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**SCHOOL DISTRICT REORGANIZATION IN OKLAHOMA**

**A THESIS**

**SUBMITTED TO THE GRADUATE FACULTY**

**in partial fulfillment of the requirements for the**

**degree of**

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**GEORGE A. McCUTCHAN**

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SCHOOL DISTRICT REORGANIZATION IN OKLAHOMA

A THESIS

APPROVED FOR THE DEPARTMENT OF EDUCATION

BY

William S. Dameron  
W. R. Fulton  
Claude Kelley  
G. C. Couch

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## CHAPTER I

### INTRODUCTION

#### School District Organization in a Changing Society.

The basic units of school administration in every state are the local administrative units, commonly called school districts. The system was developed in New England and expanded at a rapid rate as the frontier was pushed westward.

Since its inception school district organization has been an evolving, dynamic movement. As the land was broken for farming, rural population increased and districts became even smaller. Since the "3 R's" comprised most of the curriculum, the small district system was adequate for the simple agrarian economy. Local trustees hired the teacher and conducted the business of the school thus developing local autonomy with the complete approval of the state which had plenary power in matters of education.<sup>1</sup>

As villages, towns, and cities developed, transportation and communications improved. The simple agrarian economy developed into a dynamic industrial community that demanded highly skilled personnel who developed and operated increasingly complex machines. This movement strengthened the American high school.

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<sup>1</sup>Herold C. Hunt and Paul R. Pierce, The Practices of School Administration, (Boston: Houghton-Mifflin Co., 1958), pp. 249-51.

Judge Cooley of the Michigan Supreme Court handed down his opinion in the famous "Kalamazoo Case" in 1874, establishing the right of local school authorities to levy taxes for the support of secondary education. The development of agriculture, grazing the west, and the improvement of transportation and communications were social forces that stimulated the interest in general improvement of the common man.<sup>2</sup> The free public high school made it possible for young people of lower economic levels to receive a more adequate education.

Data gathered in 1890 show that less than one person in three hundred of the general population attended high school, but by 1926 one person per each thirty of the general population was enrolled for an increase of one thousand per cent. By 1947 over eighty per cent of the youth of high school age were enrolled and the percentage is still rising.<sup>3</sup>

The small village-centered high school flourished from the turn of the century until World War II at which time millions of rural and village families moved to the industrial areas for improved economic circumstances and to make their contribution to the total war effort. These people were assimilated into the metropolitan complex, enjoyed what they found, and remained permanently.

With the mechanization of farming one person could do the work many had previously done, so the farmer who failed to utilize the more

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<sup>2</sup>H. R. Douglas, The High School Curriculum, (New York: Ronald Press Co., 1956), pp. 27-28.

<sup>3</sup>Harold Albery, Reorganizing the High School Curriculum, (New York: MacMillan Co., 1947), p. 3.

efficient methods of farming became an economic casualty of the new technology. Farm laborers and village merchants faced with decreased demand for their goods and services added to the mass exodus from rural to urban that began in the twenties. This movement was accelerated by World War II and has continued to the present time. This movement from rural to urban areas has left dried-up villages and towns throughout rural America that have maintained their local school district in face of steadily declining pupil population.

The inadequacy of numbers of students, plus the increasingly complex goals of education, have left behind a trail of antiquated, outmoded school districts that are totally inadequate for space age education.<sup>4</sup> Oklahoma is a prime example of this rural to urban movement and the subsequent impotence of its school district organization.

#### Statement of the Problem

The problem under consideration in this study is whether or not a technique or techniques can be demonstrated for the reorganization of school districts in selected counties in units that will meet at least the minimum standards in regards to student population, area, or staff, and to supplement this local educational program with shared services from the reorganized intermediate unit.

#### Definition of Terms

1. An attendance unit comprises the geographical area and its population served by a single school and

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<sup>4</sup>C. O. Fitzwater, "School District Reorganization Policies and Procedure, "U. S. Department of Health, Education and Welfare, Special Series No. 5, (Washington, D. C.: Superintendent of Documents, Government Printing Office, 1957), p. 5.

does not necessarily constitute a local tax unit or have an independent system of local administration.

2. An administrative unit comprises all the geographical area and its population served by a single system of administration, usually possessing powers of local taxation and operating under the control of a local board, and may be composed of more than one attendance unit.
3. The intermediate unit is the educational administrative unit serving between the local school district and the state, and performing some functions for both the state and local districts. The county geographic area is the intermediate unit in Oklahoma.
4. Reorganization is here defined as meaning the enlarging and rearranging of the administrative, attendance and tax areas of school districts.
5. Shared services are defined as "those specialized services provided cooperatively and shared jointly by the local school district and the intermediate district when the local district alone is not large enough to finance and use the services effectively." Shared services are of two types: personnel and equipment or material.

#### Purpose of the Study

The purpose of this study was to ascertain what plan or plans might be feasible for the reorganization of schools in selected counties

in Oklahoma. Literature on reorganization was explored to determine what the weight of authority indicates as to: (1) procedures of reorganization, (2) methods used, and (3) authoritative concepts of adequate school districts. From these methods, procedures, and concepts came recommendations for the reorganization of public schools in selected counties in Oklahoma.

An attempt was made to determine the following:

1. Are all school districts in Oklahoma adequate?
2. If not, can they be made adequate within the limitations of the present districts?
3. If not, how can they be reorganized to make them adequate?

#### Delimitation of the Problem

1. The study was limited to three Oklahoma counties that appear to have different characteristics involving different treatment.
2. It was assumed there would be little occasion for organizing administrative units in terms of being self-sustaining, since state financial support will guarantee a minimum program. Emphasis was therefore placed on the factors of number of students, size of staff, and geographic size of the district.

#### Methodology

A review of the literature of school district organization was made, and from evidence gathered, the physical and qualitative factors



essential for an effective school district were postulated. Minimum criteria were established. These pertain to: (a) pupil population, (b) area, and (c) the ability of a district to finance twelve high school teachers, exclusive of administration, without benefit of equalization aid.

The design of the reorganization scheme postulated in this study called for changes in the manner of filling the office of superintendent in the county intermediate unit, financing the office, and redefining the purpose of the office. Several experimental "shared service" projects were examined critically to see if any or all of them were applicable to Oklahoma. The Colorado State Department of Education Study relating to "necessarily small" high schools was examined critically to see if it might not relate to some areas of Oklahoma.

Three Oklahoma counties were selected to test each of the criteria. Pottawatomie County tested the criterion of pupil population, Grant County, wealth, and Cimarron County, area. The theoretical district organization was superimposed upon the selected counties to determine their adequacy. Findings are discussed and recommendations are made from this evidence.

#### Need for Reorganization of Administrative Units

The Office of Education in its study of local units organization in ten states makes this comment.:

"A bewildering number of local school administrative units makes it extremely difficult to secure efficient school administration. The complexities of local school unit organization and in many instances the high degree of local autonomy, together with only a partial assumption

by the states with responsibility to education, have resulted not only in educational inefficiency, but also in a strong tendency for the perpetuation of existing organizations."<sup>5</sup>

Cowen and Cox in making two studies of rural areas in the state of New York stated:

"The size of the unit of school administration has become a serious problem in many states. It has been particularly aggravating when the school administrative units contain a single very small high school, or a one room, one teacher elementary school. Although there may have been justification for these school districts when they were organized, social and economic conditions have changed to such an extent that they are now obsolete and need reorganization."<sup>6</sup>

Cubberly, as early as forty years ago, summarized the shortcomings of the district system in the following terms:

"As a system for school administration the district system is expensive, inefficient, inconsistent, short-sighted, unprogressive and penurious; it leads to a great and unnecessary multiplication of small inefficient schools--it leads to marked inequalities in schools, terms and educational advantages."<sup>7</sup>

The National Commission of School District Reorganization in 1948 have the following reasons for "imperative reorganization" of small districts:

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<sup>5</sup>Henry F. Alves, Archibald W. Anderson, and John Guy Foulkes, "Local School Unit Organization in Ten States," United States Bureau of Education, Bulletin No. 10, (Washington, D. C.: Government Printing Office, 1939), p. 2.

<sup>6</sup>Phillip A. Cowen and Warren W. Cox, "Issues Involving the Enlarging School Administrative Units," American School Board Journal, 101, (August, 1940), pp. 19-21.

<sup>7</sup>Elwood P. Cubberly, Public School Administration, (Boston: Houghton-Mifflin Co., 1916), p. 52.

1. Too many and too small
2. Inadequate in educational services
3. Not able to provide satisfactory high schools
4. Unable to hold good teachers.<sup>8</sup>

Also, 1956, the White House Conference on Education stated that the small school districts are usually deficient in the following ways:

1. They offer too narrow a curriculum particularly in high schools.
2. They have unusual difficulty in getting good teachers.
3. They cost too much per student.
4. They make it difficult to locate school buildings in relation to centers of wealth and children living areas.
5. They make it practically impossible to tax local resources fairly for school purposes.
6. They complicate state systems of school finance.
7. They impede economical and efficient transportation of pupils.

