bond would carry because the people outside of Logan City wanted as good high school facilities for their children as were being provided for the children in Logan.¹

One week prior to the bond election, Dr. George Thomas once more appealed to the people to abandon the idea of three high schools in Cache County (North Cache, South Cache, Logan). He argued that with the county's underpaid teachers and overcrowded facilities, the plan could not produce first-class educational results, and would be a heavy burden on the taxpayers. According to his view the population and wealth of the county did not justify such an extensive building program. He predicted the county population would not increase rapidly in the future, and presented figures which showed that small high schools are the most expensive to operate: He illustrated this by pointing out that third and fourth year classes in the North Cache area enrolled 26 and 29 students respectively, and in the South Cache only 11 and 10 students respectively.²

¹Ibid., March 9, 1915.
²Ibid., March 25, 1915.
Two days later, H. R. Adams of South Cache made a rebuttal against the stand taken by Dr. Thomas. He quoted State Inspector of High Schools, Mosiah Hall, and State Superintendent E. G. Gowans, as favoring two high schools because of the widespread area with Logan City schools in the middle. They felt the bond for two high school buildings should be supported.\(^1\)

Mr. Adams stated that the graduating classes from the eighth grades were steadily increasing, and quoted the State High School Inspector as saying the most economical school was one with a student enrollment from 250 to 500. He said: "The great danger I see is in repeating Cache County's past history when all eighth grade graduates had to attend school at Logan. Very few students got the advantage of a high school education and college graduates were fewer. The only logical center for a high school would have been at Logan City. The state has already built the Agricultural College and the church the Brigham Young College at Logan. If Logan does not feel justified in building a high school of her own, arrangements could be made to accommodate her students at the county high schools. It is up to the taxpayers to decide, without sectional feeling, whether one central school should be built at Logan or two near your own homes."\(^2\)

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\(^1\)Ibid.

\(^2\)Ibid.
Locations for new schools approved

At the last school board meeting prior to the bond election, many motions were made and it was evident the opponents of the issue had obviously not given up. First it was moved and passed that a junior high school would be established on the west side of the valley and that a four year high school be established at Hyrum and one at Richmond. Next, an amendment to the motion was made that one central high school be established in the county, the location to be decided after the bond election. This motion was defeated. A second amendment was offered to establish the two high schools in the county, one in the north end and one in the south end, the locations to be determined after the bond election. This second amendment was also defeated. The motion carried without any amendments, and it was decided to survey possible sites for the high schools in Hyrum and Richmond. The board members were to visit these towns at their earliest convenience and select the site upon which to erect the high school buildings.¹ The issue was not dead, however, since going in debt is considered an evil by some people, whether in 1915 or the present. One, Robert Baxter, expressed his opinion as follows prior to the voting:

We are still annoyed by bonding ideas ever since we came to Utah. Bonding means bondage, as

¹Minutes of the Cache County School Board. March 6, 1915.
opposed to liberty and freedom. Brigham Young fought this idea.

Brigham Young was against posterity assisting in paying for the blessings provided for their benefits of roads, bridges, school buildings, etc. Brigham Young said "No, Never." Our children will have all the obligations they can meet without us putting them in bondage, and I will not consent to any such measures. Things would be built by taxation and donation, one after another.

Heber C. Kimball and many professors worked with sleeves rolled up above their elbows and their chests bare to the sun and wind to build homes rather than to enter into bondage or place their innocent children in the path of slavery.

We can build two high schools here with our taxes and support them if we charge tuition fees. It will make much better men of them by helping pay their own way. Far better this than bonding.

Brigham Young disclosed that bonding led to bondage as drinking led to drunkenness.

Let's hope Sunday won't bring additional bondage burden impressed upon our already overburdened backs.¹

Bond of 1915 defeated

Prior to the bond election, it seemed that those areas nearest Logan were most against the bond; and those away from Logan favored bonding because they wanted the high schools to remain close to the farms. Despite all the discussion concerning the schools, a light vote was predicted.²

The votes were counted on the twenty-eighth day of March, 1915, and it was very evident the people had by a majority of

¹The Herald Journal. March 27, 1915.
²Ibid.
two to one defeated the bond issue.

Table 5 shows results by the individual towns as reported by the newspaper.1

Table 5. Results of bond election conducted March 28, 1915

<table>
<thead>
<tr>
<th>Town</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avon</td>
<td>23</td>
<td>3</td>
</tr>
<tr>
<td>Benson</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>Cache Junction</td>
<td>0</td>
<td>40</td>
</tr>
<tr>
<td>Clarkston</td>
<td>2</td>
<td>96</td>
</tr>
<tr>
<td>College-Young</td>
<td>1</td>
<td>19</td>
</tr>
<tr>
<td>Cornish</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>Cove</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Greenville</td>
<td>1</td>
<td>25</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>2</td>
<td>106</td>
</tr>
<tr>
<td>Hyrum</td>
<td>260</td>
<td>11</td>
</tr>
<tr>
<td>Lewiston</td>
<td>23</td>
<td>36</td>
</tr>
<tr>
<td>Mendon</td>
<td>2</td>
<td>76</td>
</tr>
<tr>
<td>Millville</td>
<td>3</td>
<td>52</td>
</tr>
<tr>
<td>Mt. Home</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Newton</td>
<td>6</td>
<td>44</td>
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<tr>
<td>Paradise</td>
<td>20</td>
<td>49</td>
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<td>Petersboro</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Richmond</td>
<td>226</td>
<td>1</td>
</tr>
<tr>
<td>Mt. Sterling</td>
<td>1</td>
<td>20</td>
</tr>
<tr>
<td>Smithfield</td>
<td>10</td>
<td>180</td>
</tr>
<tr>
<td>Stephenson</td>
<td>14</td>
<td>7</td>
</tr>
<tr>
<td>Trenton</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>Wellsville</td>
<td>8</td>
<td>224</td>
</tr>
<tr>
<td>Wheeler</td>
<td>10</td>
<td>12</td>
</tr>
<tr>
<td>Providence</td>
<td>3</td>
<td>94</td>
</tr>
</tbody>
</table>

| Total           | 643 | 1149|

Five of the 23 districts favored the bond: Avon, Cove, Hyrum, Richmond, and Stephenson. It was evident, then, that most of the people were either against bonding, the location

1Ibid., March 30, 1915.
of the two new high schools, or the loss of the small high school in their area.¹

The majority of the board members were naturally very disappointed with the results of the bond election, and felt that the majority of the people desired only miserly economy in school affairs. Superintendent Larsen was of the opinion that two years of work should be eliminated from the Hyrum school and allow the Richmond school to carry the full four year work, then levy a building tax and allow it to accumulate until there was enough money to build another building at Hyrum. He also wanted a junior high school built at Smithfield so the senior high at Richmond would not be overcrowded. The board also approved the construction of a junior high school at Wellsville.²

A month later, the superintendent and the board reconsidered their previous action and decided that the high school in Hyrum would offer a three year course instead of a two year course as previously suggested, which made the people in the Hyrum area feel better.³

The first South Cache High School

The first South Cache High School was the old academy, a rock building built on Hyrum City Square in pioneer days,

¹Ibid.
²Ibid., April 6, 1915.
³Minutes of the Cache County School Board. May 15, 1915.
1886. Board Member C. C. Peterson was authorized by the board to take the necessary steps to have the structure prepared for the new consolidated high school. Principal H. R. Adams of the Hyrum schools was given the authority to have this done and was hired by the board to be in charge of the project. It was decided not to do any large amount of work toward improving the academy building but make only minor additions.¹

South Cache High School opened its doors to its first students in September 1914. They numbered 148 and were from all parts of the south half of Cache County. They were housed in the academy building and three other buildings, including the City Hall.²

The new South Cache High School is planned

The board began to consider plans for erecting a new building for the South Cache High School early in 1915. Various locations in Hyrum were suggested. Robert Baxter offered to donate property near the present Hyrum Dam. Consideration was also given to a site eight blocks east of the city square. None of the sites appealed to the board, and further investigation was necessary before a decision was made.

¹Gustaveson, p. 10-11.

reached.\(^1\)

The need for a new high school building made itself even more apparent by the spring of 1915. The overcrowded conditions prompted the board to limit the program to a three year course until more room and better facilities were available.\(^2\)

Facilities refused by Hyrum City

The board decided to take definite action in 1916 concerning the proposed new building and placed heavy responsibility upon the people of Hyrum for the privilege of having the new high school built in their town. The board agreed to proceed with its plans to construct the building in Hyrum provided Hyrum City would furnish the following: fifteen acres of ground; irrigation for five acres of land; city water and lights necessary for the buildings; and sign a note to secure for the board any amount up to $15,000 if it became necessary to have this money to complete the building.\(^2\)

Hyrum City was not agreeable to these terms, and even Board Member C. J. Christiansen of Hyrum voted against the issue. Hyrum City would not provide the land, so the board purchased 20 acres from Albert Savage for $500. The property was located three-quarters of a mile west of the city square,

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\(^1\)Minutes of the Cache County School Board. May 15, 1915.

\(^2\)Ibid., February 26, 1916.
on a small knoll.¹

**Tax levy raised to provide funds**

Before the plans for the new building went any further, the money problem had to be solved. Since the citizens of the county had rejected the bond in March, 1915, the board decided to use its authority to set the levy of tax for school purposes, which had previously been established by a court case and a decision of the attorney general in 1913. It was decided that inasmuch as the voters were unwilling to vote the bond issue, the board would raise the tax levy sufficiently to meet the expense of providing buildings out of the amount which could be raised by this special tax levy.²

With the matter of money and location settled, architect K. C. Schaub was authorized to proceed and draw the plans and specifications.³ He was ready to have the Utah State Building Commission approve the completed drawings within six weeks.⁴

Bids were opened in May, 1916 from the following contractors: Dahle and Eccles, $39,990; Olaf Nelson, $44,100; Worley and Nelson, $41,200; Alston and Hoggan, $45,357; and Utah Idaho Building Company, $40,493.⁵

¹Gustaveson, p. 21.
²Minutes of the Cache County School Board. April 3, 1915.
³Ibid., February 26, 1916.
⁴Ibid., April 14, 1916.
⁵Ibid., May 6, 1916.
The board approved the bid of Dahle and Eccles, and construction began and moved along rapidly. Principal Adams and Board Member Christiansen worked with the contractors and saw to it that the terms of the contract were complied with.¹

New building occupied

The students moved from the old rock academy to the new building in October, 1916. It provided more room, but the grounds and campus were less desirable than those on the city square. Sagebrush was growing beside the building and little or no part of the campus had been cleared. The students did much to improve conditions, but it was several years before a lawn was planted.²

The enrollment in the new building consisted of 52 freshmen, 48 sophomores, 26 juniors, and 16 seniors.³

South Cache improvements and additions

Building additions were necessary during two periods of time because the high school enrollment increased very rapidly. This is illustrated by the following which shows the growth which took place between 1918 and 1920 and between 1920 and 1936, the two periods in which building additions were made:

¹Ibid.
²Gustaveson, p. 22-23.
³The Clarion, 1916-1917.
The new building constructed in 1916 was an improvement over the old rock academy, but it soon became apparent that it too was not adequate to accommodate the expanding student body. The only space for assemblies and other student body activities was in the halls so Principal Adams recommended to the board of education that something be done to relieve the problem.²

Money was made available for some improvements in 1920 when a $400,000 bond was approved by the taxpayers, $110,000 of which was set aside for the South Cache building. H. R. Adams recommended that the following were necessary: an auditorium; a gymnasium; additional shop facilities; and several classrooms. The first addition built was the shop at a cost of $15,000; and in 1922, the Draper Construction Company built the remainder of the additions. By the fall of 1922 the building was completed and ready to be occupied.³

By 1930 the school had once again grown to such proportions that more room was needed, but the board of education

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1Gustaveson, p. 5, 32, 46, 54, 71, and 72.

2Ibid., p. 23.

3Ibid., p. 23-24.
was in financial difficulty because of the depression. In the mid-thirties the federal government offered financial assistance to school districts which the Cache County School Board availed themselves of and $40,000 was provided for the new addition at South Cache and $6,000 was to be used in remodeling the shop building. Bids from several companies were examined by the board on July 16, 1936 for the new addition and the lowest bid of $39,597 submitted by the Johnson and Mickelson Construction Company was accepted.¹

Work started immediately on the new addition which included a gymnasium, locker room and showers for the girls, and music and band room, and a library. Thus South Cache which had its beginning in an old rock building, had grown into a modern well equipped high school in a matter of little more than 20 years.²

The first North Cache High School

The Richmond High School became the first North Cache High School in 1914, enrolling pupils from Hyde Park to Cornish. Board Member G. A. Hogan spoke to the people of Richmond in 1914 and stated that the establishing of North Cache High School made it possible for all children who so desired to get an education practically free. The good

¹Minutes of the Cache County School Board. May 7, 1936.