The report of the American Association of School Administrators Commission on School District Organization in 1958 indicates the following weaknesses in the present school district system:

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<sup>8</sup>Howard A. Dawson, Floyd W. Reeves, et al., "Your School District," Report of the National Commission on School District Reorganization, (Washington, D. C.: Department of Rural Education, National Education Association, 1948), pp. 15-24.

<sup>9</sup>Committee for the White House Conference on Education, "A Report to the President," (Washington, D. C. Government Printing Office, 1959), pp. 15-16.

1. Barren, meager, insipid curriculums, particularly at the secondary level.
2. Inability to attract and hold high quality teachers and administrators.
3. Inability to construct the school plants needed.
4. Needless waste of manpower through unjustly small classes and low pupil-teacher ratios.
5. Unreasonably high per-pupil expenditures for the quality of educational program provided.
6. Inefficient use of financial and other educational resources.
7. Poor location of buildings.
8. Inequality of the burden of school support.
9. Cumbersome, complex formulas for distributing state aid.
10. Absence of many needed specialized educational services that add quality to the educational program.<sup>10</sup>

While the number of school districts has decreased from 106,000 in 1948 to 36,400 in 1961, school districts are still too small. There are still 16,500 districts in the country that employ fewer than 10 teachers. Only one out of six districts employ as many as 40 teachers and one out of seven districts operate no schools at all.<sup>11</sup>

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<sup>10</sup>The Commission on School District Organization, "School District Organization," American Association of School Administrators, (Washington, D. C.: 1958), p. 23.

<sup>11</sup>A.A.S.A. and Department of Rural Education of the National Education Association, "School District Organization Journey that Must Not End," (Washington, D. C., 1962), pp. 10-11.

Oklahoma School Districts

Oklahoma in 1961 ranked 42nd among the states in school districts with 40 or more teachers having only 79 which is 6 per cent of Oklahoma's total districts. Eight hundred sixty-four or 69 per cent of Oklahoma's school districts have less than 10 teachers.<sup>12</sup> One hundred ten Oklahoma high school districts out of 574 were operating with 50 or less students in average daily attendance in 1960-61. Even more startling is the total picture as indicated in Table 1:

TABLE 1

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Summary of Oklahoma High School Districts 1961-62 for Indicated Classifications:

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High Schools A.D.A.	Aggregate ADA of group	Total Districts
less than 40	1,142	39
40-49	2,603	59
50-54	1,149	28
55-71	5,842	95
72-99	7,259	85
100-274	29,568	179
275	78,358	75

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560

These figures show that 306 out of Oklahoma's high school districts are operating with less than 100 students in average daily attendance, and that 485 of the 560 districts are below accepted minimum student population as will be described later in this chapter.

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<sup>12</sup>Ibid., p. 11.

Another quantitative weakness appears in course offerings with over 400 of Oklahoma's high schools offering less than 32 Carnegie units of instruction which in itself is far below minimum standards for a comprehensive educational program.<sup>13</sup> Table 2 indicates some very pertinent information in regard to size of school, per capita cost, and average number of high school courses offered.

TABLE 2

## General Information Concerning Oklahoma High School Districts\*

District with high school ADA	Number of H.S. District	H. S. ADA	H. S. Pupil Teacher Ratio	Per Pupil H. S. Cost	Ave. No. H.S. Courses Offered
1-25	42	733	6.44	708.07	18.09
26-50	212	7,944	10.89	466.34	20.13
51-75	149	9,348	13.73	366.33	22.20
76-100	70	6,152	15.38	340.76	24.54
101-300	174	31,560	18.10	265.41	26.19
301-600	70	30,063	20.99	212.10	34.41
601-1,000	13	10,484	23.40	197.04	44.12
1,000-10,000	21	33,602	24.15	215.15	56.21
over 10,000	2	29,574	24.46	262.04	162.25
All districts	753	159,460	19.57	260.52	25.38

\*as of June 30, 1955.

Total (not legal) average daily attendance for the high school only including the junior high school if approved.

These figures show conclusively that the high school districts with low pupil attendance operate only at an exorbitant cost and still offer a barren, meager, educational program. Gains in efficiency are recorded in schools with high school pupil population of 1,000. Above

<sup>13</sup>Source: Averages are computed by the Oklahoma Public Expenditures Council from official records in the Finance Division of the State Board of Education and the Division of Instruction of the State Department of Education, (Oklahoma City: 1956), p. 61.

1,000 students, high schools per capita costs increase but also the educational program expands. The average per capita cost of the high school with 1,000 students is three times less than that of the high school with 25 students, and the educational offering of the 1,000 student high school is two and a half times greater than the high school with 25 students. The low average number of high school courses offered in the small high school district and their high per capita cost refute any contention that the small high school district can justify its high per capita cost by presenting a higher quality and quantity of educational opportunities.<sup>14</sup> They are then, educationally indefensible.

Some justification for the great number of small high school districts in Oklahoma might be found if our geography were such that great mountains made much of our state isolated as in the case in Colorado. Quite the contrary, the surface of Oklahoma as a whole, is a plain which increases in altitude as one progresses from southeast to northwest. The altitude ranges from approximately 400 feet at the Red River in the southeastern corner of the state where Oklahoma-Arkansas boundaries intersect, to the approximate 4,900 feet in the extreme northwest near the Colorado border. The plains of the state, however, are broken in different sections by hilly lands and small mountains. The Ozark Mountains are in the northeastern part of the state and the Quachita Mountains are in the southwestern part. The Arbuckle and Wichita Mountains are in the southern part of the state, where

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<sup>14</sup>Oklahoma Public Expenditures Council Report, "Cheating Our Children," (Oklahoma City, Oklahoma: September, 1956), p. 6.

some peaks extend above their base as much as 1,500 feet.<sup>15</sup> These mountains are not significant deterrents to reorganization of school districts when the problem of school district organization is considered on a state-wide basis.

Most of the small high school districts of Oklahoma are separated by only a few miles between high school attendance units and are accessible by reasonably good roads. The number of high school districts vary from two in Cherokee county to sixteen in Caddo county with the state average slightly over seven.<sup>16</sup> This wide divergence in numbers of high school districts per county in Oklahoma would lead one to believe that some are superfluous, should be dispensed with, and should be reorganized into more productive educational districts.

#### Shared Service Concepts in District Organization

Since the idea of shared service is of some importance in the reorganization design presented in this study, it deserves special explication at this point.

The idea of shared services between different school districts is certainly no new concept but the growing shortage of qualified teachers and the increasing recognition of special services, vital in schools of all sizes, have led to a rediscovery of the potential value of sharing specialists in areas where no one can justify the added expense of having such a specialist.

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<sup>15</sup>Francis R. Cella, Director, Bureau of Business Research, A Key to the Industrial Potential of Oklahoma, (Norman, Oklahoma: September, 1951), p. 38.

<sup>16</sup>Source: Finance Division, State Board of Education, Oklahoma City, Oklahoma: January 16, 1961), pages unnumbered.



There are many school districts which could profit immediately and tremendously from the shared service plan. One ingredient, however, which is necessary for success is cooperation. It is believed that this cooperation can be attained through the service functions of a revitalised intermediate unit at the county level. Where pupil population was inadequate within the county intermediate unit to economically obtain the desired services, they could be obtained by sharing expense and services between two or more county intermediate units.

Shared services are "those specialized services provided and shared jointly by two or more schools when each local school district is not large enough to finance and use such services effectively." Shared services are of two major types: personnel and equipment or material.<sup>17</sup>

Specialized teachers are in short supply. Among the hard to get specialists that two or more schools can share are: psychologist, nurse, dental hygienist, speech therapist, guidance counselor, art, music, advanced mathematics, chemistry, foreign language and various vocational instructors.<sup>18</sup>

Shared equipment or material could be varied. Some possibilities could be expensive - laboratory equipment, textbooks, spare buses, musical instruments, standardized test booklets, filmed courses, video tapes, projectors, film strip, tape recorders, libraries, and teacher resource units.

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<sup>17</sup>Mildred Whitcomb, "A Living Laboratory for Improving the Small High School," The Nation's Schools, (March, 1959).

<sup>18</sup>Frank W. Cyr and Committee, Catskill Area Project in Small School Design, State University Teachers College, (Oneonta, New York, 1959), p. 20.

Many Oklahoma school districts will not meet minimum pupil population requirements even after reorganization due to the population sparsity. The inability of any school district to provide adequate educational services does not lessen the need for these services. The means established to provide supplemental services should be sensitive to individual community needs and resources and responsible to the control of local districts.<sup>19</sup> This requires an effective intermediate unit. The next several pages will give some of the more effective examples of shared service projects brought about under the guidance of intermediate units.

#### Catskill Mountain Area Project

The Catskill Area Project was begun in 1958 in three rural dairy counties of the Upper Catskill Area of New York State. The father of the Catskill Area Project was Frank W. Cyr, Professor of Rural Education, Teachers College, Columbia. Mother of the program was Oneonta State University Teachers College, located in the area.

The theory behind the project is that the small high school has some advantages to the child as a person. In contrast, the large high school provides many more intellectual advantages to the student. The Catskill Area Project through a number of special techniques is attempting to implement the intellectual potential available to the students. Techniques employed to date are: (1) multiple classes, (2) shared services, including a talented youth seminar; (3) technological comm-

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<sup>19</sup>National Commission on the Intermediate Unit, "Effective Intermediate Units," National Education Association, Department of Rural Education, (Washington, D. C: 1955), p. 3.

unications; (4) school aids; (5) flexible scheduling, and (6) supervised correspondence study.<sup>20</sup>

Multiple classes are classes where two or more different subjects are being offered simultaneously in the same classroom by the same teacher. An example might be a group studying French I while in the same room another group was listening to tapes of a Latin class while the teacher was instructing another group in French II. In another room twenty students are clustered around in three groups at tables. Six students are studying advanced algebra, four remedial mathematics, and ten busy with a course in plane geometry. In a vocational business class, each of the seniors is at work on his own - one taking dictation from a transcription machine, one typing, one cutting stencils, and one doing business arithmetic. Each is busy with an assignment made during a previous meeting of the group. Thus the teacher is free to help the typing class in the next room.

Supervised correspondence courses are another aspect of multiple classes where students can select the desired course from the extension division of a neighboring college or university and be assisted with the assignments by a local teacher with training in the course discipline. Resource materials are made available, progress reports made, and any help needed supplied to the student.<sup>21</sup>

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<sup>20</sup>Mildred Whitcomb, "A Living Laboratory for Improving the Small High School," The Nation's Schools, (March, 1959).

<sup>21</sup>Catskill Area Project in Small School Design, "Multiple Classes-Learning in Small Groups," The Committee, (Oneonta, New York: 1961), pp. 2-11.

Shared services of teachers and materials have been previously discussed, but another interesting aspect of sharing "the talented youth seminar" might be mentioned. In conjunction with area colleges or universities talented youth with related interests meet on the campus of the higher learning institution usually on Saturday, for a high level course taught by the institution staff. This sort of intellectual stimulation has an excellent effect on the educational attitudes of superior students.

School aides were an innovation used extensively in Bay City, Michigan; experiments were borrowed for the Catskill Area Project. Schools are learning what the medical and engineering professors have long known; use the professionals to operate at their high level of competency and use less-skilled people for the routine detail.

Non-professional tasks account for one-fifth to two-thirds of the teacher's day according to a scientific study of the elementary schools in Bay City, Michigan. Functions performed by school aides were: taking attendance, keeping grade books, class and health records, playground and lunchroom supervision, putting up displays, mimeographing tests, and taking care of first aid and grading papers.<sup>22</sup>

Technological communication is a new term for mechanical teaching aids. In practice, television, film, radio, tape recorders, programmed instruction, and new projection devices are being thoughtfully integrated into the educational process as basic new modes of storing and transmitting knowledge. In a pedagogical sense, their ancestors are the book, the blackboard, and the chalk.<sup>23</sup>

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<sup>22</sup>Ford Foundation, "Time, Talent and Teachers," (New York, June, 1960), pp. 7-9.

<sup>23</sup>Ibid., pp. 32-38.

Flexible scheduling is changing the organizational pattern of the daily schedule and is particularly valuable to the small high school. Endeavors to increase the variety of learning opportunities in small high schools resulted in the adoption of eight or nine period days. These shackled efforts developed classes which featured teacher-student planning and group work. Emerging in some schools are:

Longer periods scheduled four times a week instead of five.

Rotating periods that give each class more opportunity to meet at optimum learning times of the day.

Morning and afternoon schedules that are interchanged every two weeks.

Dividing time into modules that allow for varied class length.

Master schedules that are exchangeable almost at will.<sup>24</sup>

Flexible schedules make possible large blocks of time for field trips, laboratories, art, and any other area that is needed. Flexible schedules are a great assistance to team teaching, multiple classes, and shared staff.

The Catskill Area Project utilizes all of these previously mentioned innovations in a least some of their twenty-two member schools. The project operates under a cooperative board of education made up of component school districts that is voluntarily superimposed upon member districts. The major and underlying purpose of the cooperative board is the improvement of instruction. Leadership and service define its

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<sup>24</sup>Ford Foundation, Catskill Area Project in Small School Design, (Oneonta: New York, 1959), pp. 10-11.

role, and cooperation and coordination are the important elements of its operation in arriving at this goal.<sup>25</sup> All services offered by the board to cooperating schools are voluntary and are financed on an ability to pay formula jointly by the local district and the state of New York. In addition to sharing teachers on a cooperative basis the following services are being rendered:

1. Coordination of activities of local districts, in such areas as programs for gifted children.
2. Vocational education.
3. Mental health services, transportation for the handicapped, psychological and psychiatric consultants, social workers, classes for handicapped workers.
4. Consultant services for teachers.
5. Curriculum specialists.
6. Centralized cataloging and processing of library books.
7. Instructional materials center and professional library.
8. Film library and audio-visual consultation, and scheduling of circulation of material.
9. In-service education for local professional staff.
10. Cooperative purchasing.
11. Orientation for new board members.
12. Area wide transportation coordination.

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<sup>25</sup>Frederick J. DeLaFleur, "Shared Service Boards," New York State School Board Association, Inc., (Albany, New York: March, 1961), pp. 43-47.

13. Coordination of area wide research programs.
14. Data processing, test scoring and local and area interpretation.
15. Experimentation with coordination of educational television.<sup>26</sup>

The twenty-two cooperating schools in the Catskill Area Project vary in size from 219 pupil enrollment to 1,100 pupil enrollment and are staffed with 12 to 29 full time faculty members. The cooperating schools use from one to nine shared service teachers with the mean being four, mean total enrollment is 495, and 9-12 enrollment is 220.

The cooperating schools get 81 per cent of their financial support from the State of New York. The range in percentage is from 38 to 92 with only one school falling below 76 per cent. In 1959-60, the average expenditure per child (K-12) in the schools was \$652.00.<sup>27</sup>

#### Rocky Mountain Area Project

The Rocky Mountain Area Project was established in October of 1957. Aided by a Ford Foundation Fund for the Advancement of Education Grant, the Rocky Mountain Area Project stated as overall intentions that the project would (1) develop, (2) demonstrate, and (3) document those techniques of instruction which are especially applicable to the "necessarily existent" small high schools.

A more specific statement of objectives would be that the project is designed to (1) assist small high schools to develop means

<sup>26</sup>Ibid., pp. 45-46.

<sup>27</sup>The Catskill Area Project in Small School Design, "Multiple Classes-Learning in Small Groups", (Oneonta, New York: 1961), p. 33.

whereby a high quality curriculum be offered without great added cost to the taxpayer, and (2) assist teachers to develop methods of giving more careful attention to individual student needs, abilities, and interests.

Methods used were:

Multiple class teaching, including correspondence courses.

Small group techniques, filmed courses and Youth Seminar.

The Project is designed to assist only those schools which, because of terrain, distance, and population sparsity, must continue as small high schools. The area serviced by the Rocky Mountain Area Project has one high school student for every seven and one-half miles of territory.<sup>28</sup>

Emphasis in the Rocky Mountain Area Project has been on methodology techniques to individualize the teaching-learning process. Teachers are trained in small groups techniques that the students may explore areas of interest and then share those experiences with the group. A. Harry Passow defines small group techniques as a "system of methodology which strives to facilitate learning and discussion in a small group."<sup>29</sup>

Bohrson, Gann and Anderson make the following generalizations:

It can be demonstrated that through the techniques of multiple class instruction a well qualified and resourceful teacher can make more effective use of his professional time by (a) carrying on a normal teaching load, (b) preserving additional time for planning, (c) meeting a greater number of students on an individual basis, and (d) occasionally making available a course which would not be economically feasible to offer.

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<sup>28</sup>"State Project for Small High Schools Proves Outstanding," 42nd Biennial Report, Colorado State Department of Education, (Denver, Colorado, June, 1960), p. 7.

<sup>29</sup>First Annual Workshop, Rocky Mountain Area Project for Small High Schools, Colorado State Department of Education, (Aspen, Colorado, Summer 1958), p. 56.



Although laboratory science courses seem least successfully taught as multiple classes, there are no particular restrictions on course combinations. Courses should exist, however, within the same subject matter areas (i. e. typing, secretarial office practice, algebra I & II, American History-American Government.)

If the teacher has the technical and human skills for small group techniques, and if grouping procedures are based upon criteria in addition to the ability of the student (i. e., needs, interests, projects), and if the grouping is promoted subject by subject, day by day, such intra-class grouping can provide greatly differential learning experiences for students of small high schools.<sup>30</sup>

The Rocky Mountain Area Project places considerable emphasis on technological communication to enrich the learning experiences of the pupils. The Harvey White Physics and John Baxter Chemistry Series of science films are used extensively. Part of the agreement with the Ford Foundation was the stipulation that cooperating schools supply necessary equipment for the project teachers to function at optimum efficiency. As a result communication aids are available in quantity.