²Ibid.
judgement of the State Board of Education and the County Board of Education had brought a high school education to the very doors of every student in northern Cache County. He also praised the parents for the support they were giving the high school. He made the following prediction: "... Within three years, the North Cache High School will have an enrollment of 300 of the most enthusiastic, energetic, clean, healthy, intelligent, and happy students in the state."¹

Location for the new North Cache building

As plans for the new building were discussed a major concern was where the building would be located. A committee representing Smithfield met with the board in 1915 to encourage the board to locate the proposed high school in their community. They presented a large map of the area showing that all roads led to Smithfield. They offered the property north of Smithfield (now owned by Harold Gutke) as an appropriate location for the school.² The citizens of Lewiston were also very desirous of having the new high school located in their town. The Richmond citizens wanted the school to remain there. The citizens of Lewiston were finally persuaded that their community was not centrally located, and gave their support to Richmond. Several other of the extreme northern communities also gave their support

¹The Herald Journal, September 29, 1914.
²Stoddard, C. I. Richmond, Utah, October 25, 1963. Personal interview.
for the Richmond location.1

Bond planned for North Cache High School

Member G. A. Hogan moved that a junior high school be constructed on the west side of the valley, and that a four year high school be built at Richmond. This motion was accepted by the board.2 The board also appointed a special committee to get the sentiment of the people of the North Cache area in regard to floating a bond for the new high school.3

The board invited representatives from each of the towns and precincts in the Cache district to a meeting at Logan to be held on Saturday, February 9, 1918. These representatives were to discuss the question of providing a new high school building for the North Cache High School at Richmond. It was the general feeling of the group that the new building should be constructed.4

One week later a special session of the board was held at the Commercial Boosters Club for a discussion of the building question in the Cache district with the school

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2Minutes of the Cache County School Board. March 6, 1915.
3Ibid., March 17, 1917.
4Ibid., February 1, 1918.
patrons. President Low read a report showing the financial condition of the district. It was the opinion of the people present to endorse and help in every way to carry a bond election to build a new high school for the northern part of the county at Richmond.  

The board contacted the state architect at Salt Lake City and requested that he review the plans and visit the high school erected in other districts of the state preparatory to planning the new high school in Richmond. 

The state high school rating prompts the building of the new school

A high school rating was published by the state in 1919 which revealed how senior high schools throughout the state had been rated during the two previous years. The high schools had been rated on three major areas: first, the grounds, buildings, and equipment; second, the educational program of the school; third, the administration. The rating showed that South Cache was a first-class school and North Cache a second-class school. The second-class rating of North Cache spurred the movement for a new building. 

The State Department of Education let the counties know what was expected from every high school. If a high school

1 Ibid., February 9, 1918.
2 Ibid., January 18, 1918.
had existed for an extended time in a locality, a survey of that community should have revealed the following characteristics as a result of the presence of the school:

1. A better neighborhood to live in.
2. Increased health in the community.
3. A decrease in poverty and crime.
4. More attractive homes and farms.
5. Increased efficiency and productivity.
6. Improved social control.
7. More sensible use of leisure time.
8. Higher appreciation of art and music.
9. Intensified regard for spiritual life.

It is evident from the above list what importance was placed on high schools in that time. A great deal was expected and if these results were not realized, the school was due for criticism.

The bond election of 1920

The board met in January, 1920 and proposed a bond of $400,000 for sites, buildings, furniture, apparatus, and the improvement of buildings and grounds. The election was set for February, 1920. If the bond passed, the money was to be spent as indicated in Table 6.²

A committee was appointed for publicity in connection with the proposed bond election. The committee consisted of G. A. Hogan, A. N. Sorenson, R. V. Larsen, Arthur Jensen, and H. R. Adams.³

¹Ibid., p. 52.
³Ibid., January 17, 1920.
Table 6. Proposed school improvements if 1920 bond is successful

<table>
<thead>
<tr>
<th>Town</th>
<th>Amount</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clarkston</td>
<td>$18,000</td>
<td>Addition</td>
</tr>
<tr>
<td>Cornish</td>
<td>6,000</td>
<td>Addition</td>
</tr>
<tr>
<td>Cove</td>
<td>1,500</td>
<td>Improve</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>15,000</td>
<td>Addition</td>
</tr>
<tr>
<td>Mendon</td>
<td>2,000</td>
<td>Improve</td>
</tr>
<tr>
<td>Millville</td>
<td>7,000</td>
<td>Addition</td>
</tr>
<tr>
<td>North Logan</td>
<td>500</td>
<td>Improve</td>
</tr>
<tr>
<td>Paradise</td>
<td>2,000</td>
<td>Improve</td>
</tr>
<tr>
<td>Providence</td>
<td>2,000</td>
<td>Improve</td>
</tr>
<tr>
<td>Stephenson</td>
<td>10,000</td>
<td>Addition</td>
</tr>
<tr>
<td>North Cache</td>
<td>200,000</td>
<td>New School</td>
</tr>
<tr>
<td>Smithfield</td>
<td>9,000</td>
<td>Improve</td>
</tr>
<tr>
<td>Newton</td>
<td>10,000</td>
<td>Add, Improve</td>
</tr>
<tr>
<td>South Cache</td>
<td>110,000</td>
<td>Addition</td>
</tr>
<tr>
<td>Wellsville</td>
<td>5,000</td>
<td>Improve</td>
</tr>
<tr>
<td>Benson</td>
<td>500</td>
<td>Improve</td>
</tr>
<tr>
<td>Riverside</td>
<td>500</td>
<td>Improve</td>
</tr>
<tr>
<td>College</td>
<td>500</td>
<td>Improve</td>
</tr>
<tr>
<td>Young</td>
<td>500</td>
<td>Improve</td>
</tr>
</tbody>
</table>

All board members were expected to spend their entire time in campaigning for the school bond until the election. The Superintendent purchased 1000 copies of the Logan Republican newspaper of February 10, which contained articles favorable to the bond. These copies were then distributed throughout the county.¹

The votes were counted on February 18, 1920 and it was noted with pleasure by the board that the bond election was a success by a two to one majority. Results are shown in Table 7.²

¹Ibid., February 10, 1920.
²Ibid.
Table 7. Results of bond election conducted February 18, 1920

<table>
<thead>
<tr>
<th>Town</th>
<th>For</th>
<th>Against</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hyrum</td>
<td>89</td>
<td>10</td>
</tr>
<tr>
<td>Paradise</td>
<td>1</td>
<td>41</td>
</tr>
<tr>
<td>Avon</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Millville</td>
<td>18</td>
<td>30</td>
</tr>
<tr>
<td>Wellsville-Mt. Sterling</td>
<td>58</td>
<td>28</td>
</tr>
<tr>
<td>Providence</td>
<td>21</td>
<td>13</td>
</tr>
<tr>
<td>College-Young</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>River Heights</td>
<td>13</td>
<td>1</td>
</tr>
<tr>
<td>Smithfield</td>
<td>93</td>
<td>46</td>
</tr>
<tr>
<td>Hyde Park</td>
<td>16</td>
<td>22</td>
</tr>
<tr>
<td>North Logan</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Benson-Riverside</td>
<td>3</td>
<td>12</td>
</tr>
<tr>
<td>Richmond</td>
<td>229</td>
<td>0</td>
</tr>
<tr>
<td>Lewiston</td>
<td>63</td>
<td>2</td>
</tr>
<tr>
<td>Cove-Mt. Home</td>
<td>24</td>
<td>0</td>
</tr>
<tr>
<td>Stephenson-Wheeler</td>
<td>22</td>
<td>1</td>
</tr>
<tr>
<td>Newton-Cache Junction</td>
<td>18</td>
<td>16</td>
</tr>
<tr>
<td>Mendon-Petersboro</td>
<td>12</td>
<td>68</td>
</tr>
<tr>
<td>Clarkston</td>
<td>66</td>
<td>2</td>
</tr>
<tr>
<td>Trenton</td>
<td>18</td>
<td>2</td>
</tr>
<tr>
<td>Cornish</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>778</strong></td>
<td><strong>327</strong></td>
</tr>
</tbody>
</table>

The new high school location and plans approved

Architect Fred W. Hodgson was appointed to draw the plans and superintend the erection of the new school.\(^1\) It was the desire of the board to construct the school for less than $200,000.\(^2\) Pencil sketches of the building were presented to the board in January, 1920.\(^3\) Upon the passage of the bond

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\(^1\)Ibid., March 15, 1919.

\(^2\)Ibid., August 2, 1919.

\(^3\)Ibid., January 3, 1920.
in February, Mr. Hodgson was advised by the board to advertise at once for bids on the brick and steel for the new school.¹

Citizen groups were still meeting, voicing their displeasure with the proposed school location. A committee from Smithfield met the board in March and asked for a hearing at some future meeting as they had facts and figures to present concerning the location of North Cache. The board stated that the location in Richmond was final.² A committee of school patrons from eight northern communities approached the board in April and asked for reconsideration of the location. They presented the following petition:

We, the undersigned taxpayers of the North Cache High School District respectfully petition your Honorable Body to reconsider your decision as the location of the new High School building and change said location to correspond to a popular choice of the taxpayers in the North Cache District.³

Another committee of school patrons requested that the board make the action of putting North Cache at Richmond as final.⁴

These petitions were discussed at the next board meeting and consideration was given to them as well as to some letters received from some Smithfield citizens. The petition for the change of location was denied by a unanimous vote,

¹Ibid., February 21, 1920.
²Ibid., March 10, 1920.
³Ibid., April 10, 1920.
⁴Ibid.
with one abstinence. All board members voted in favor of the building program as outlined previously and urged the building be erected.¹

The city of Richmond agreed to give the school sufficient land on which to erect the new high school. A ten acre lot south of Richmond was obtained. The people desired to locate the school away from the center of town partially in consideration of better athletic facilities. The citizens of Richmond also offered to donate much of the construction work on the new school.²

Construction of North Cache High School

The bids for construction of the building were advertised for, and 14 construction companies submitted their bids to the board. The low bid was received from the Carpenter Construction Company for $105,000 plus $9,865 for alternates. The plumbing was awarded to A. H. Palmer for $30,500 and the wiring to Cache Valley Electric for $9,100.³

The tabulation of contracts on North Cache High School are shown in Table 8.⁴

Mr. Frank W. Carpenter, general contractor for the new building, and Mr. Critchlow, attorney for Mr. Carpenter, met

¹Ibid., April 24, 1920.
²Plant. Personal interview.
³Minutes of the Cache County School Board. March 5, 1921.
⁴Ibid., September 16, 1922.
with the board in January, 1922. Mr. Carpenter stated that he was unable to pay all of the claims for the material and labor for the building at North Cache. Mr. Cohen, General Counsel of the Southern Surety Company, asked the board to be lenient toward Mr. Carpenter as he had built a first-class building at a loss to himself and wanted to make some sort of
a settlement. The board agreed to consider the request. They in turn consulted Attorney Walters as to what action should be taken.

The board adopted the following resolution in a special session in March:

Resolved that the Board of Education accept the North Cache High School building as of the date of January 1, 1922, that the amount due the contractor be fixed at $16,200, less certain deductions in the sum of $872 to be retained by the board in accordance with the terms of the formal agreement entered into between the person involved.

The acceptance of the resolution added another $3,005 to the cost of the building which made the total $234,725.

The clerk of the board was authorized to purchase a large picture of the new school building and present it to President G. A. Hogan as a memento to his endeavors in the erection of the building. The building which he worked so hard for opened its doors in the fall of 1921 to 57 freshmen, 96 sophomores, 96 juniors, and 42 seniors.

North Cache additions and improvements

After the completion of the building in 1921, increased

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1 Ibid., January 17, 1922.
2 Ibid., February 18, 1922.
3 Ibid., March 9, 1922.
4 Ibid., September 16, 1922.
5 Ibid., July 21, 1923.
6 The Polaris, Yearbook of North Cache High School, 1921-1922. In possession of North Cache High School, Richmond, Utah.
enrollment and the need to maintain a modern school facility prompted several additions and changes to the original structure. A modern shop building replaced the old wooden structure in 1927, built by O. E. Millard for $27,627.\textsuperscript{1} In 1935, with the financial aid of the government, the basement and two stories containing five rooms above the basement were constructed and annexed to the east side of the building between the school and the shop. It was built by Moser and Hill at a cost of $39,592 and was completed in December of 1936.\textsuperscript{2}

The property north of the school was purchased from Ray Stoddard in 1937 for $300 to complete a football field and track. F. J. Kloepfer was hired to excavate and fill the football field. He was to receive $984.77 for his work, but was awarded an extra $300 when he encountered hard ground requiring much extra work.\textsuperscript{3} The construction of the bleachers began in 1938, and the labor was provided by the W. P. A. Amos Bair supervised the project, and Principal Stoddard was the coordinator.\textsuperscript{4} The formal opening ceremony of the ball field was held on October 6, 1939. The rock wall west of the field was completed by the W. P. A. in 1940. The entire cost

\textsuperscript{1}Minutes of the Cache County School Board. June 4, 1927.

\textsuperscript{2}Ibid., July 16, 1936.

\textsuperscript{3}Ibid., January 27, 1938.

\textsuperscript{4}Ibid., March 31, 1938.
of the field and bleachers was $15,000.\footnote{Ibid., April 4, 1940.}

Lighting for the athletic field was considered in 1940 by the board, the price was estimated at $10,150, but it was decided that funds were not then available for the project.\footnote{Ibid., December 4, 1947.}

The patrons of North Cache made frequent requests to the board for a girls' gymnasium, enabling the school to provide an adequate physical education program. Promises were given on numerous occasions to build this addition but it was never constructed.\footnote{Stoddard. Personal interview.}

During a period of 30 years high school construction and additions took place in Cache County to provide an adequate secondary education to the pupils though many obstacles had to be overcome to reach what appeared to be a permanent organizational situation. After consolidation the citizens of the county tended to forget the many petty differences brought about during the adjustment. Through the years the two high school plan has functioned adequately and has proven the decision of the board to consolidate to be a wise one.

Summary

The development of high schools in Utah occurred during the twentieth century, the rural conditions of the state made an effective high school program difficult to develop.
Cache County consolidated its small districts early compared to other counties of the state and thus gained the same advantages as the cities were enjoying.

Cache County had five schools which offered some training beyond the eighth grade by 1905, and it was their purpose to train the students for future civic and industrial endeavors. The state provided a small amount of financial aid by 1910, but with the money came requirements.

The Cache County School District conducted its first bond election in 1910 to gain monies for buildings, furniture, and apparatus, but the bond was rejected. Another election was conducted in 1911 which was successful.

With the encouragement from the state office, the county board decided in 1913 to consolidate its five high schools into two central high schools, located at Richmond and Hyrum. Much controversy developed among the public as to the final location of the two new schools. The possibility of building one central high school for the entire county, Logan City included, was also discussed by the public. A bond election was conducted in 1915 and was defeated, either in opposition to bonding, the proposed school locations, or an objection to the loss of a community school.

The first South Cache High School was housed in the old rock academy building in Hyrum. The students from all parts of the south half of Cache County enrolled at South Cache in 1914.
In 1915 the board of education began planning for a new South Cache High School. Hyrum City rejected a request of the board to provide land, water, lights, and money for the privilege of having the high school located in their community. The building was built with monies obtained by an increased tax levy. The students moved into the new building in 1916.

The first North Cache High School was located in a new eight room school in Richmond in 1912. As the enrollment increased and the new South Cache High School received high state high school rating, a demand arose for a newer and larger building. Several northern communities, especially Smithfield, desired to locate the new high school in their town. Richmond was more centrally located and the board agreed to construct the building in that community.

The board needed additional funds before any new building project could be undertaken, so a bond election was conducted in 1920 which passed by a large majority. It was hoped the new building would not exceed $200,000, but the final figure was $234,725. Board Member Hogan received most of the credit for the new high school. From 1935-1940, several major additions were made to the new high school to provide space for the additional pupils attending.
THE DEVELOPMENT OF JUNIOR HIGH SCHOOLS

Development of junior high schools in Utah

The reorganization of schools in Utah came very slowly compared to many areas in the nation; however, there was partial reorganization in some areas of the state by 1910. One of these plans designated a "Sub-High School." In Ogden this school was composed of eighth grade pupils, numbering between three and four hundred from the schools in the Ogden area, brought together in one building. Some of the advantages found in this school indicated justification for the junior or reorganized school. The Ogden Superintendent thought this new school unit to be unusually successful, and in 1912 the seventh grade pupils were added. Salt Lake City began its reorganization in 1910, and referred to the schools as "Preparatory Schools," but it was essentially a "higher eighth grade."¹

It took several years to convince those responsible for the administration of the Utah schools that this new school unit had special value. Educational leaders were unfamiliar with the general characteristics of this school. The state board felt that pupils in a junior high school should be classified as grammar, grade, and high school students; and

¹Reports of the Superintendent of Public Instruction of the State of Utah. p. 195-196.
only those that had completed successfully the prescribed eighth grade work should be classified as high school students.\(^1\)

The state high school inspector reported in 1915 that to his knowledge there were no junior high schools in the state offering less than ninth grade work, in addition to the other customary grades. He asserted in 1916 that the growth of the junior high school movement in Utah between 1914-1916 had been almost phenomenal. One or more junior high schools could be found in nearly every district in the state. He felt that though they were dominated by the senior high schools and were not free to make a significantly worthwhile educational development.\(^2\)

**Early Cache County junior high schools**

The earliest junior high schools in Cache County were mere extensions of the elementary schools, housed in the old high school buildings. The first junior high was in Smithfield.\(^3\)

Superintendent Larsen attended a convention for superintendents at Washington, D. C., in 1926 to discuss modern development of the junior high school. He returned to Cache

\(^1\)Ibid., p. 196.
\(^2\)Ibid., p. 197.
\(^3\)Kirkbride, J. S. Smithfield, Utah, October 20, 1963. Personal interview.
County determined to get the development of junior highs under way.¹

Smithfield Junior High School

The board decided in 1927 to build a new junior high in Smithfield within the next two years.² A committee representing the city council and Kiwanis Club of Smithfield presented a proposition for the erection of the building, but the board affirmed that something would be done within the two year period.³ The board members made several trips to Salt Lake City during 1928 to look at and inspect some junior high schools, to get some ideas for future buildings within the county.⁴

A committee from Smithfield again met before the board in 1929 to discuss the building which had been promised them. The board dismissed them, saying they were still considering it.⁵ The board gave the superintendent permission to obtain the services of architects Hodgson and Schuab to submit some tentative plans for the Smithfield Junior High. This was done before the month's end.⁶ Mr. Hodgson met the board in

¹Minutes of the Cache County School Board. March 6, 1926.
²Ibid., July 16, 1927.
³Ibid., August 20, 1927.
⁴Ibid., December 1, 1928.
⁵Ibid., March 30, 1929.
⁶Ibid., April 13, 1929.
May, and they approved the proposition of progressing slowly with the Smithfield building. Bids were to be submitted by September, 1929.¹

The board, superintendent, clerk, Architect Hodgson, and Attorney Earnest Young met with the county commissioners in 1929 to discuss the new junior high school at Smithfield and to request an increase in the tax levy. It was stated that the county should forge ahead with the other districts of the state in the junior high school movement, and a recommendation was made for a one mill levy increase for junior highs.²

The board met in a special session in March, 1930, with the county commissioners to request a further increase in the mill levy. President McCann presented the situation to the commissioners again. He mentioned that seven other school districts of the state had granted an increase in the levy over and above the legal limit. He felt the crowded conditions at North Cache High warranted the junior high in 1930. Architect Hodgson and Contractor Rowland stated that if the building was completed in 1930, it would save the taxpayers some 10 to 20 per cent, rather than holding it until another date.

A Mr. Hendrickson of the Taxpayers' Association agreed that the saving was worth considering. He, therefore,

¹Ibid., May 10, 1929.
²Ibid., September 25, 1929.
³Ibid., March 26, 1930.
suggested a compromise and recommended the commissioners
grant an increase of .8 mills for the years 1930-1931, and
the next year, decrease the mill levy by the same amount.¹

Commissioner Allen said the schools of the county were
receiving a just portion of the tax money and felt that the
county was not in a position to grant an increase at that
time; the population did not justify an increase. However,
the commissioners voted to approve an increase of .8 mills.²

President McCann felt better once the increase was
granted. He was sure that Cache County was behind in the
junior high movement. The facilities at Smithfield were
wholly inadequate and obsolete. He knew the request granted
was in conformity with the state program of junior high
work.³

The contract for building the Smithfield Junior High was
awarded to R. G. Rowland for $35,000, and to A. H. Palmer for
$5,000.⁴ Even though the bid was officially given to Mr.
Rowland, the problem of paying for the building was not
completely settled for several months since economically the
depression years of the 1930's was considered a poor time for
governmental agencies to go into debt.⁵

¹Ibid.
²Ibid.
³Ibid., March 5, 1930.
⁴Ibid., September 25, 1929.
⁵Ibid., March 26, 1930.
The citizens of Wellsville desired to have a new junior high school built in their community, especially since Hyrum had the new high school. A committee representing Wellsville met the board in 1930 and requested they receive the next new junior high school, but the board would not commit themselves because a board election was scheduled for the near future and board membership could easily change.\(^1\) The board agreed, however, that all students in the county should have the right to attend a junior high school.\(^2\)

During the years 1930-1935 the board repeatedly informed the Wellsville citizens that their junior high school would be closed and that a new one would not be built in its place. The board made what they said was their final decision in 1935 regarding the junior high school, stating it would remain open for the next school year, and then it would be closed. The pupils would be sent to South Cache to finish their secondary education.\(^3\)

This announcement of the board brought immediate reaction from the citizens of Wellsville. A committee met the board protesting the closing of their school. They wanted to know if it weren't true that the slogan in educational circles was

\(^1\)Ibid., September 16, 1930.
\(^2\)Ibid., September 22, 1930.
\(^3\)Ibid., July 3, 1935.
"More and Better Junior High Schools." The committee stated that "costs of the Wellsville school are less than one-half those at South Cache, and yet a larger per cent of the Wellsville students complete their high school courses than any other group of students and their average grades are higher than most other groups. A higher percentage of students participate in athletics and extra-curricular activities than any other community. We object to being taxed for the advantage of other towns." The committee then asked the board if they would continue the junior high at Smithfield. The answer was "yes."¹

Despite the repeated warning that the school was going to be closed, the citizens were able to persuade the board to keep it open one year at a time until in 1938 the board considered Wellsville for the location of a new school. In 1939 a new building was under construction.²

The board was not united on the junior high issue. The superintendent traced the history of the junior high growth in the country with the board. He was converted to the junior high program in large cities, but not in small towns or counties. He traced the history of the junior highs in Cache County, and stated he was not in favor of them.³ President McCann believed in the junior high move, especially at the

¹Ibid., July 20, 1933.
²Ibid., December 29, 1938.
³Ibid., July 20, 1933.
time when North Cache was overcrowded. One member stated that when he was elected, the board was committed to a junior high program, but the people in his district were not converted to the idea.¹

County wide junior high development

The superintendent outlined the possibility of a county wide junior high school program in July of 1938. He felt it would help the high school situation if the seventh, eighth, and ninth grades were housed in junior highs. The board hoped to have in the near future a fifth year of high school, or post high school work. It was felt that there was too large a gap between the high school and college.²

Representatives from Hyrum, Paradise, Avon, and Richmond met with the board to discuss the junior high school building program. The superintendent mentioned there was a trend toward developing the curriculum which would provide for recreational facilities and training. The original plan was to provide auditoriums and gymnasiums at all of the schools. The State Department had criticized Cache County for neglecting the junior high program and lagging far behind in its development. A big advantage was the offerings in manual training, home economics, music, and art. Junior highs would make the elementary schools more adequate, and less crowded,

¹Ibid.
²Ibid., July 1, 1938.
as well as relieve the high schools of the ninth grade. ¹

Three more junior high schools proposed

The board desired to build two or three junior highs, and considered locations at Lewiston, Providence, and Wellsville. ² It was estimated by some that each building would cost at least $100,000. The government offered a total of $94,000. The board was then in debt $320,000, so it would necessitate bonding, and possible a one mill tax increase. Operating costs would also increase near $20,000 to $25,000. This information was taken to the people of the county to obtain their opinions. ³

The board conducted various meetings with different sections of the county, explaining the proposed junior high plan. It was well accepted in those areas which were near the proposed buildings, and opposed by those who felt their community would not benefit. Many people opposed the building program for the following reasons: the cost was excessive; too much transportation was involved; children would be away from home too much; and they favored a recreational program rather than a junior high program. The board had changed its previous stand regarding a recreational unit for each school,

¹Ibid., July 6, 1938.
²Ibid., July 1, 1938.
³Ibid., July 6, 1938.
and preferred to put the money into the junior high program.\(^1\)

The board was unsure of favorable public sentiment toward the junior high building program or the extent of bonding which would also be necessary. However, Architect Schuab was asked to draw up estimates for three junior highs, plus an addition at the junior high in Smithfield.\(^2\)

The following estimates were given:

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<table>
<thead>
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<tbody>
<tr>
<td>Lewiston Junior High</td>
<td>$95,000</td>
</tr>
<tr>
<td>Smithfield addition</td>
<td>15,000</td>
</tr>
<tr>
<td>Providence: gym and elementary</td>
<td>60,000</td>
</tr>
<tr>
<td>Wellsville Junior High</td>
<td>75,000</td>
</tr>
<tr>
<td>Other alterations</td>
<td>6,000</td>
</tr>
<tr>
<td>Equipment</td>
<td>15,000</td>
</tr>
<tr>
<td>Architect fees</td>
<td>12,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$278,000</strong></td>
</tr>
<tr>
<td>Government's share  45%</td>
<td><strong>-$125,000</strong></td>
</tr>
<tr>
<td>Local share 55%</td>
<td><strong>$153,000</strong></td>
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</table>

These costs would provide for three modern junior high schools each with a combination auditorium and gymnasium which could seat 850 people, a girls' department, and a shop. The buildings would be both school and community buildings. If the communities desired buildings as large as those mentioned in the estimate, they would have to contribute nearly $20,000 to $25,000. A bond election for $160,000 was approved by the board by a vote of three to two to be conducted in August, 1938.\(^4\)

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\(^1\)Ibid., July 7, 1938.