The feeling of approximately 80 per cent of the participants is that the Rocky Mountain Area Project has made its greatest contribution by helping to raise the level of aspiration for accomplishment of personnel in the cooperating schools. The participants also felt that the opportunity for the local districts, State Department of Education and College personnel to work together as a team for the solution of a major problem was invaluable.<sup>31</sup>

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<sup>30</sup>Ralph G. Bohrsen, Albie Gann, and Frank Anderson, Rocky Mountain Area Project for Small High Schools, Colorado School Board Journal, (March, 1961), p. 22.

<sup>31</sup>Ibid., p. 24.

Harris County, Texas Project

Harris County, Texas, has embarked on a "shared service" program with the office of county superintendent furnishing leadership and acting as the intermediate unit between local districts and the state. County Superintendent Vincent W. Miller, has, with the cooperation of nineteen high school districts, initiated six educational services; some of which are used by all nineteen districts, although only one is under his direct supervision. They include:

- (1) In-service Training, (2) Film Library,
- (3) Materials Center, (4) Counseling and Guidance,
- (5) Psychological Services and (6) Educational Television.<sup>32</sup>

The program as arranged by the county intermediate district is strictly voluntary and is based on the philosophy of service and assistance. The program is new, having been operating only since the spring of 1962; therefore, the only measure of success for the enterprise is participation. The following chart shows the schools involved, their size and participation in the services.<sup>33</sup>

The in-service program has consisted of workshops requested by the teachers in cooperative schools. Because of the number of teachers involved, two separate workshops are conducted in opposite ends of the county. The meetings are not scheduled for any particular

<sup>32</sup>The County Superintendent's New Job, School Management, (September, 1962), pp. 94-97.

<sup>33</sup>Source: The County Superintendent's New Job, School Management, p. 93.

TABLE 3

## Harris County Texas Cooperative Program

District	Enrollment	In-service Training	Film Library	Materials Center	Guidance and Counseling	Psychological Service Center	Educational Television
1. Aldine	9,300	*				*	*
2. Alief	300	*	*	*	*	*	*
3. Channelview	2,000	*	*	*	*	*	*
4. Crosby	1,300	*	*	*	*	*	*
5. Cypress-Fairbanks	2,350		*		*	*	*
6. Deer Park	3,300		*			*	*
7. Northeast Houston	8,700	*		*		*	*
8. Galena Park	9,300	*			*	*	*
9. Goose Creek	12,200					*	*
10. Houston	168,200						*
11. Huffman	70	*	*	*	*	*	*
12. Humble	200	*	*	*	*	*	*
13. Katy	750	*	*	*	*	*	*
14. Klein	900	*	*	*	*	*	*
15. LaPorte	1,900					*	*
16. Pasadena	18,700		*			*	*
17. Sheldon	1,900	*	*	*	*	*	*
18. Spring Branch	14,000		*			*	*
19. Spring	600	*	*	*	*	*	*
20. Tomball	750	*	*	*	*	*	*

\*Uses county office service.

time but are held whenever representatives of committees in each region feel they are necessary. The job of the County Superintendent is to see that the meetings are staffed by curriculum consultants, or particularly skilled teachers who lead discussions in various subject matter, methodology, and goals.

The film library and materials center are available to cooperating

districts. The county superintendent's office meets half of the expense for film and the balance is distributed among cooperative schools at a rate of twenty-five cents per student. The materials center has equipment available on loan to the school at no cost but the districts are required to keep the equipment in continuous circulation. Specialists are available from the county superintendent's office. Two counselors could be hired and assigned to small districts that are financially unable to hire individually. Six other districts receive \$1,000.00 from the county superintendent's office to apply on counselors' salaries. The county superintendent's office retains no administrative control over these eight people, even though the county pays all or part of their salaries. To coordinate the work of the six visiting counselors, a director of guidance is furnished from the county superintendent's office.

Two psychologists working full time and a psychiatrist working two days per week make up the professional staff of the county psychological services. To give the program direction, a psychological consultant is obtained part time from a university staff and he assists in coordinating the program.

#### Summary

This chapter has introduced the problem of this study in education as well as subsequent need for reorganization of school districts in America with a brief look at school district conditions in Oklahoma. Criteria for adequate school district and minimum requirements for school attendance units were discussed along with services

considered necessary in the modern educational program if schools are to more nearly meet the educational, social, and health needs of our youth. Shared service concepts of education were explored and three experimental projects were investigated each with a somewhat different approach in regard to organization and methodology.

The following chapter will discuss the historical development of the school district system and developments that have brought about the need for district reorganization along with the methods used. Chapter III will develop the new school district design. In Chapter IV this design will be superimposed on the schools of Pottawatomie, Grant, and Cimarron Counties in Oklahoma, to determine their adequacy in meeting minimum criteria. Chapter V records the findings and recommendations.

## CHAPTER II

### History of the School District System

The federal constitution makes no mention of education. As a result, the responsibility for education rests with the several states who must establish, support, and maintain the educational system within their respective boundaries.

The states have for the most part delegated this responsibility to various types of local units that vary in number from 17 in Nevada to over 4,000 in Nebraska and from a few square miles in area to some greater than our smaller states. Enrollment varies from less than 5 students to hundreds of thousands in our large city systems. In fact, there are so many variations among the local districts that about their only common characteristics is in serving as an agency of the state, for the special function of administering and operating public school education.<sup>1</sup>

School districts existed in New England and other colonies prior to the adoption of the constitution at a time when settlements were scattered, means of communication poor, and each settlement more or less distance from all others. As emigrants moved westward and made

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<sup>1</sup>Edgar L. Morphet, Roe L. Johns and Theodore L. Reller, Educational Administration, (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1959), p. 215.

made small settlements, they too organized small school districts with the result that the small school district and the "little red schoolhouse" became traditional as the educational institution for rural America.<sup>2</sup>

An outgrowth of this pattern of educational organization was the small district system where organizational patterns fitted the rural community of the period so well. Requirements were not difficult to meet. A small group of families, as few as half dozen in some states, were permitted to organize a district and establish a school. Great latitude was granted in locating districts and they could be of any size or shape. It is not surprising that they became the dominating pattern in many states.<sup>3</sup>

Massachusetts, the state in which the district system originated, made the town the unit for school administration in 1882 and other New England states soon followed her example. However, other parts of the United States have been slow to abandon the district system. There were 123,000 school districts in the United States in 1935,<sup>4</sup> and as recently as 1957 the bureau of census reports a total of 52,913 school districts existing in the United States.<sup>5</sup>

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<sup>2</sup>William Burk Ragan, "The Reorganization of Local School Administrative Units in Terms of Social and Economic Relationships," (Unpublished D. Ed. dissertation, School of Education, Stanford University), p. 1.

<sup>3</sup>Morphet, Johns and Reller, op. cit., p. 216.

<sup>4</sup>Leo M. Chamberlain and Leonard E. Meece, The Local Unit for School Administration in the United States, Part 1, Bulletin of the Bureau of School Service, College of Education, University of Kentucky, (Lexington: June, 1936), Vol. VIII, No. 4.

<sup>5</sup>U. S. Department of Commerce, Bureau of the Census, Governments of the United States: 1957 Census of Governments, Vol. No. 1, (Washington, D.C.: Superintendent of Documents, Government Printing Office, 1957), p. 1.

### Changing Concepts of Education

There are men alive today who can remember when not more than 3 to 5 per cent of our young people received a high school education.<sup>6</sup> Today 9 out of 10 young people between the ages of 14 and 17, the traditional high school ages, are enrolled and the percentage is still increasing.<sup>7</sup> Thus the holding power of the American schools has brought about constant changing purpose for American education.

As American education has evolved, it has variously been defined as preparation for higher study, preparation for vocational endeavors, and preparation for life. At present its whole philosophy can be summed up in two main concepts: the development of the individual to his optimum and the fostering of qualities needed for constructive leadership.

These two basic concepts are interlocking facets of the same fundamental attitude toward education, for only as the individual is helped to reach his potential can he be expected to make his fullest contribution as a member of society.<sup>8</sup> The Rockefeller Report underlined this attitude toward education as it stressed the need for each person

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<sup>6</sup>Arthur F. Corey, "No Other Sure Foundation," A.A.S.A. in 1957-58 Official Report, (Washington, D. C.: American Association of School Administrators, 1958), p. 142.

<sup>7</sup>U. S. Department of Commerce, Bureau of the Census, School Enrollment: October, 1956, Current Population Reports, Series P-20, No. 74, (Washington, D. C.: The Bureau, April 30, 1957), p. 7.

<sup>8</sup>Educational Administration in a Changing Community, Thirty-Seventh Yearbook, American Association of School Administrators, (Washington, D. C.: 1959), p. 101.



to develop self realization in a manner acceptable to the society of which he is a part.<sup>9</sup>

The White House Conference on Education brought together a nationwide representative group of citizens, both educators and laymen, to re-examine the goals and needs of our educational system. The conferees concluded that the schools should continue to develop the following:

1. The fundamental skills of communication-reading, writing, and spelling as well as other elements of effective oral and written expression; the arithmetical and mathematical skills, including problem solving.
2. Appreciation for our democratic heritage.
3. Civic rights and responsibilities and knowledge of American institution.
4. Respect and appreciation for human values and for the beliefs of others.
5. Ability to think and evaluate constructively and creatively.
6. Effective work habits and self-discipline.
7. Social competency as a contributing member of his family and community.
8. Ethical behavior based on a sense of moral and spiritual values

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<sup>9</sup>Rockefeller Brothers Fund, "The Pursuit of Excellence, Education and the Future of America." Panel Report V of the Special Studies project. (Garden City, New York: Doubleday and Co., 1959), p. 1-49.

9. Intellectual curiosity and eagerness of life-long learning.
10. Esthetic appreciation and self-expression in the arts.
11. Physical and mental health.
12. Wise use of time, including constructive leisure pursuits.
13. Understanding of the physical world and man's relation to it as represented through basic understanding of sciences.
14. An awareness of our relationships with the world community.<sup>10</sup>

Adherence to these goals and needs emphasizes the development of mental skills, but they also clearly point up the wider scope education must utilize to complete the over-all mission. Every child should be trained in terms of his unique self and in view of his relationship to this community, state and nation.

#### Local School Administrative Units

If we classify local school administrative units by general types in terms of territorial characteristics, we find they are:

(1) common school districts, (2) township or town school districts, (3) county school administrative districts, (4) community school districts, and (5) city school districts. A brief analysis of each of these systems will reveal more completely the nature of the administrative arrangements in the various states.

#### Common School Districts

The term "common school district" appears in the school law of

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<sup>10</sup>Committee for the White House Conference on Education, "A Report to the President." (Washington, D. C.: Superintendent of Documents, Government Printing Office, April 1956), p. 10.

at least eleven states, but in a generic sense the term is applicable to many other states. In fact, the National Commission of School District Reorganization in 1947 classified 27 states as having the common school district type of organization.<sup>11</sup>

The "common school district" with rare exception means a very small administrative unit, located in the open country, is not coterminous in boundary with any other governmental units, and is organized for elementary school purpose only. A majority of the non-operating school districts are common districts.

The common school developed in Massachusetts as people moved from villages to the open country and this led to abandonment of the town system established in 1647. Common school districts developed with westward expansion across the midwest, the Great Plains, the Rocky Mountain area, and on to the west coast. This was characteristic of the pioneer spirit of the people, to develop the school districts as needed.<sup>12</sup>

#### Township or Town School Districts

Several states have school districts whose boundaries are coterminous with townships or towns as they are named in New England. In New England states towns are designated quasi corporations for school purposes. Indiana and Pennsylvania towns constitute a school district except where statutes provide otherwise.

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<sup>11</sup>National Educational Association, Department of Rural Education, National Commission on School District Reorganization, Your School District, (Washington, D. C.: the Department, 1948), p. 258.

<sup>12</sup>American Association of School Administration, School District Organization, the Commission, (Washington, D. C.: 1958), p. 92-93.

Township districts vary tremendously in enrollment but most of them are from quite small to non-operating and all of them excepting those in the state of New Hampshire are fiscally dependent upon town government. Some in Connecticut, Massachusetts, and New Jersey are large administrative units and have excellent educational programs.<sup>13</sup>

#### County School Administrative Districts

County school districts vary considerably in size but nearly all of them have adequate numbers of pupils to provide a modern educational program at reasonable per pupil cost. In 1957 approximately one public school pupil out of every five attended a school operated by a county unit school district. Of 1,180 such districts in 34 states, 995 or 85 per cent were in 14 states: Alabama, Florida, Georgia, South Carolina, North Carolina, Kentucky, Louisiana, Maryland, Mississippi, Nevada, Tennessee, Utah, Virginia, and West Virginia. Approximately 700 of these are complete county units offering 12 grade administration units with some offering 14 years of public school education. There are about 350 county 12 grade districts that include all of the county except a city or large town within their boundaries.

County unit districts are fiscally independent except in Maryland, Tennessee, and Virginia and are governed by elected boards of education from about the county. Without exception they are quasi corporations created by state law for school purpose.<sup>14</sup>

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<sup>13</sup>Ibid., pp. 95-96.

<sup>14</sup>Ibid., pp. 96-98.

### Community School Districts

The community school district is a product of social change particularly in rural life. In 1911, Illinois enacted a law which provided that any contiguous and compact territory containing a community center could be formed into a community district for high school purposes without regard to township boundary lines. High school districts composed of towns and open country were created rapidly that conformed to the general associational patterns of the people.

The idea of the open country merging village districts was brought about through consolidation and was fairly adequate for the time from the "community" standpoint, but they were usually educationally inadequate. Fitzwater, in a study of 552 reorganized districts established in eight states between 1941 and 1952, found the median enrollment about 600 with less than a fourth of the districts with enrollment of 1,200.<sup>15</sup> Oklahoma's experience with the community school district has been even less satisfactory.

### City School Districts

City school districts are an important administrative unit if for no other reason than their size and the per cent of public school students served. There are other significant reasons as Cubberly pointed out in the 1920's:

"It is not too much to say that the great educational advance which we, as a nation, have made during the

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<sup>15</sup>C. O. Fitzwater, Selected Characteristics of Reorganized School Districts, U. S. Department of Health, Education and Welfare, Office of Education, Bulletin No. 3, 1953, Superintendent of Documents, (Washington, D. C.: Government Printing Office, 1953).

past half century, has been too a large degree, the advance which our cities have made in organization, administration, supervision, equipment, instruction, and in the extension of educational advantages."<sup>16</sup>

City school districts were first to reorganize but it was also a difficult task. Chicago in 1830 had five school districts, each with a separate board of education who employed teachers, levied taxes, and carried on all other school district functions. Buffalo, New York, in 1839 had fifteen school districts, Pittsburg, Pennsylvania, had 38 sub districts with separate boards of education to conduct the elementary program and a 38 member central board charged with conducting the high school program.<sup>17</sup>

Most city school districts are presently quasi corporations organized independently of municipal government. This legal relationship of the city school district, and municipal government of a separate administrative and fiscal controls is highly significant in American education.<sup>18</sup> Some of our larger cities are confronted with the problem of being too large for best administration but at present this problem is not applicable to Oklahoma.

#### The Intermediate Unit

The intermediate unit is the educational administrative unit serving between the local school district and the state and performing

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<sup>16</sup>Elwood P. Cubberly, Public School Administration (Third Edition, Boston: Houghton-Mifflan Co., 1929), p. 77.

<sup>17</sup>National Educational Association, Journal of Proceedings and Addresses of the Thirty-sixth Annual Meeting, (Chicago: University of Chicago Press, 1897), p. 991.

<sup>18</sup>American Association of School Administration, School District Organization, The Commission, (Washington, D. C.: 1958), p. 102.

some functions for both the state and local districts. The county is the intermediate unit in Oklahoma. Good defines the intermediate unit as:

A type of administrative unit which is smaller than the state and which exercises some functions for smaller administrative units, for example, the county in most states and the supervisory district of union in New England and New York.<sup>19</sup>

Isenberg defines the intermediate unit as:

An organization within the legally established structure of school administration which includes the territory of two or more basic administrative units. It serves as the intermediary between the state department of education and the quasi corporation units having immediate responsibility for maintaining schools. It may have a board, or officer, or both, responsible for performing stipulated services for the basic administrative units and for exerting leadership in their fiscal, administrative, and educational functions. Through leadership and services the intermediate unit promotes and strengthens local control and responsibility. It assists local districts and state departments of education in finding and meeting more effectively the educational needs of children and communities by performing functions which can best be administered by an intermediate type organization.<sup>20</sup>

As the importance of education in America became accepted and the number of schools increased, it became evident that there was a need for an intermediate district somewhere between the state and the local schools. Such a district was to serve as an arm of the State Administrative unit and also to furnish leadership for the local districts. Since the county geographic area was already established

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<sup>19</sup>Carter V. Good, Dictionary of Education, (New York: 1945), p. 12.

<sup>20</sup>Robert M. Isenberg, The Community School and the Intermediate Unit, (Washington, D. C.: 1954), p. 36.

as a unit of government in the American system, recognized and accepted by the people, it was the natural location for an intermediate educational administrative unit to coordinate activities between the state and local school districts. Thus, it was not by chance that the county became the established intermediate unit:

The establishment of an intermediate administrative position at the county level was not the result of chance or entirely a matter of convenience to the state, although the latter undoubtedly had considerable influence. But the significant thing, so far as the development of county as a unit of government and as a pattern of association had real meaning to the people....it was natural that they should place at the county level a school official with whom they could keep close touch, who was one of them and understood their problems, and who could act as their spokesman and counselor on school matters. Thus, the county became the first intermediate district of school administration.<sup>21</sup>

Dawson observed that while the intermediate unit is not new, it is misunderstood:

The development in rural life and education have brought forward perhaps the most urgent problem in administration today...the problem is that of perfecting the intermediate school unit, the least understood concepts of American School Administration.<sup>22</sup>

#### Functions of the County Intermediate Unit

In the early development of the intermediate unit, the county superintendent's office, though not so designated, performed many of the functions of the intermediate district. The county geographic area was the intermediate district with the county superintendent's office as the administrative center and the county superintendent served as the

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<sup>21</sup>National Education Association, The American School Superintendent, (Washington, D. C.: 1952), pp. 361-362.