\(^2\)Ibid., July 20, 1938.

\(^3\)Ibid., July 26, 1938.

\(^4\)Ibid.
Bond defeated

The bond was soundly defeated, 879 in favor, 1577 opposed, even though much of the cost would have been shared by the government.¹ A committee from Lewiston met the board and urged them to build one junior high immediately. They felt all new buildings should go to the east side, and none to the west side since the west side had not supported the bond. They reminded the board that there was still an urgent need for buildings.²

A Wellsville committee commended the board and expressed the thought that the people were against the bond, not the building program. They expressed the hope that the board would erect buildings in the towns which favored the bond; Wellsville had supported the bond.³

Modified building program

Mayor G. A. Hogan asked the board to call a meeting of the citizens from the towns of the county district to see what they wanted in a modified building program.⁴ The board accepted the suggestion and called a meeting in September. People from 13 towns attended, 30 people in all, to discuss the building program and to see what future action should be

¹Ibid., August 27, 1938.
²Ibid., August 29, 1938.
³Ibid., August 12, 1938.
⁴Ibid.
taken. The board hoped to salvage some of the program to
take advantage of the government grants. The state office
was represented at the meeting, and their group stated that
the junior high program was the one to be carried out.¹

The citizens group told the board to study the advisa-
ibility of availing itself of the government grants. If a
modified building program was advisable, the committee would
support the board in its actions. The decision was left to
the board. Whatever action was taken, it was hoped it would
eliminate the animosity which had developed in the county as
a result of the bond elections.²

As the committee did not represent the entire county,
their vote could not be considered final. A motion was
passed to call a meeting in all of the towns of the county
before September 22, 1938, to select a committee which would
represent each town at a general meeting to be held on
September 22, 1938. The modified building program would be
discussed then, and the money spent was not to exceed $210,000,
$94,500 of which would be paid by the P. W. A.³

The community meeting was held as scheduled with 19 towns
represented. The group hoped to determine the attitude of the
people. The board was considering a gym and classrooms at
Lewiston, Wellsville, a gym at Providence, plus additions at

¹Ibid., September 16, 1938.
²Ibid.
³Ibid., September 17, 1938.
several other schools. Clerk Lloyd Theurer stated "the yearly tax burden will be no greater under this program than under the existing situation."¹

A citizen from Paradise called the attention of the group to the heavy taxes, the indebtedness of the county, the inability of the farmers to meet the burdens of the day. He also condemned the P. W. A., stating that the money must be paid back to them in time. He then condemned the junior high program and stated that taxes would have to increase under the proposed program. The group applauded.²

A Lewiston citizen arose and stated that if the board did not now take advantage of the government grants, the county would have to pay 100 per cent of the building costs. A greater applause resulted.³

The board left the following thought with the group at the conclusion of the meeting:

Modern education necessitates transportation. Transportation was a major issue and was mixed up in the bond election. We are sorry that the bond question was decided on the selfish interests of the various communities instead of on the merits of the program. We wanted the program that would be fair to all educational interests. We feel that all pupils should enjoy the same benefits as those in the Smithfield Junior High.⁴

¹Ibid., September 23, 1938.
²Ibid.
³Ibid.
⁴Ibid.
The committees passed a resolution to give the board a vote of confidence and support its action to go forward with the modified building programs. The board went on record as favoring the proceeding of the building program, feeling they now had the opinions of the communities as a result of the group meeting. They decided to build junior high schools at Lewiston, and at Wellsville, and a gymnasium at Providence Elementary School. The remainder of the building program would be decided later.

A committee from Providence met with the board in October, 1938 and expressed their appreciation to them for what they were doing. They stated that they desired to work with the board and add to the allotted funds if possible to provide a larger and more adequate building which could be used by the school, church, and community. They hoped all three units would contribute funds for their proposed building.

A joint committee from the various communities of the county contacted the board and wanted to know "why did the board hold a bond election if they were determined to go forward with the program in spite of the outcome of the election?" The board assured the people there would be no transportation of pupils to the junior high schools unless

1Ibid.  
2Ibid., September 24, 1938.  
3Ibid., October 1, 1938.
the people of the communities involved wanted it.\textsuperscript{1}

Citizens representing the smaller towns felt "the larger towns are running things and the reactions of the smaller communities are not being considered. The failure of the bond election was in opposition to the junior high movement. This calls for a clean sweep of the entire situation, the board included." Every town wanted its share.\textsuperscript{2}

President Olsen commented that the board had almost unlimited power under the law in administering the affairs of the school district but they were not in favor of using force. He repeated his action forcing centralization. The board was not united on the issue.\textsuperscript{3}

Two days later, the board met again. President Olsen was opposed to any move toward a junior high program. Regardless of his feelings and opinions, the majority of the board voted to build two junior high schools. The school at Lewiston was not to exceed $50,000, P. W. A. monies included. The building at Providence was not to exceed $25,000, including P. W. A. funds.\textsuperscript{4}

The superintendent was pleased with the program about to be undertaken. He mentioned to the board the many advantages of the Smithfield Junior High School, and stated that

\textsuperscript{1}Ibid.
\textsuperscript{2}Ibid.
\textsuperscript{3}Ibid.
\textsuperscript{4}Ibid., October 3, 1938.
while the students of Smithfield were in clover, in the other areas, the students were playing in the rocks." He favored equal opportunities for all.\footnote{Ibid.}

The Lewiston and Wellsville Junior High Schools were completed by 1939, with most of the citizens expressing satisfaction with the new schools.

World War II in the early 1940's brought complete curtailment to school building programs throughout the nation. The Cache County schools as all others, concentrated on cooperating in the war effort and providing the best education possible during those years of national emergency.

Conclusion

Junior high schools developed slowly in Cache County. The school board decided to proceed with a junior high program, and the first building constructed was the Smithfield building in 1930.

The schools had suffered a great financial hardship during the 1930's. Meetings were held with the Taxpayers' Association, the Teachers' Association, and the Board, to work out the best possible educational program with the monies available.

Various building programs were considered by the board and many changes were made. The Wellsville Junior High was discussed more than any other issue. The board reversed a
previous decision and decided to construct a new school in Wellsville.

The superintendent had not been in favor of a junior high program, but in the late 1930's changed his mind. Junior highs were built in Lewiston and Wellsville with the aid of the P. W. A. monies and labor.

A bond was defeated in 1938 and thereafter numerous meetings were held with community committees to find out what they desired in the way of a building program. Some consolidation occurred, which closed several of the smaller schools. Recreational units and gymnasiums were added to almost every elementary school in the county, with the aid of the P. W. A.
Early Cache County elementary school consolidation

Since the organization of schools in Cache County, there has always been many elementary schools throughout the county. Fifty-five elementary schools were in use in 1896, but when the Cache County School District was organized in 1908, many communities consolidated their schools so as to have but one elementary school in each town.

As the high schools were consolidated in 1914, and the junior high school program was developed in the 1930's, the school board closed schools in some of the less populous areas. The following small elementary schools were closed during this period:

<table>
<thead>
<tr>
<th>School</th>
<th>Pupils transferred to</th>
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<tr>
<td>Alto</td>
<td>Smithfield</td>
</tr>
<tr>
<td>Avon</td>
<td>Paradise</td>
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<tr>
<td>Cove</td>
<td>Richmond</td>
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<td>Cache Junction</td>
<td>Newton</td>
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<td>Mountain Home</td>
<td>Cove</td>
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<td>Mt. Sterling</td>
<td>Wellsville</td>
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<tr>
<td>Petersboro</td>
<td>Mendon</td>
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<tr>
<td>Riverside</td>
<td>Benson</td>
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<td>Stephenson</td>
<td>Lewiston</td>
</tr>
<tr>
<td>Wheeler</td>
<td>Lewiston</td>
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The citizens of communities which lost their schools resented such action very much because it meant a longer absence of their children from home, and they generally felt they deserved their own school due to the amount of taxes.
paid each year for education. A school also seemed to add some prestige to their community.\(^1\)

Frank Bair of West Lewiston met Superintendent Kirkbride and Board Member Pond one day when he heard of the decision to close the Wheeler school. He stated that "so many bullets are going to be flying, you won't be able to dodge them all."\(^2\)

A mother approached Member Pond concerning the closing of the Cove school and stated, "I would rather see my two girls in the grave than attend another school in some other town."\(^3\)

The first post war organizational change

World War II ended in the mid 1940's and the Cache County school system returned to a peace time program. The board and superintendent began several organizational moves which caused a great deal of turmoil in many communities. The nature of most of the changes was taking the upper elementary grades from the grade schools and transferring them to the junior high schools.

The first post war change occurred in Richmond where the people were given the choice of sending the seventh and eighth grade students to the Lewiston Junior High or retaining them in the Richmond school. This was the first post war attempt

\(^1\)Ibid., May 1, 1915.
\(^2\)Kirkbride, J. W. Smithfield, Utah, October 20, 1963. Personal interview.
to put the county schools on a 6-3-3 organizational basis. The board made the policy of allowing any and all students from any community to attend a junior high in the county if they desired.¹

Prior to the beginning of school in 1946, the people of Richmond were approached by the board with a questionnaire to determine if they desired to send the two upper grades to Lewiston Junior High.² The people were very divided on the issue; and as school began, some students transferred, while others remained in Richmond. The superintendent visited the Richmond School two weeks later and informed the pupils that their teacher, Mr. G. L. Bagley, would teach in Lewiston the next day, and if they wanted a teacher, they would have to board the bus the following day and go to Lewiston. Some pupils remained out of school for one or two weeks before their parents allowed them to attend the Lewiston Junior High School.³

The building facing the Cache County Board of Education in the 1950's

As the 1950's arrived, the board and superintendent

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¹Minutes of the Cache County School Board. March 7, 1946.
²Ibid., August 26, 1946.
³Ballam, O. L. Richmond, Utah, October 5, 1963. Personal interview.
realized a building and organizational program had to be developed in the very near future. The board felt that as the building program was undertaken, meetings should be called whereby different groups throughout the county could be called in and instructed. These groups could learn of the program and make recommendations to the board.\(^1\) Invitations were sent to many organization officers and individuals throughout the county to attend the meetings as they were organized.\(^2\)

The superintendent wanted to involve the general public as much as possible; and in 1953, a citizen's advisory committee was appointed. This committee planned to study such things as school consolidation, school needs, and school curriculum. The findings of this committee were to help the board reach some decisions.\(^3\)

In a questionnaire sent by the Utah State Legislative Council to Superintendent Theurer, the state office requested a detailed list of projects by priority which the district wished to undertake. In reference to building costs, school needs, and improvements made, the superintendent reported the following proposed projects: first, the River Heights School; second, the North Logan addition; third, the Lewiston

\(^1\)Minutes of the Cache County School Board. January 6, 1949.

\(^2\)Ibid., January 20, 1949.

\(^3\)Ibid., February 5, 1953.
elementary school; fourth, a new junior high school in the southeast part of the county; fifth, the enlargement of the three existing junior high schools; and sixth, the additional enlargement of other elementary schools in the county. It would take $1,546,000 to complete these projects. The school board approved the report and advised Superintendent Theurer to gather additional information so that the people might be made aware of the proposed program.\(^1\)

The superintendent made copies of the building program for the board members, and they met in the various sections of the county and presented their program to the people. Building meetings were scheduled in six communities: and when conducted, were well attended.\(^2\)

The superintendent recommended to the board that the first building priority was to equalize the elementary school program. The board was faced with a decision regarding the Lewiston Elementary School; to remodel or build a new building. Lewiston City offered to help buy the lot, provide the curb and gutter, and also contribute $2,500 for a new building. The board accepted the offer and the land west of the junior high school was selected as the site for the new building. The building was constructed by W. R. Cahoon of Pocatello, Idaho, for $202,000, not including the electricity and

\(^1\)Ibid., January 5, 1950.

\(^2\)Ibid., January 26, 1950.
plumbing bids. Construction began in the winter of 1952.  

The elementary schools receive a low rating

The Emergency School Building Fund Commission of Utah gathered information from 16 school districts through the state regarding attendance, building sites, buildings, and classrooms. Points were awarded for each of these items; then the per cent attained was recorded as

- 85-100% Excellent
- 70-84% Good
- 55-69% Fair
- 40-54% Poor
- Below 40% Unsatisfactory

The rating of the elementary schools in Cache County was not very satisfactory, the schools ranking very low in accommodations. The results were as follows:

- Excellent—none
- Good——River Heights (a new building)
- Fair——Benson, College-Young, Lincoln, Mendon, Millville, North Logan, Paradise, Park, Summit.
- Poor——Clarkston, Cornish, Floradell, Hyde Park, Newton, Providence, Trenton.

One-half of the schools were rated as fair, a very low county rating. The Lewiston School was not rated because the new building was being planned. The Cornish School was closed shortly after the survey.

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1 Ibid., January 10, 1952.
2 Ibid., November 13, 1952.
3 Ibid.
4 Ibid.
The board moves some elementary students to the junior high schools

In 1953 the board and superintendent decided to proceed with a program which would alleviate two of the major building priorities previously listed. The superintendent made the following announcement to the public in June, 1953:

Declining and shifting population in the Cache County School District has resulted in decreased enrollments and reduced financial aid from the State Equalization Fund. The enrollment of 5000 pupils in 1940-41 dropped to 4175 in January, 1953, with River Heights and North Logan climbing, Lewiston and Hyrum dropping. The west valley was down, and the combined junior high and high school enrollment had decreased from 1934 to 1674. This made the adjustment in the teaching staff difficult. The distribution of the pupils and the sparsity of population created problems not easily solved.

Last year the teacher pupil ratio in Cache County was 26.5, and the state average is 29.4. Of the nine largest districts only Jordan, the richest in the state, had fewer pupils per teacher than Cache. This year's enrollment is even lower.

The problem facing the board of education is how to adjust the educational program to fit the restricted budget. The crux of the situation lies in organizing the schools so as to eliminate teachers wherever possible, to bring the average load up, and utilize all services to maximum.

This can be done without sacrifices to the educational offerings and also save money. It may mean some inconvenience to some people or a slight change in daily pattern of living, but the board of education has a moral obligation to go forward with such moves in spite of local minority opposition.

Five elementary schools will be affected by consolidation moves next year, with other adjustments...
in the high school staffs; the teaching staff will be reduced by eight.

1. The mendon 7th and 8th grades to Wellsville Junior
2. Clarkston and Hyde Park 7th and 8th to Smithfield Junior
3. Trenton 8th and 9th grades to Lewiston Junior
4. Cornish school closed and pupils will go to Lewiston

No additional transportation will be necessary and no new buses need be purchased.¹

A short while after this intent was published, Attorney Samuel Power of Ogden met the board to discuss consolidation and the building program. He reviewed with the board the case of Abner W. Allen vs the Board of Education, Weber County School District. This case showed the board was within its legal jurisdiction to move seventh, eighth, and ninth grade students into junior high schools.²

Opposition from small communities

A public meeting was held with representatives from Clarkston, Hyde Park, Mendon, and Trenton in September, 1953; 19 citizens, parents, and mayors were present. A great deal of discussion took place, but the board members voted to move the upper elementary grades from each one of these communities to the nearest junior high.³ Some of those present stated they were prepared to organize schools in their own communities. They told the board this was a serious matter and might

¹Ibid., June 9, 1953.
²Ibid., September 5, 1953.
³Ibid., September 10, 1953.
lead to violence. They felt public relations were very poor, and blamed many of the problems on the board. The board decided to hold three meetings in the county to inform the public of the proposed programs.¹

The parents wanted to know if it would be possible to put a substitute teacher in the communities while a decision was being reached. The board said "No." They would not allow the group to use any school books or facilities to organize their own private schools.²

At the next board meeting held on September 14, 1953, State Superintendent E. Allen Bateman, Assistant Superintendent William P. Miller, and two local citizens were in attendance. The background of the controversy was discussed. Dr. Bateman stated that most educators and the state office recommended sending the upper elementary grades to junior high schools. He also said the educational question involved was not a legal one, but was really public relations and educational policy. He felt the board was educationally correct in making the move.³

The state board did not recommend closing any elementary school which had two teachers or more. Dr. Bateman also stated that those districts which had moved to a junior high or consolidated program would not return to the old type of

¹Ibid.
²Ibid.
³Ibid., September 14, 1953
school if they had their choice. He said Superintendent Theurer and the board would receive more criticism if they backed out than if they went through with the program.¹

The board asked Dr. Bateman if he felt it advisable to build new buildings even though there were vacant rooms in the present schools, and he stated, "Yes, it is feasible in order to continue progress, for waste always comes with advancement."²

Private schools were discussed and Dr. Bateman stated the law specifies all children ages 6 to 16 must attend school. The local superintendent is charged by law to determine whether private schools maintain specific standards and whether school credits could be given. Private groups must furnish all educational materials used, plus their own building. The board recommended that the students involved attend the junior high schools while a decision was being reached.³

Meetings were held in the four communities to decide whether to accept or reject the recommendation of the board. Mendon citizens voted 43 to 1 to keep their pupils. A majority of the Trenton and Clarkston people voted to establish a private school. The Hyde Park citizens offered less opposition to the board, and felt the entire matter was largely a misunderstanding. As the board members returned to their

¹Ibid., September 14, 1953.
²Ibid.
³Ibid.
communities in which they resided, they were rejected by some of the citizens who disagreed with the decision they had made. Some people refused to attend church with each other. The situation was affecting education, church, and community life in general.¹

Parents refuse to cooperate

The county schools opened as scheduled in September, 1953, but many pupils did not attend, the parents not allowing their children to make the move the board was requesting. The parents of some of the children which did make the move complained that the buses and classes were overcrowded, and there was no individual instruction. The question was asked, "Is Superintendent Theurer hauling sheep or cattle." A citizen group requested that the superintendent, the assistant superintendent, and board member Jardine resign. A committee met the board and stated that board members were elected to do the things the people desired; and if the requests of the people were not granted immediately, the citizens committee would be in the Trenton School Monday morning installing their own benches and conducting school in the school house. One citizen said he agreed with Governor Lee when he proposed that the local superintendent be elected by popular vote. He also thought the people should band together and introduce a bill in the next session of the state legislature to relieve

¹Ibid., September 17, 1953.
the board of its power to move or close an existing school. After much discussion, the school board agreed to allow students to stay in their local schools for one year if they would agree to accept the junior high school program willingly the next year and sign an acceptance of this compromise.¹

Private schools illegally established

Everything was apparently settled; then the board was informed that the Trenton School was being used as a private school. The people involved were ordered to get out of the school by November 13 or legal action would be taken. The school board withdrew their previous compromise made with the committee. Mendon also had hired a private teacher and was using the Mendon School building for private instruction. This group was given until November 27 to leave the school building. The school board attorney wrote letters urging all parents involved to comply with the decisions or be prepared to go to court, which would involve court costs and other inconveniences.²

Transfer accomplished

The private schools were discontinued, but many of the pupils failed to send their children to the junior high schools by December having missed three months of school.

¹ Ibid., October 29, 1953.
² Ibid., November 10, 1953.
The citizens' committee met with the board in December and some agreement was reached towards the end of the meeting. The students were finally transferred to the junior high school for the remainder of the school year.¹

The transfer of the elementary students to the junior high schools in 1953 was the last major reorganizational move in the county on the elementary level. In 1960 a strong wind destroyed the elementary school at College-Young and the pupils were transferred to the school at Wellsville. The board of education decided not to rebuild the school.

Sixteen elementary schools are still in use in the county and though the number has decreased from 55 in 1896, extensive consolidation has not occurred in modern times in the elementary schools of Cache County.

Summary

At statehood in 1897, 55 elementary schools were in use in Cache County. During the times of district consolidation, high school consolidation, and junior high school development, many of the smaller elementary schools were closed by the board, though always resented by the citizens involved.

During the 1940's and 1950's the major elementary school reorganization occurred when the upper grade pupils from five elementary schools were transferred into the existing junior

¹ Ibid., December 2, 1953.
high school program. This prompted the establishment of private schools which caused some pupils to miss three months of public education.

After World War II ended, it was evident both to the board and the superintendent that old buildings would need remodeling, new ones would need to be built and some schools consolidated if the educational needs were to be met. Early in 1949 Superintendent Theurer asked the board what type of building program they desired to initiate. A definite decision could not be reached so State Superintendent L. Allen Bateson was contacted and he suggested that a survey be made by an interested committee to ascertain the needs of the county schools.

The board considered the suggestion of Superintendent Bateson but took no definite action until 1944 when it recommended that a survey committee be organized to proceed with the building program survey. Superintendent Theurer recommended the following committee members: Dr. Samuel McLaughlin, University of Utah; Dr. K. A. Jacobsen, Utah State University; Wilbur Sall, Director of Secondary Education of the state department; Jonathan Wright, Superintendent of Iron County; and Lorenzo S. Young, architect of Salt Lake City. It was hoped the public would accept the findings and
POST WAR CONSOLIDATION AND BUILDING PROGRAM

Survey of post World War II building needs

After World War II ended, it was evident both to the board and the superintendent that old buildings would need remodeling, new ones would need to be built and some schools consolidated if the educational needs were to be met. Early in 1948 Superintendent Theurer asked the board what type of building program they desired to initiate. A definite decision could not be reached so State Superintendent E. Allen Bateman was contacted and he suggested that a survey be made by a disinterested committee to ascertain the needs of the county schools.¹

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¹Ibid., April 28; 1948.
recommendations of the committee since the members had status in their respective fields and were authorities in determining educational building needs.¹

The survey committee held their initial meeting in January 1955 and expressed the desire to complete the survey by July 1956. One committee member wanted the group to consider the possible coordination with the Logan City School District. At the time, the committee was seriously considering one senior high school and two junior high schools for the county. Member Jacobsen felt that the pupils in the communities might be better served by schools located in or near Logan City. Logan needed a junior high; but because of legal barriers, complete consolidation of the two districts was not feasible at that time. One high school for the entire county was considered practical, and it would leave the present Logan High School for a junior high. The county-city high school would have a large enrollment, 1,700 to 2,000 students. It would be a cosmopolitan type school with rich and diversified offerings.²

Three plans offered

The survey committee suggested some possible organizational patterns to the board in June 1955. Each of the

¹Ibid., November 24, 1954.
²Ibid., February 16, 1955.
plans had merits and limitations, but the committee would not say which they thought was best.

Plan I. Two senior high schools
Four junior high schools (Lewiston, Smithfield, Wellsville, and one new one for River Heights, Providence, and Hyrum).
The plan is similar to the existing organization.
The cost would be over $2,000,000.

Plan II. Two senior high schools
Three junior high schools (Lewiston, Smithfield, and one central junior high in the south).
No cost was given.

Plan III. One central high school
Two junior high schools (North and South Cache).
The cost near $2,000,000.1

Each of the plans had advantages, some of the most important ones were:

Plan I. 1. Similar to the existing plan.
2. Almost every major community would have a secondary school unit within its bounds.
3. Great utilization of the present building facilities.
4. Grades 7-9 of the entire district would be in separate junior high school units.

Plan II. 1. Same advantages as Plan # 1.
2. One fairly large junior high school unit could be operated at a high level of efficiency without extreme cost.
3. A minimum amount of waste.

Plan III. 1. A new high school could be economically built and operated.
2. An enriched curriculum could be offered.
3. It would provide for stronger teaching and administrative staffs.

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1 Ibid., June 16, 1955.
4. It would unify the county district.¹

The survey committee completed its survey in April, 1956 and submitted a report to the board recommending one central high school with two junior high schools, Plan III as its first preference. The board of education also favored Plan III.² A small sample survey was taken within the county and 253 citizens favored the central high, 158 opposed it, and 53 were still undecided.³

Defeat of bond election of 1956

Since both the survey committee and the majority of the board favored a central high school the next undertaking was to determine whether or not the public would accept the consolidation move as a bond election would be necessary to secure funds for the project.