<sup>22</sup>Ibid., Dawson.



executive officer. The early functions of the county intermediate office were clerical and routine, according to Butterworth and Dawson:

In most states the county superintendency, in the early days, was recognized primarily as a clerical office. To the superintendent was delegated such functions as making reports, keeping records, examining and certifying teachers, revoking certificates, holding meetings, distributing the state aid, visiting schools, and exercising "general supervision."<sup>23</sup>

In recent years, with the reorganization program developing larger local basic units, many of them independent, the county superintendent's task of supervision and clerical assistance to the fewer dependent districts has been minimized. On the other hand, as the new districts were created, there developed more needs and demands for special educational services. The demand for more specialized educational services has influenced the changing concept of the functions of the intermediate districts.

Arguments have been advanced that the way to provide the needs for special educational services is to create larger basic school districts, and some states have followed this plan. It has been found that many re-organized units are still too small to justify an adequate educational program including special services and are looking to the county intermediate unit for special services to supplement the local educational program.

As states become more concerned with providing educational services to meet the specialized needs of all types of boys and girls, the role of the intermediate superintendency takes on added importance. Recognition

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<sup>23</sup>Julian E. Butterworth and Howard A. Dawson, The Modern Rural School, (New York, 1952).

by the state of its dependence upon these superintendents for the development and effectiveness of the new and needed educational services and their implementation by state laws and regulations is of paramount significance.<sup>24</sup>

Butterworth and Dawson called attention to the leadership functions of the intermediate district superintendency:

The intermediate district should be dominated by the concept of leadership rather than by a mere legal authority...In recent years new functions have been recognized that make the county superintendent one of the most important educational offices in the United States.

#### The Intermediate District and Special Services

In addition to leadership, another important function of the county intermediate is that of providing special educational services either directly from the intermediate office or by providing leadership to organize cooperative programs of special services among the local units. A number of specialized services are listed, but it is understood that all of them will not be ordinarily found in operation in a certain county. The most important are:

1. Guidance services that reach the child at all stages of his progress through school and extend into his adult life, and that give assistance in the solving of personnel, social and vocational problems.
2. Services for handicapped children that will help in the correction of defects and will enable children

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<sup>24</sup>A.A.S.A. The American School Superintendency, (Washington, D. C.: 1950), p. 128.

<sup>25</sup>Julian E. Butterworth and Howard A. Dawson, The Modern Rural School, (New York, 1952), pp. 362-363.

to utilize their resources as fully as possible for the attainment of a rich and personally satisfying life.

3. Supervision of attendance of a type that seeks to remove the cause of non-attendance and to integrate the activities of the home, the school, and other agencies of the community that contribute to the education of the children.
4. Supervision of instruction that will stimulate and coordinate the use of all educational facilities and personnel available in the community.
5. Health services including school hot lunches, medical and dental inspection, immunization, prevention and control of contagious and infectious diseases and accident prevention.
6. Specialized vocational education for youth that train and develop their full potential for fulfillment of self realization.<sup>26</sup>

This list while rather comprehensive could be expanded to include community recreation, school community libraries, and group buying.

#### The Intermediate District in Oklahoma

The development of the intermediate school unit in Oklahoma

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<sup>26</sup>A. L. McPherran, "The Nature and the Role of the Intermediate District in American Education," (Unpublished Doctoral Dissertation, University of Nebraska, 1954), p. 215-215.

rather parallels that of many other states. Since Oklahoma was one of the last states organized, its constitution and laws were patterned after those of older states. Article XVII, Section 2, of the constitution of the state of Oklahoma provides for the creation of a county superintendent of public instruction (now county superintendent of schools) along with numerous other county officials:

There are hereby created subject to change by the legislature, in and for each organized county of this state, the office of Judge of the County Court, County Attorney, Clerk of the District Court, County Clerk, Sheriff, County Treasurer, Registrar of Deeds, County Surveyor, Superintendent of Public Instruction, three County Commissioners, and such municipal township officers as are now provided for under the laws of the Territory of Oklahoma excepting as in this Constitution provided.<sup>27</sup>

The county superintendency of public instruction in Oklahoma from the beginning demanded very little in the way of professional preparation or qualifications. The superintendent's salary was based on the population and assessed valuation of the county as were the other county officers. Without encouragement and proper support, the county superintendent's office was slow to develop into a position of strong professional leadership.

Oklahoma has moved to make the county superintendent's office, as the chief officer of the intermediate unit, more professional. The Oklahoma school code now requires the following qualifications:

No person shall be eligible for nomination, appointment, or election to the office of county superintendent of schools unless (1) he is a qualified elector of the county, (2) has a standard bachelor's degree from a college recognized by

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<sup>27</sup>Constitution of Oklahoma, Article XVII, Section 2.

by the State Board of Education, and (4) shall have been engaged in continuous teaching in the public schools of the state of Oklahoma for a period of not less than thirty-six (36) school months during the four (4) years immediately preceeding the time of filing for office.

This section of the school code increases the professional training required to qualify for the office of county superintendent in Oklahoma and should result in increased quality of personnel. Section 32 of Article III of the school code goes still further in recognizing the professional status of the office of County Superintendent. It places the salary on the same basis as superintendents of other administrative units.<sup>28</sup>

The county intermediate school district in Oklahoma has been the subject of much discussion. The abolishment of the office has been suggested on many occasions, but in spite of the controversy and the demands for abolishment, the office continues to exist and has been strengthened by recent legislation.

Since the county in Oklahoma is the intermediate school district and appears to be entrenched in the state system, there should be some way of determining how adequately it can perform its function. One way of determining the ability of the county intermediate district to function is to determine its adequacy to provide special educational services.

#### The Movement for Reorganization of School Districts

The problem of providing satisfactory unit of school administration has occupied the attention of educators and statesmen since the beginning of the public school system in the United States. It was given considerable

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<sup>28</sup>School Laws of Oklahoma, 1961, p. 27.

attention by Thomas Jefferson in his plans for a system of public schools for the state of Virginia.<sup>29</sup> It was the subject of Horace Mann's "Fourth Report" as secretary of the Massachusetts State Board of Education,<sup>30</sup> and as late as 1958 was the subject of the American School Administrators Association's Yearbook.<sup>31</sup>

As early as 1839 Missouri enacted legislation making the congressional township the school district but 14 years later the legislature reversed itself and placed considerable authority with the sub districts within the township. In 1847 the township system was abandoned for the small district system. By 1900 Missouri had 10,000 school districts. They enacted consolidation laws in 1901 which were strengthened by legislative acts in 1913 and 1921.

The Missouri example of legislation for school districts reorganization merely illustrates the efforts of people in the state to adopt and modify their school district system. Their state developed from a series of frontier settlements to a great commonwealth of business, industrial and agricultural communities. These communities are bound together by an extensive system of rapid transportation and virtually instant communications.<sup>32</sup>

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<sup>29</sup>Charles Flynn Arrowood, Thomas Jefferson and Education in a Republic, (New York: McGraw-Hill, 1930), pp. 79-131.

<sup>30</sup>Elwood P. Cubberly, Public Education in the United States, (New York: Houghton-Mifflin Co.), 1934, p. 167.

<sup>31</sup>American Association of School Administrators, School District Organization, The Commission, (Washington, D. C.: 1958), p. 9-25.

<sup>32</sup>Ibid., pp. 165-66.

Other states are having and will continue to have similar problems as population shifts. Since 1932 at least 34 states have amended existing laws to encourage reorganization of local school districts. Some states move rapidly, others have done little to change existing district organization. In the mean time urban areas are over crowded, and the schools of the small villages and open country, of which Oklahoma has so many, lack student population for an adequate school program.

#### Types of Legislation for Reorganization

All states have enacted legislation pertaining to organization and reorganization of school districts and it varies greatly from state to state. The range is from district legislative action to merely permitting school districts to reorganize. With some variations, reorganization of school legislation may be classified as mandatory, semi-permissive, and permissive.

Mandatory legislation reorganizes local school districts by direct legislation without allowing the voters an opportunity to express themselves. There are three variations of mandatory reorganization legislation, and they fall into the following pattern.

1. Direct reorganization by the state legislature.
2. Mandatory action delegated to state and county agencies.
3. Mandatory action delegated to county agencies.

Direct reorganization by the state legislature has been done in ten states. All districts in these states were abolished and new ones created. West Virginia, Maryland, Louisiana, Florida, and Nevada

established the county as the unit of administration. Alabama, Tennessee, Kentucky, Utah, Virginia, and Georgia established a modified county unit excluding only specified independent districts from the county unit.

Mandatory action by state and county agencies without the approval of the voters has been achieved in at least four states: North Carolina, New Mexico, South Carolina, and Mississippi. All gave authority to county boards to reorganize the school districts of the counties in a manner acceptable to the designated state agency, usually the State Board of Education.

There is a time limit established within which the county board must act or the schools will be penalized financially, or the state agency takes over the reorganization, or both. Minimum standards for newly created districts are established and the county agency is charged with the responsibility of reorganizing within the qualifying framework.

Mandatory action by county agencies has been tried in some states. Kansas in 1945 enacted legislation creating a five man county committee empowered to make a survey and within three years complete reorganization. The county committee was not required to submit plans to a state agency for review and the only recourse voters had was to the courts. In 1947 the Kansas Supreme Court held the law unconstitutional because of the improper delegation of legislative powers since the commission did not establish adequate criteria upon which to base the reorganization.



The Arkansas legislature in 1948 drafted mandatory legislation and referred it to the voters of the state for their consideration. Upon acceptance by the people the number of districts was reduced from 1,589 to 423. This was a step in the right direction but the attendance requirements for the best administrative units in the newly established districts was still inadequate.

Twenty-two of the states have adopted mandatory legislation which forces abolition of certain size districts. State agencies or county committees are authorized to annex adjoining districts, those individual districts that fall below a specified average daily attendance. Oklahoma is included in this group, but as is often the case, the minimum attendance requirements are far too low to produce adequate administrative districts.

Semi-permissive legislation requires the essential preliminary steps be taken and upon completion of these steps the proposition be presented to the electorate for their will and pleasure. Semi-permissive legislation is a recent development beginning with the state of Washington in 1941. This type legislation usually contains the following main provisions:

A state level committee with responsibilities for assisting county committees to organize and function, to furnish leadership, council and approve or disapprove the county plan of reorganization.

Provisions for establishing the county committee, and placing with the county committee powers and duties for preparing district organizational plans.

Provisions permitting the voters in the area involved to ratify or reject the proposed plan for reorganization.

Semi-permissive legislation has the advantage of requiring the county committees to study carefully the organizational structure of the school districts within the county. When there have been enough requirements within the law to get careful and considerate action underway, permissive legislation has worked and good school districts have been formed.

Permissive legislation merely permits school districts to voluntarily reorganize. Usually no overall planning is required and no approval is needed on the county or state level. Local school board action or a petition signed by a certain number of voters is usually sufficient for the annexation or reorganization to become effective. This is the least effective of all types of reorganization. Oklahoma is in this category.

#### Developing More Effective School Districts

Principles and standards to serve as guides for school district reorganization are known. Hunt and Pierce list the following basic principles for guiding reorganization of rural school districts:

1. The local district is a creature of the state and receives its power from the state.
2. The local administrative unit must be sufficiently large to support a complete and effective system of elementary, secondary, and adult education, but not so large as to cause loss of interest by the people in their school.

3. Local districts with limited resources should have a supplementary intermediate unit responsible for supplying needed services and yet close enough to the local neighborhood for understanding their desire for local autonomy.
4. Reorganization must preserve the concept of delegating control of administration and supervision of local districts and their lay boards.
5. Sufficient flexibility should be maintained in the local district organization to allow a small school to continue rather than sacrifice community interest, pride, and support, or allow small schools to continue in sparsely settled areas where transportation problems are serious.<sup>33</sup>

Reeder suggests the following criteria respecting the size of an administrative unit:

1. The unit must be sufficiently large to permit the organization of a complete system of elementary and secondary schools and adult education programs on an efficient and pedagogical basis.
2. For the larger centers of population, provisions should also be made for the organization of a system of junior colleges and terminal vocational schools.
3. It should be sufficiently large to make provisions for an adequate administrative and supervisory personnel.

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<sup>33</sup>Herold C. Hunt and Paul R. Pierce, A Practice of School Administration, (Houghton-Mifflin Co.: Boston, 1958), pp. 367-68.

4. It should not be so large in territory or population that the people would lose interest in their schools. The administration of the schools should be kept close to the people.<sup>34</sup>

These principles mentioned are illustrative of concepts generally agreed upon by authoritative students of educational administration in regards to school district organization.

Services required of local administrative units are many and varied. Butterworth and Dawson indicate the following specialized services from the local school administrative units for adequate educational opportunities:

1. The selection, retention, promotion and remuneration of teaching personnel.
2. The continuous direction of curriculum building and adjustment.
3. Business administration, including budget making, accounting, purchasing, and contract making.
4. School plant administration, including the planning of school facilities, the alteration and adjustment of physical facilities to meet the changing educational needs.
5. The maintenance of school property, adequate sanitary upkeep, and the continuous maintenance of physical conditions necessary to the health of pupils and teachers.

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<sup>34</sup>Ward G. Reeder, The Fundamentals of Public School Administration, (Third Edition, New York: The MacMillan Co., 1951), pp. 66-67.

6. The supervision of attendance, including enforcement of compulsory school attendance laws and regulations, social and educational case work, inspection and supervision of employment of children of educable age.
7. The keeping of adequate pupil records including guidance of personnel, educational, and vocational problems.
8. Psychological and psychiatric services.
9. Supervision of instruction including both elementary and high school.
10. Health services, including specialized supervision of health instruction, medical and dental inspection, immunization, prevention and control of infectious and contagious diseases, and accident prevention.
11. Special services and opportunities for handicapped children.
12. School-community library services, including audio-visual aids and services, and an instructional material bureau.
13. Specialized vocational education for youth and a variety of adult educational opportunities.<sup>35</sup>

These services must be performed either by a single local school administration unit or by some combination of such local units into an intermediate unit.<sup>36</sup> From the scope of the services needed, as indicated

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<sup>35</sup>Julian E. Butterworth and Howard A. Dawson, The Modern Rural School, (New York: McGraw-Hill Co., 1952), pp. 330-31.

<sup>36</sup>Ibid., p. 331.

in the preceding list, it is obvious that the administrative unit necessary to perform these functions must be comprehensive in size and scope. Size of satisfactory administrative units will be discussed in the following pages.

What are acceptable standards of the size of satisfactory local units of school administration? A number of well recognized studies on this question have been published and the standards have been developed theoretically and in terms of actual conditions in school organization and administration. In either case the fundamental answer has been sought in terms of the functions the administrative unit is supposed to perform, the services and personnel necessary to the performance of the required services, and the cost of those services in relation to the total budget of the unit. The question is: What is the minimum size of an administration unit that can economically do the work required of it?

The pioneer study of this program was made by Dawson in 1934.<sup>37</sup> Later studies were made by Briscoe<sup>38</sup>, the United States Office of Education Staff of the Local School Units Project and the Staff in each of the participating states,<sup>39</sup> Mort and Cornell<sup>40</sup>, and the National Commission

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<sup>37</sup>Howard A. Dawson, Floyd W. Reeves, et. al. "Your School District," (Washington, D. C.: Department of Rural Education, National Education Association, 1948), pp. 248-250.

<sup>38</sup>Alonzo Otis Briscoe, "The Size of the Local Unit for Administration and Supervision of Public Schools," Contributions to Education, No. 649, (New York: Bureau of Publications, Teachers College, Columbia University, 1935).

<sup>39</sup>Henry F. Alves, Archibald W. Anderson and John Guy Fowlkes, "Local School Unit Organization in Ten States," Local School Units Project, Bulletin 1938, No. 10, (Washington, D. C.: U. S. Office of Education, Department of the Interior, 1939).

on School District Organization.<sup>41</sup> All of the studies reached substantially the same conclusion as expressed by the National Commission on School District Reorganization after its study and an analysis of the others. The Commission concluded that a satisfactory school district should have at least 1,200 pupils between the ages of six and eighteen and at least 40 teachers. If it has a smaller number, it can offer a good program only at greater cost per pupil. The Commission also concluded that gains will be had in efficiency in districts with a student population of 10,000.

Fitzwater's study in 1957 dealt in part with standards of size for districts. He reported that in 1953 California's standard for pupil enrollment called for districts with a potential of at least 10,000 in grades K-12 or K-14 and that districts of fewer than 2,000 potential students should be planned only in cases of extreme isolation or population sparsity.<sup>42</sup> Pennsylvania's standards recommend administrative units with a minimum of 1,600 pupils and only in exceptional cases fewer than 800. Wisconsin specified districts with from 800 to 1,000 pupils in K-12.<sup>43</sup>

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<sup>40</sup>Paul R. Mort and Francis G. Cornell, American Schools in Transition, (New York: Bureau of Publications, Teachers College, Columbia University, 1941), Chapter 6.

<sup>41</sup>Dawson, Reeves, et. al. op. cit. p. 82-88.

<sup>42</sup>C. O. Fitzwater, "School District Reorganization-Policies and Procedures". U. S. Department of Health, Education, and Welfare, Office of Education Special Series, No. 5, (Washington, D. C.: Superintendent of Documents, Government Printing Office, 1957), p. 132.

<sup>43</sup>American Association of School Administrators, "School District Organization," Official Report, (Washington, D. C.: The Association, 1958), p. 132.