The board was not unanimous in its decision to proceed with the bond election, but by a vote of four to one decided to conduct the bond election on June 5, 1956. The one member opposing the election did so on the grounds that, "If I vote "yes" on holding a bond election, I approve the central high school. Therefore, I will vote "No" today."⁴

¹Ibid., June 16, 1955.
²Ibid., April 18, 1956.
³The Herald Journal, April 22, 1956.
⁴Minutes of the Cache County School Board. May 6, 1956.
Much information was made available to the public during the period from April to June of 1956. Dr. E. A. Jacobsen mentioned that there was a steady decrease in the number of high schools in the county and an increase in their size. He felt this move was due to the demand for a broader and enriched offering, plus the need for financial economy.\(^1\) Board Member Bodily reported that the population of Cache County was not increasing, but that it was shifting to the areas around and near Logan. He stated there were certain conditions within county schools that were deplorable and that the educational offerings of the various schools of the county were not uniform. He felt there was a definite need for a long-range program.\(^2\)

Many citizens opposed bonding because the board was still in debt $178,000 from the last bond election of 1920.\(^3\) Since Cache County was mainly an agricultural area, and there was little industry to help finance the school program, school finances would be examined very closely by the voters. The votes would decide just how extensive a program the people wanted. Many felt the teacher was still the most important part of education, regardless of the building.\(^4\)

Dr. R. W. Roskelly of the Sociology Department, Utah State University, had studied the valley and made some

\(^1\)The Herald Journal, May 3, 1956.

\(^2\)Ibid., May 4, 1956.

\(^3\)Ibid., May 14, 1956.

\(^4\)Ibid., May 16, 1956.
important deductions:

Cache Valley, since its settlement over 100 years ago, has had many forces pulling to make it a community. Others have been working to prevent this development. Culturally, Cache County people are about alike. In each town we find many nationalities. The population increases, but very slow [Sic]. People are very proud of Cache Valley.

In the early days, Cache Valley was basically one community, [Sic] later, individual town consciousness arose, as stakes, wards, and incorporated towns developed.

The trend in the last 35 years has been toward consolidation, especially in the business and economic world. Much has been accomplished in terms of integration, coordination, and combination in the field of education.

Due to combinations and coordination, much has been achieved in Cache Valley. At the same time however, there have been failures of institutions who have refused to modernize and streamline their organizational patterns. Some are not operating effectively because they refuse to change their operational ways. Much of our life is geared to the forces of consolidation and integration that characterize America. Change is usually inevitable.1

Several major arguments were used to encourage voting for consolidation: A broader subject offering, more teachers instructing in their major field of study, a more extensive extra-curricular program, and economy of operation.2

The Farm Bureau was generally opposed to bonding. A major argument, other than indebtedness, was the lack of money available for the upkeep of the buildings. The bureau stated that one million dollars had been spent for the improvement of the elementary schools during the past seven years,

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1Ibid., May 20, 1956.

2Ibid.
and only $70,000 a year was available for the same purpose under the consolidation plan.¹

Former Board Member L. H. Allen stated that "it might not be the right time to bond, but it was the right time to build." He felt the program being undertaken did not lend itself to a pay-as-you-go program and also thought it would cost more for construction in the future than in 1956.²

Merle Hyer, opponent of consolidation, felt too many social and moral problems would develop if very large groups were brought together. He felt the students were too long away from their parents, both in time and distance.

The L.D.S. Church favors more, not less, parental association, discipline, and guidance in relation to young people. Let's avoid anything that will take youngsters farther away from their parents for longer periods. There is also a need for tax relief. This program will increase taxes and increase the burden to the L.D.S. people who will have to build a seminary. The entire program does not guarantee a better total educational program.³

Dr. Jefferson Eastmond, Department of Education, Utah State University, summarized the major reasons favoring the consolidation and building program as follows:

1. No tax increase.
2. Improved and uniform school program.
3. Relief in overcrowded elementary schools.
4. Improved facilities for all grades.
5. No reorganizing or moving of the elementary schools.

¹Ibid., May 25, 1956.
³Ibid.
6. Better education for the same money.
7. Safe and efficient transportation with little cost increase.
8. No proportionate increase in the number of teachers.
9. Improved guidance and special services possible.
10. Wiser and more economical use of both the teachers and facilities.¹

The votes were counted on the eve of June 5, 1956, with 1197 votes in favor of the bond and 2453 against it. Even though the board had put much time and effort into the preparation of the election by hiring experts, disseminating information, and involving much of the public, the bond was still soundly defeated.²

After some discussion regarding bonds, the board felt that there were four main reasons for the defeat of the previous bond election in some of the small communities: fear of further consolidation of the elementary schools; opposition to increased taxation; transportation distances; and failure of the board to supply sufficient information to the people.³

Board decisions following the defeat of the 1956 bond

After the defeat of the bond, the board and superintendent were faced with the problem of finding a solution to

¹Ibid., May 5, 1956.
²Minutes of the Cache County School Board. June 5, 1956.
the building problems without the benefit of additional funds.

The board requested that an architect study the possibilities of providing junior high schools large enough to accommodate students both from the Smithfield area and the students residing in the south end of the county who were not in a junior high school building. They recognized that the foremost problem was that connected with the junior high schools, and desired junior high facilities for the entire county. It was suggested that the school facilities at the Smithfield Junior High and the elementary schools at North Logan, Providence, and Hyrum be improved. Many of the existing problems the board felt would be eliminated with the construction of a new junior high school between Logan and Smithfield. This school would accommodate students then attending the Smithfield Junior High and all seventh, eighth, and ninth grade students from the south end of the county who were not attending the Wellsville Junior High.¹

Superintendent Theurer analyzed the building situation in Cache County, stating the buildings and facilities lagged far behind the improved stature of the homes in the valley. The population was decreasing in some towns, leaving empty school rooms and increasing in others creating overcrowded conditions. The board also felt that the public opposed the idea of a new junior high between Smithfield and Logan. Both

¹Ibid., August 9, 1956.
the board and superintendent felt they must solve the near emergency conditions in such a way as not to interfere with the long range program and not to waste funds. The main two areas for concentration were Smithfield and Providence. They wanted to build a new elementary school at Providence and a new addition at the Smithfield Junior High.¹

The board started part of its building program in 1957, approving an addition to the Smithfield Junior High School and the construction of the Providence School.²

Bond election again considered

The superintendent made a review in December of the school organization and building program. He noted to the board that the last official action they made regarding the future of the program was to accept the recommendation of the 1955 Survey Committee. Since that time, two changes had occurred: the failure of the bond election and the change in board personnel.³

Many questions were asked. Why did the bond election fail? Did people vote against the program, or bonding, or both, and to what extent? Should the board be unanimous before attempting another bond election? Should the board attempt a pay-as-you-go program on

¹Ibid., November 6, 1956.
²Ibid., August 22, 1957.
³Ibid., December 19, 1957.
1. A North Cache gymnasium and lunch center.
2. A South Cache kitchen.
3. Other high school improvements in classrooms and halls.

It was felt the secondary school consolidation program would solve most of the immediate and major problems of the district. If the program were not adopted, then the board would have to analyze such things as

1. Are other problems of the secondary schools equal to the main problem, that of providing junior high facilities for those not now in a junior high?

2. Is there some other kind of a long-range program into which the solution of the major problems can fit in as to meet the best educational needs of the district in an economical, justifiable way? Can it be done on a pay-as-you-go or bonding?

3. Is there sufficient justification for providing junior high facilities for the pupils not now in junior high schools as an independent project without regard for other problems of the district and without relationship to any long-range program? This type of approval is taken too often, where the board yields to local pressures, building here and there without a well formulated long-range program to follow.

Some questions were asked the superintendent by the public regarding finance.

Are the taxpayers of Cache County now paying for an improved educational program? Yes, some fifteen mills, providing for $300,000 for this and capital improvement. Are the citizens getting the advantage of an improved program? No, facilities cannot be made available on a pay-as-you-go basis for many more years, although many improvements are being made. If the district bonded and provided facilities now, how much more would it cost? Probably no more, maybe less, due to the annual

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1Ibid.
2Ibid.
increase in costs, estimated at four per cent for each of the next ten years. If this continued, it would cost forty per cent more to build ten years from now.\(^1\)

The board listed the following statement of school problems: one, to provide adequate facilities for the junior high school students not now in a junior high program; second, to provide an improved high school program with better facilities and curricular offerings; third, elimination of some elementary schools, replacing the schools at North Logan and Smithfield; and remodel and modernize many others.\(^2\)

In January 1958, the superintendent scheduled a series of meetings for the communities of the county to discuss the school problems with the people. Seven town meetings were conducted. Board Member Sterling Taylor presided at the meetings and presented the board's program with the help of other board members, the clerk, and superintendent.\(^3\)

The superintendent gave notice to the board that "it is only safe to rely on the judgment of the public when they are well informed and free of emotional prejudice." The timing of voting was also stressed. Public polls were discussed as a means to determine the wants of the people, and the superintendent stated that the board should not abdicate their responsibility and obligation under the law to make decisions.\(^4\)

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\(^1\)Ibid., December 19, 1957.

\(^2\)Ibid., January 28, 1958.

\(^3\)Ibid.

\(^4\)Ibid., July 3, 1958.
The board decided to conduct a survey of public opinion and make it clear to the public that they are asking for opinions to help the board make decisions, not to convey the thought that it is a referendum which would obligate the board in any way. It was felt that more people were favoring the central high school and maybe it would be better to prolong the action and try to get more people to favor one high school.  

The superintendent questioned the advisability of basing a decision for a future course of action on the outcome of a public poll. He realized it was very difficult to communicate with the public. He cautioned the board members that "you are state officials with local responsibilities and have a public trust and obligation which shouldn't be abdicated to others. Society is slow to accept consolidation."  

The National Planning and Research Corporation of Salt Lake City was hired to conduct a poll in Cache County to help determine the educational desires of the people. It was to take a 10 per cent sample for $700 and be finished by September, 1958.  

The results of the poll were made known to the board in September by Dr. Mathews of the Research Corporation. He recommended that a bond election be held in the very near

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1Ibid.
2Ibid.
3Ibid., July 17, 1958.
future. He also felt the board should get some advice on conducting a bond campaign from some advertising agency in Salt Lake City.\footnote{Ibid., September 4, 1958.}

Dr. Mathews reviewed some of the findings with the board as follows:

1. Families with children were more favorable to bonding than those without.
2. Women were more inclined to support the central high school.
3. Women were better informed about the schools, more progressive in their attitude about school expansion and improvement.
4. Farmers desired to improve the present facilities, not to build a new high school. They desired status quo.
5. Non farmers supported the central high school, also supporting two high schools if the board desired. They felt "something needs to be done."
6. The younger people favored the central high and were also better informed.
7. Bonding was preferred over pay-as-you-go as a way to finance the plans for the district by 7-1.
8. More people accepted the concept of a central high now than in the last bond election.
9. Issues were not clearly understood in the last bond election.
10. The bond election was highly influenced by emotional considerations, many feeling that the land owners were paying an undue share of money for schools, thus making it easier to be swayed toward the negative than the positive.
11. There was a growing feeling that something should be done and done soon.\footnote{Ibid.}

At the meeting of the school board on March 19, 1959, the problems in the district in relation to the James B. Conant report on the American high school were discussed. It was felt the problems discussed previously in January,
1958 were becoming more acute and that action must be taken in the near future. Three proposals were suggested: first, hold a bond election for financing the central high school; or second for junior and senior high school improvements; third, increase taxes for a pay-as-you-go program. The board voted to proceed with proposal one, and if it failed, try the second.¹

Superintendent Theurer died while in his office in March 1959. Assistant Superintendent Glen R. Winn replaced him until July, when Dr. Oral L. Ballam was selected as the new Cache County Superintendent.²

Superintendent Ballam encourages the second bond election

Superintendent Ballam wished to continue the building program which Superintendent Theurer had started. He made recommendations to the board in August on the building program noting that many of the proposals previously made had not yet been put into effect. As a result these problems had not only remained unsolved, but were now more acute. He wished to know what course of action the board wanted to follow.³

He favored the central high school with two junior high schools. He felt such a program would

¹Ibid., March 19, 1959.
²Hansen, Keith. Logan, Utah, August 22, 1963. Personal interview.
³Minutes of the Cache County School Board. August 20, 1959.
1. Place all students of junior high school age in an improved junior high school program.

2. Improve the secondary school facilities and offerings, both academic and exploratory.

3. Relieve the overcrowded situation at North Logan.

4. Make the Smithfield and Wellsville Junior High Schools available for elementary use.

5. Provide for more efficient utilization of teachers in the areas of their training and interest.

6. Contribute to the selection and retention of specialized personnel.

7. Provide for a more uniform teacher-pupil ratio on a junior high school and secondary school level.

8. Provide for a more efficient utilization of space and facilities.

9. Involve fewer buildings to be maintained.

10. Make the organization of the county more uniform.

11. Recommend a bonding program for 15 years, involving little or no increase in the mill levy.¹

Superintendent Ballam made the following recommendations and the board accepted them:

1. The board reaffirmed acceptance of the central high school with the two junior highs.

2. The board approved a bond campaign within the next 60-90 days.

3. The board assume the leadership and take an active part in the presenting of the bond issue to the people.²

The board felt the approved program would not save money but would provide a better instructional program for the same amount of money.

A letter was formed and sent to the bishops, mayors, and civic groups throughout the county encouraging them to

¹Ibid., August 20, 1959.

²Ibid.
support the plan approved by the board. 1

Forty school patrons met in early September to organize for the purpose of disbursing authentic factual information concerning the central high school plan. A citizens Committee for Sound Economics and Better Education was formed throughout the county at the same time to oppose both the bond and the central high. This committee mentioned that the sum of $88,000 was still owed on an earlier bond. They also felt the board had used arguments in favor of the bond which were not based on facts. It was their opinion that enrichment could be carried on in the present schools where more attention could be given to individuals. 2

Defeat of the second bond election

The bond election was again conducted in October, 1959, but again it was defeated; 2088 voting for the bond, and 2462 against it, a difference of 374 votes. Several patrons questioned the legality of the election, feeling that many had voted that were not taxpayers. The clerk was authorized to check the poll book against the official tax record in the assessor's office. This was done and the election judged to be legal. The superintendent and clerk were now asked to bring some building recommendations to the next board meeting. 3

1Ibid.

2The Herald Journal, September 27, 1959.

3Minutes of the Cache County School Board. October 7, 1959.
A citizens' committee met with the board and presented a resolution that since the bond had twice been rejected, the board should complete the 6-3-3 program by building a fourth junior high school in the south end of the county. This program would meet the elementary needs, improve the academic standards in both the high schools and junior highs, and use the existing facilities. They wished to proceed on a pay-as-you-go basis.¹

Then a junior high school committee met the board, stating that if the board had told the people what would have happened if the bond failed, it probably would have passed. The committee recommended another bond election, and if it failed again, build a central junior high between Smithfield and Logan which could eventually become a high school.²

Preparation for the first phase of the central high school

The superintendent and clerk made a recommendation to the board in November 1959 that the central high school plan was the best plan, and felt the board should attempt to bond again, stating an alternative pay-as-you-go plan to the people. This recommendation was based on the following factors:

1. All who voted for the central bond favored the centralization plan.

¹Ibid., October 29, 1959.

²Ibid.
2. Not all who voted against the bond were opposed to centralization.

3. Alternative plan, on a pay-as-you-go basis, was to include a building for the Smithfield Junior High students and all or most of those of junior high age not then in a junior high school.
   a. This would place all students in a junior high program.
   b. It would relieve the elementary school problem.
   c. It would keep the program flexible. ¹

Committees met the board upon the release of this recommendation opposing the central high and another bond election. Many groups met with the board, and many letters were received both for and against the new plan. ²

Three major issues faced the board: first, that of consolidation; second, buildings, and where they should be built; and third, financing a program. It was felt that good schools encouraged people to live and build in Cache County. The students should have a chance in all fields. A majority of the board members felt the central high plan would solve most of the problems facing them at the time.³

The board, therefore, voted to begin construction with already available funds of a central high school to house all high school students of the county, located north of Logan. It was to be used temporarily as a junior high school until the buildings were complete. They also agreed that all seventh and eighth grade students not then in a junior high

  ¹Ibid., November 5, 1959.
  ²Ibid., November 19, 1959.
  ³Ibid.
would be relocated temporarily in existing buildings for 1960-1961.¹

In January 1960, the board members, superintendent, clerk, Architect Keith Wilcox visited various sites in the Smithfield, Hyde Park, North Logan areas, the architect favoring the site south and east of Smithfield. Prices for the sites in question ranged from $800 to $1,000 per acre.²

Ronald Plowman, Mayor of Smithfield, met the board and stated if the school was built in the city limits of Smithfield, the city would do the following for no charge: supply culinary water; dig a trench and install water pipe if the board would buy the pipe; and pick up garbage two days a week. Smithfield also had a fire department, day and night police, and watchmen. The city businessmen and leaders agreed to purchase two rods of ground to widen the road for an entrance to the site. With this offer, the board decided to accept the Smithfield proposal and purchased 52 acres south and east of Smithfield.³

The board had $700,000 on hand, which was sufficient to begin construction. The architect was told to proceed with the drawings of the entire high school. The superintendent felt the school must be completed as a senior high if maximum educational and economic values were to be realized. Much

¹Ibid.
³Ibid., March 17, 1960.
waste would occur if it remained a permanent junior high. It would take eight years to complete the central high without bonding. It was very doubtful that a bond would pass at the time, especially since a local frost had undoubtedly decreased the farm income. Also, during the eight year period, four board members could change. The architect felt the board could save from 3 to 5 per cent if the building was built in one, not two phases. The board was still building a high school, not a junior high.

Architect Wilcox presented the final working drawings on Phase I of the central high school in November. He mentioned there were no large jobs being bid on in northern Utah during December, and felt it would be a good time for releasing bids on the school. Estimates on Phase I were $13 per square foot, a total of $653,400, not including site improvement, architect fees, or equipment. The bid date was set for December 20, 1960.

Ten contractors were present to see the bids opened in December, 1960. The architect estimated the bid would be $950,000, including equipment. Ace Raymond Construction Company, Logan, was the low bidder with a bid of $847,500 as a base bid, plus $3,500 for alternates.

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1 Ibid., July 21, 1960.
2 Ibid.
3 Ibid., November 17, 1960.
In November, 1960, new board members Clarence Anderson and Willis Hall were elected to replace Victor Rasmussen and L. D. Bodily. The board had been in favor of the central high school by a four to one majority, but this changed the vote to three to two in favor.

Disapproval voiced by citizens committee

The Citizens Committee of Sound Economics and Better Education met the board stating their displeasure with the board for going ahead with the construction of the central high school. They thought the action was much too hasty. They wanted a delay, at least until the new board members would take office in January. It was the opinion that the junior high might never become a high school, and would be "a monster of poor management." "It shouldn't be done by such a small margin, in a fit of anger, and in a lame duck school board session. It is going against the wishes of the majority of the people, something common only to Communism. Let's wait to let out contracts."

Construction begun

The school board, however, continued with their plans. The board had adequate money to cover the bids received. This included the site money of $42,000 and the architect fees of $51,000. Construction would begin as soon as the

1Ibid., December 20, 1960.
weather would permit.\textsuperscript{1} By January, all sub-contracts were let.\textsuperscript{2}

The building was well ahead of schedule by June, 1961. The superintendent stated, "All's well in Zion." It was estimated if the building was continued on pay-as-you-go, it would be completed in 1970-1971.\textsuperscript{3}

\textbf{Third bond is successful}

Glen R. Swenson, Director of the Utah State Building Board, told the board the state anticipated that building costs would increase near 4.8 per cent per year in the future. It was decided to release some news items concerning the basic problems, needs, and requirements of the school buildings in Cache County, plus the cost of some proposed projects, finances, and the bond issue.\textsuperscript{4}

The board went on record as having voted unanimously to present one more bond election to the property owners of the county for the purpose of completing the new central high school, remodeling of North and South Cache for modern junior high schools and to remedy other building problems on the elementary school level. If the bond did not pass this time, the board would take into account the wishes of the people,

\begin{itemize}
\item \textsuperscript{1}Ibid.
\item \textsuperscript{2}Ibid., January 19, 1961.
\item \textsuperscript{3}Ibid., June 15, 1961.
\item \textsuperscript{4}Ibid., August 3, 1961.
\end{itemize}
re-evaluate the program and continue on a pay-as-you-go basis. They felt the building problems were critical and money was needed to alleviate the problems. The money for the first phase, which was to complete 22 classrooms, a partial administrative section, a girls' gym, and a boiler room, was used up. They felt they needed $2,500,000 to complete the project.

The architect met with the board to present the cost estimates for completing the second phase of the high school as follows.

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost (in $)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Basic cost per foot</strong></td>
<td>$13.53</td>
</tr>
<tr>
<td><strong>2. Building cost</strong></td>
<td>$1,353,000</td>
</tr>
<tr>
<td>Football field</td>
<td>18,000</td>
</tr>
<tr>
<td>Asphalt paving</td>
<td>16,940</td>
</tr>
<tr>
<td>Tennis courts</td>
<td>6,340</td>
</tr>
<tr>
<td>Sprinkling system</td>
<td>28,000</td>
</tr>
<tr>
<td>Curbs</td>
<td>8,000</td>
</tr>
<tr>
<td><strong>Contingency fund 5%</strong></td>
<td>71,500</td>
</tr>
<tr>
<td><strong>Total cost (1200-student school)</strong></td>
<td>$1,501,780</td>
</tr>
<tr>
<td>Construction cost</td>
<td>$1,501,780</td>
</tr>
<tr>
<td>Architect, engineer</td>
<td>90,100</td>
</tr>
<tr>
<td>Equipment</td>
<td>116,000</td>
</tr>
<tr>
<td><strong>Total for 1600 students</strong></td>
<td>$1,707,880</td>
</tr>
<tr>
<td><strong>4. Additional 12 classrooms</strong></td>
<td>247,376</td>
</tr>
<tr>
<td><strong>Total for 1600 students</strong></td>
<td>$1,955,256</td>
</tr>
<tr>
<td><strong>5. Swimming pool</strong></td>
<td>161,400</td>
</tr>
<tr>
<td><strong>Total for 1600 students and pool</strong></td>
<td>$2,116,656</td>
</tr>
</tbody>
</table>

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1. Ibid., August 21, 1961.
To complete the building program, other costs were noted as follows:

| Renovate South Cache | $183,308 |
| Renovate North Cache | 497,819 |
| Smithfield Junior High-Elementary | 140,000 |
| North Logan Elementary | 350,000 |
| Administrative offices | 60,000 |

Total cost of complete building program $1,231,127

Total cost of complete building program $3,347,783

It was decided to bond for the $2,500,000 in November for the express purpose of completing the central high school, swimming pool, remodeling of the two existing high schools, and the elementary school renovation as was necessary.

Superintendent Ballam reported the central high could absorb between 1,400 to 1,500 students before it would be more overcrowded than South Cache was at that time. The projected enrollment for grades 10 to 12 for 1961-1971 was 1,575 students, and the central high could accommodate that many.

The superintendent also presented to the board the cost estimated for the three building programs:

1. Central high, two junior highs (present high schools) $2,960,407.
2. Renovate North Cache to 600 students, and South Cache to 750 students as high schools. Build a new junior high in the south end, also an elementary school for North Logan-Hyde Park and the administrative office. $3,799,557

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1Ibid.
2Ibid.
3Ibid., September 19, 1961.
3. Renovate North Cache to 650 students. Renovate South Cache to 750 students; Wellsville Junior High to 450 students. Elementary schools for College-Young, North Logan, Hyde Park, and the administrative office. $3,368,299.¹

The bond election was set for November 21, 1961. Much publicity was given the bond issue. Many people felt the board members were duty bound to heed the wishes of the people. The Farm Bureau generally opposed the issue, showing great dislike for bonding, and feeling that smaller schools were better and less expensive. Others opposed the issue on the grounds that excessive transportation would be involved.² The Clerk, Keith Hansen, refuted this argument by stating that 75 per cent of any additional transportation costs would be paid by the state. No new buses would have to be bought; 27 buses would be required; and the district had 28 on hand at that time. The total daily mileage would be increased by 69 miles, and the longest time any student would be on a bus would be two and one-half hours per day. The curriculum would also be expanded by 14 to 20 new subjects over what South Cache and North Cache were offering.³

The votes were counted and this time the bond election passed by a narrow margin, 2,717 for and 2,668 against. Almost immediately the citizens' committee announced their

¹Ibid.
³Minutes of the Cache County School Board. November 2, 1961.
intent to file a protest and take legal action if necessary to stop the bonding of the district. They felt there was considerable evidence of some voting irregularities in some of the voting districts.\(^1\)

**Legal contention by citizen groups unsuccessful**

The citizens' committee requested that the bond election be investigated as to the legality and eligibility of many of the voters. The board moved that in the presence of the judge, the committee and legal council open the poll books and make a preliminary investigation. The board could not recount the ballots at that time because the law did not permit it nor could the board legally appoint a committee to do so.\(^2\)

Two large boxes were opened in the presence of Judge Lewis Jones in December, who in turn delivered them to Iver Larsen, the county clerk. A check was then made against the tax records.\(^3\) Legal action was taken against the board in January. Some 14 causes for action were listed and the court was asked to set aside the past election. It was charged that there were some 17 irregularities and unlawful acts committed during the election, which was ample reason for

\(^1\)Ibid., November 27, 1961.
\(^2\)Ibid., December 7, 1961.
\(^3\)The Herald Journal, December 17, 1961.
Some 540 votes were noted which were not on the tax rolls. The issue was taken to court in February, with some 90 interviews being taken the first few days. The board had set aside monies to subpoena witnesses if necessary. No one had been eligible to vote in the bond election unless he had paid taxes in 1960. Court sessions continued throughout February; and on March 1, the court decided that the bond election was legal and binding, whereupon, the opposition withdrew their charges. The board decided to sell the bonds as soon as possible since interest rates appeared to be strengthening. Despite the opposition by some committees, the board authorized the superintendent to proceed with the building program, and take the preliminary steps in planning the remainder of the building. Architect Wilcox stated the bids would be ready by the fall of 1962 or the winter of 1962-1963. A committee of citizens continued to meet the board and requested they unite in the school program for the betterment of all concerned. They realized that delay was expensive. Others presented a petition signed by 1,000 persons stating they would withhold the payment of their

1Ibid., January 4, 1962.
2Ibid., February 11, 1962.
3Minutes of the Cache County School Board. February 1, 1962.
4Ibid., March 1, 1962.
property taxes or pay under protest if the building program continued. None did, however.¹

Mr. Jackson, attorney for the citizens' committee, made a statement regarding the impeachment of some board members. He said the law required that the representative voice of the people should determine the board member's vote.²

Mr. Harris, attorney for the board, stated there was no provision whereby a board member could be impeached. He stated that board members are elected to represent all students in the entire district, not just the student in one's own geographic area.³

Much discussion and debate took place among the board members as to what should be done next. Two motions were made by various board members in an attempt to delay construction of the central high, but each time the motion was defeated by a vote of three to two.⁴

The board, therefore, proceeded with the building plans. The board received an "AA" rating from one bonding firm, and "A" from another concerning the soundness of the bonds being offered for sale. Compared to other school districts in the nation, the Cache County School District received a very high

¹Ibid., March 15, 1962.
²Ibid.
³Ibid.
rating. The bonds were sold to the First Security Bank of Utah.¹

The superintendent suggested to the board of education that they make a formal statement concerning the building program and to unite in the best interest of education. The board wanted to do as much as possible to improve public relations. It was felt that the best approach would be to inform the public as to each development in the building program rather than try to convert all of the public to the program. The plan was to move into the new building in the fall of 1964. It was noted that the cost of the first phase was under the original bid, due to several deletions. A letter was written to many of the church and civic leaders of the county encouraging them to tour the new building.²

The first phase was 99 per cent complete by July. The quality of the construction was far above the average of other school buildings being constructed during the same period of time in the opinion of the architect.³

There was less than one-half of 1 per cent difference between the original bid and the actual cost, which showed that excellent planning had taken place on the part of the school administration, the architect, and the general contractor. The board was well pleased with the building and

¹Minutes of the Cache County School Board. April 17, 1962.

²Ibid., June 7, 1962.

³Ibid., July 19, 1962.
wrote a letter of appreciation to the Raymond Construction Company. 1

The superintendent reviewed the cost estimated for the building program in October. Architect Wilcox and a building cost estimator, LaVon Whitney, felt the cost of phase two would be between $1,912,265 and $2,103,491. 2

The board voted three to two for the approval of the plans for the completion of the high school. 3 The bids were let and opened in November; the low bid was submitted by John Mickelson of North Logan for $1,867,000. Architect Wilcox was very pleased inasmuch as the bid was $45,265 below the low estimate. The cost per square foot would be $13.54, whereas the estimate had been $13.58. The board voted three to two to accept the bid with four alternatives for $1,882,000. 4 These were:

1. Acoustics in the swimming pool.
2. Vinyl asbestos tile on the floors.
3. Tile in the swimming pool.
4. A bus loading cover.

John Mickelson proceeded with the building upon receipt of the bid acceptance.

1Ibid.
2Ibid., October 4, 1962.
3Ibid., October 18, 1962.
5Ballam, O. L. Richmond, Utah, October 8, 1963. Personal interview.
School issue debated in court

It was learned on November 29, 1962, that some court action might be upcoming. The board members who would take office in January, 1963, plus some members of the existing board, wrote a letter of intent to repudiate the contract made with Mickelson Construction Company. The letter stated that they

refused to treat the acceptance of your bid or any contract awarded as a binding obligation upon the Cache County School District. It is the clear determination of each of us to repudiate and renounce any contract or obligation arising out of the acceptance by the existing board of education of your bid.¹

Assistant State Superintendent, Marsden Stokes, reviewed with the board, including the elect members, in December that each school district in the state must have on file in the state office a comprehensive building program approved by the State Department of Public Instruction and the State Board of Education. The program must be approved by both the state and the local boards of education, and if the program changed, no funds would be released until both the local district and the state office agreed. If the state school office felt public funds were to be wasted, the state office and the Attorney General's office would make a ruling. He said a local board of education could not erect a school building until plans were approved by the state, and also the

state couldn't force a local board to proceed (or refuse to proceed) with a building program but rather the courts would decide this type of question. "The local boards must be cautioned against arbitrary and capricious action in which board members may be held individually liable."¹

A meeting of the present and future board members was arranged with representatives of the State Board of Education, and the Attorney General's Office to discuss the matter further.²

A ruling was given that the school board was obligated to build the new high school, but the new board could determine its use. The contract was legal, and the board was forced to abide by it. They could make minor changes in the building if they desired, however.³

In January, 1963, Jay DeGraff and Mark Lindly replaced W. H. Terry and Preston Alder on the board. The board now opposed the new central high by a four to one margin.

A group of Cache County citizens was organized to solicit funds to help finance any measure which might be necessary to complete the proposed central high school. They felt to halt construction of the building would be an unwise

¹Minutes of the Cache County School Board. December 20, 1962.

²Ibid., December 20, 1962.

use of the taxpayers money, some estimating a loss of $1,000,000.¹

Six county citizens signed a 10 page complaint in January with the intent to force the board to construct the second phase of the high school. The action was taken so that the board could not halt construction of the new high school in the future. This action temporarily postponed any action on the building program.² The board responded by stating they felt the question had been settled and everything was moving along fine until the court suit came along.³ The board acquired legal counsel from Salt Lake City, and requested that a non-resident judge hear the case.⁴ The board stated they had no intention of taking any action to repudiate the contract for the second phase of the building.⁵

The three main issues to be decided by the court were:

1. Is the contract legal and binding?
2. Can the old school board bind the new board?
3. If the contract was altered, what personal liabilities can the board members bring upon themselves?⁶

¹The Deseret News Salt Lake Tribune, Salt Lake City, Utah. December 17, 1962.
⁴Ibid., January 21, 1963.
⁵Ibid., January 22, 1963.
The possibility of dividing the county into two school districts was also being investigated. The following opinion was received from the Attorney General, A. Pratt Kesler:

A new school district cannot be formed within the county unless it is pursuant to the formation of a school district in the cities of the first or second class or unless it is pursuant to the creation of a new county or the changing of the present boundaries of a county.¹

Contract declared binding

The court, with Judge A. H. Ellet on the bench, decided the contract was legal and binding; the board could renegotiate parts of the contract; the old board had not acted in bad faith just 6 weeks prior to the installation of the new board members.²

Various sections of the central high school were discussed with the possibility of eliminating them to save money for the improvement of the elementary schools in the district. The board's legal counsel Attorney Rex Hansen of Salt Lake City, stated the court had specified that the board could initiate change orders; but, if appreciable losses were incurred, the court would probably order the building to be completed as originally planned.³

¹Minutes of the Cache County School Board. March 1, 1963.
³Minutes of the Cache County School Board. April 6, 1963.
Mr. Mecham, Attorney for the contractor, stated there were provisions for initiating change orders as long as such change orders were within reasonable limits. He needed to know what changes they would like to consider. The board was interested in four areas: the shop; the library-classroom section; the auditorium-music section; and the swimming pool. It was decided that the shop would be completed as one-half the brick work was done.¹

If the construction stopped or changed, it was estimated by the contractor that the following losses would result:

<table>
<thead>
<tr>
<th></th>
<th>Loss</th>
</tr>
</thead>
<tbody>
<tr>
<td>Auditorium</td>
<td>$166,605</td>
</tr>
<tr>
<td>Pool</td>
<td>63,889</td>
</tr>
<tr>
<td>Library-Class</td>
<td>166,881</td>
</tr>
<tr>
<td></td>
<td>$397,375²</td>
</tr>
</tbody>
</table>

The board wanted the judge to make the decision, hoping it might help unite the people in the county. The contractor was asked to stop work on the areas in question until a court decision was made. It was estimated that damages resulting from work stoppage would be 20 per cent labor and 80 per cent flow of material. Additional loss would result from heavy equipment sitting idle.³

A letter was received from Mickelson Construction Company as follows:

We feel that a work stoppage in the three proposed areas is impossible unless the school

¹Ibid.
²Ibid.
³Ibid., April 6, 1963.
board will assume the responsibility for the following damages, legal liabilities and lost profits, as: 1. damages from non-performance of contract; 2. loss of machinery usage leased, rented, or owned; 3. possible loss of employees to other projects; 4. loss of anticipated earned profit. 1

The board decided to make no changes in the contract. It also decided to place its own building inspector on the job to work with the contractor as soon as possible. 2

Superintendent O. L. Ballam resigned his position in April, 1963. Bryce Draper of Beaver County was selected by the board to replace him. 3

Superintendent Draper worked to achieve unity among the board which by a four to one majority opposed the central high school.

During the 1963-1964 school years, several suggested organizational plans were considered by the school board. Two high schools were recommended, particularly by many citizens from the southern part of the county. The north end of the county would use the new high school and the south end would continue to use South Cache High School. A second suggestion was to utilize the one central high school and four junior high schools at Wellsville, Lewiston, North Cache, and South Cache. The plan that was finally adopted

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1Ibid., April 15, 1963.
2The Herald Journal, April 21, 1963.
3Minutes of the Cache County School Board. April 22, 1963.
was one central high school with three junior high schools located one each at Hyrum, Richmond, and Lewiston.

In the summer of 1964 the issue is apparently settled. The central high school is scheduled to open in the fall of 1964 with all students in grades ten through 12 to attend. The latest and most contested consolidation issue is apparently settled.

Summary

The board undertook some definite organizational changes at the conclusion of World War II and after six years of "holding its own but not going forward." The board decided to proceed with a 6-3-3 organizational plan. The seventh and eighth grades were moved into the junior high schools against the wishes of many of the people concerned.

The groundwork was laid in 1948 for a future building program. A survey was taken in the mid 1950's and the recommendation made that one central high school would be the best possible building plan for the board to follow.

The first of several bond elections was defeated in 1956 in an attempt to gain money for the proposed building program. After the defeat problems faced the board and they were undecided whether or not to proceed on a pay-as-you-go basis.

Meetings were conducted throughout the county in 1958 to make the people aware of the school problems throughout the county. A survey was conducted which indicated the people were becoming converted to the central high program.
Superintendent Lloyd Theurer passed away in 1959 and Dr. Oral L. Ballam replaced him. He desired to carry out the same program started by Superintendent Theurer. A bond was again rejected by the people in 1959. Committees were formed throughout the county, some for and some against the board's proposal. They made recommendations to the board as to what course the board should follow.

The board decided to proceed with the building program on a pay-as-you-go plan. Property was secured in Smithfield and construction of the central high began in 1960.

A bond election was conducted in 1961 to finish phase two of the building and was successful. The election was contested by a group of citizens but the court decided it was legal. The Attorney General's Office announced that the board would have to proceed with the construction of the new central high school.

Though a majority of the school board opposed the central high school, the central high school with three junior high schools was accepted by the board on April 2, 1964 by a vote of two to one, with Board Members Hall and Budge voting in favor and Board Member Lindly voting against (Board Member DeGraff was absent and Anderson, as Chairman, chose not to vote). This brought to an end for the present, an extended consolidation issue.
CONCLUSION

The Cache County School District has come through numerous periods of disagreement and turmoil over the past 55 years. I am convinced that the board members have repeatedly made an honest attempt to do what they thought was best even though it was often against the popular wishes of the people. The consolidation moves in the county have not been easy nor popular. Since the consolidation of the several small districts in 1908, the following schools have been closed: Avon, Mt. Sterling, Petersboro, Stephenson, Wheeler, Cove, Mt. Home, Alto, Riverside, Cache Junction, Cornish, College and Young.

Though considerable reorganization and consolidation has occurred, I think much more will yet occur. The elementary schools of the county lag far behind the secondary schools in regards to consolidation. These consolidation moves will likewise meet with much opposition by the citizens involved.

The problems of the Cache County School District have reoccurred many times, causing me to feel that though times may change, people actually do not change very much. People have opposed school issues through the years in much the same manner.

Numerous attempts have been made to unite the people of the communities of the county regarding school issues. Many of the proposed plans have brought much disunity, and
time alone has healed the wounds of disagreement. It is my desire that this study may in some way aid the people of Cache County to better understand the past, and in turn, avoid some mistakes in the future to help bring about increased cooperation among the citizens of Cache County.
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