The size of satisfactory attendance units varies considerably throughout the literature; particularly is this true in regards to the high school. Dawson has set up specific minimum standards for the desirable size of administrative units. These standards were determined by an analysis of the average practice in school considered to be satisfactory, and the major consideration was given to the cost of the services provided and the size of the administrative personnel employed. On this basis he concluded:

The absolute minimum size of a local unit of school administration is a unit and that has approximately 1,600 pupils and 46 teaching units.

He set up attendance criteria for the elementary and high school as follows:

#### Elementary School

Offer six years of instruction.

Have desirable minimum of seven teachers, or an absolute minimum of six.

Approximately thirty-five pupils enrolled per teacher.

Have a minimum of 210 to 300 pupils in 6-year elementary school.

#### High School

Offer six years of instruction, or three years in junior high and three in senior high.

Have desirable minimum of ten teachers, absolute minimum of seven teachers.

Approximately thirty pupils enrolled per teacher.



Have a minimum of 210 to 300 pupils in a six-year high school, 245 to 350 in junior high, or 175 to 350 in senior high.<sup>44</sup>

In the same study Dawson set one hour as the maximum time for an elementary child to be on a school bus in the morning or in the evening, or a total of two hours per day. That of the high school pupil would be one and one-half hours each trip or a total of three hours per day. The maximum mileage would be twenty miles.

The Committee for the White House Conference had suggested the following standards:

Each high school to have a minimum of three hundred pupils, seventy-five in each grade group, and twelve full time teachers. Gains in economy and efficiency are expected up to seven hundred pupils, whether the school is senior, junior or junior-senior high school. No advantage is seen in an enrollment of more than one thousand pupils in any school. Minimum size of an elementary school to be 175 pupils and seven teachers for a six grade school. There should be at least one teacher per grade in any school. Efficiency and economy improve up to three hundred pupils and twelve teachers. The minimum size of a junior or community college to be two hundred students and ten teachers.<sup>45</sup>

Regarding the application of such standards it must be remembered that every community wants its own elementary school and high school. It

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<sup>44</sup>Howard A. Dawson, Satisfactory Local School Units, (Nashville: George Peabody College, 1934), p. 81.

<sup>45</sup>Committee for the White House Conference on Education, A Report to the President, (Washington, D. C.: Government Printing Office,) p. 16.

It is occasionally better to let too small a school continue than sacrifice community interest, pride and support. In general, it is better to have a good school serving a large area than a weak school serving a small area. Transportation problems indicate that in sparsely settled areas it may be necessary to have relatively small schools even though the cost will be unusually high.<sup>46</sup>

The American Association of School Administrators in its Twenty-Seventh Yearbook recommend the following criteria in relations to attendance units:

1. School centers should be located so that no child should be unduly fatigued upon his arrival at school. The following maximum limitations are considered reasonable for normal circumstances, when traffic hazards, population density or road conditions do not dictate modifications.
  - Walking distance (one way)
    - Elementary pupils, three quarters of a mile
    - Junior high pupils, one and one-half miles
    - Senior high pupils, two miles
  - Travel time (one way)
    - Elementary pupils, thirty minutes
    - Secondary pupils, one hour.
2. Schools should be located so that permanent neighborhoods and small communities can use the school as a natural community center.

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<sup>46</sup>Ibid., pp. 16-18.

3. Schools should be located so that ultimately the smallest number of children require transportation and the greatest number of people have ready access to the school site.
4. Attendance centers should be located for maximum safety to health and life, and for the most economical provision of sanitation and public utilities.
5. Attendance areas should be flexible enough to permit adaptations in organization such as changing to or from K-8-4, K-6-6, K-6-3-3, and the like.
6. The size of attendance centers should vary with the population density, roads, ages of children, and similar factors.
7. Attendance areas should be drawn so that each school will provide a minimum of one teacher per grade in the elementary school and a minimum of three per grade in the secondary school.<sup>47</sup>

Much study has been given to items six and seven, dealing with the number of students necessary to provide schools of adequate size. Many schools, especially in rural areas, have been too small to provide a balanced and diversified curriculum. It seems clear that elementary schools of 175 pupils or more and secondary schools of 300 or more are desirable.

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<sup>47</sup>American Association of School Administrators, "American School Buildings," Twenty-Seventh Yearbook, (Washington, D. C.: The Association, 1949), p. 43.

A study of school district organization in ten states made under the direction of the United States Office of Education in 1935 to 1937, adopted the following minimum criteria for the reorganization of school districts:

1. An elementary attendance area should make possible a school with at least one grade per teacher with a desirable ratio of thirty pupils per teacher. The pupils, however, should not have to walk more than one and one-half or two miles to or from school or ride on a bus more than one hour each morning or evening.
2. Junior or senior high schools should have at least 300 pupils with ten teachers. High school pupils should not be required to walk more than two or two and one-half miles to or from school, or ride on a bus more than one and one-half hours each morning or evening.<sup>48</sup>

Programs having for their purpose an enlarged unit of the local school administration have frequently been opposed on the grounds that it would take the control of the schools away from the people of the local community. The reason for maintaining local control has been well stated by Dawson:

The preservation of the local unit of school administration appears to be desirable for the following reasons: 1) such a policy is consistent with the firmly established American traditions and customs of local self government; 2) it furnishes

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<sup>48</sup>Henry F. Alves, Archibald W. Anderson, and John Guy Fowles, "Local School Units Project, Local School Unit Organization in Ten States," U. S. Department of the Interior, Office of Education, Bulletin 1938, No. 10, (Washington, D. C.: Superintendent of Documents, Government Printing Office, 1939), p. 12.

a means for maintaining a balanced distribution of educational functions among federal, state and local interests; 3) it is best adapted to a democratic nation of wide geographic conditions; 4) it provides a safe guard against the evils of bureaucratic control and the widespread use of the schools for propaganda in behalf of any economic, political, or social cult; 5) it encourages experimentations in variations that make schools responsive to local needs and aspirations.<sup>49</sup>

The same author advocates larger administrative units for the purpose of maintaining local controls:

The establishment of larger and more efficient units of local administration is a long step towards the desirable decentralization of administration and supervision of public schools. Decentralization can take place only when the local units are able to provide an organization and leadership capable of administering a minimum standard educational program. In practically every state the larger city school districts are not subject to the authority of extraneous administrative and supervisory officials and therefore exercise almost complete local autonomy in the administration of school affairs. Small districts cannot exercise such autonomy because they are not able to perform the educational functions and that the state has a right to require. Therefore, the creation of larger and more efficient units of school administration is a practical device for maintaining a proper balance between local and state government and is<sup>50</sup> the only policy in keeping with decentralization of power.

Criteria other than size - economy and efficiency are not the only criteria to be considered in enlarging the school unit. Particularly in a democracy the sociological aspects involved must be considered. Too, the feeling that the local control of school is a democratic duty and privilege must not be destroyed. It might be far better to have an expensive unit with a healthy, unified democratic community spirit, than

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<sup>49</sup>Howard A. Dawson, "Satisfactory Local Units" Field Studies No. 7, Division of Survey of School Studies, George Peabody College for Teachers, (Nashville, Tennessee: 1935), p. 5.

<sup>50</sup>Ibid. pp. 114-15.

to have a highly efficient and large unit with morale of the smaller communities broken with the children feeling as outsiders in the larger unit.

Sanderson clearly presented this aspect of consolidation:

School centralization may also weaken or destroy the rural community if it is not wisely handled, and thus may break down the organization of the child's social environment, for which there is no adequate substitute. Here again the issue seems to be between the values of a well integrated community as necessary to enable its people to create for themselves a satisfactory social environment. If efficiency be measured only by the cost of pupil or proposed standards of curriculum content, then many a small community will be the pride of its school, and the value to the school of its community alienates community interests, and the child becomes a non resident pupil in an alien social environment. Such a school cannot function as a social center for those who do not accept it as a part of their community.

As a basic principle in the centralization of schools, it would seem that consolidation of institutions of the small community should be affected only when the institutions centralized in the larger community will serve the social and economic needs of the people better and more satisfactorily and will enable them to have a primary community interest in the larger community because they feel that it does provide them better social facilities and a larger association. This should proceed by evolution. The preservation of the community being considered as much as the efficiency.

Much of the difficulty may be resolved by making a clear cut distinction between the consolidation of attendance districts and the integration of attendance districts into a larger administrative unit. The administration unit may be greatly enlarged with added efficiency without necessarily interfering with attendance unit which will preserve community identity. For community loyalty is strong and there is sufficient constituency for a 6th grade elementary school, it may be better to maintain an elementary school in a small village than to transport the young pupils to a large school elsewhere. The small community will then form a part of the large community

for high school purposes. This is particularly true for the host of larger small villages with from 200 to 500 inhabitants.<sup>51</sup>

Necessarily small school districts - School district reorganization movements have eliminated many "unnecessary existent" small school districts, and it will continue to reorganize and combine many more into larger operating units. However, many high schools will remain small after all possible reorganization has been effected. These schools need and deserve help.

Elbie Gann, Assistant Commissioner for the Colorado State Department of Education, has coined a phrase which aptly describes the type of school under consideration. He refers to them as "necessarily existent" small high schools and insists that they should be improved because of their smallness, not in spite of it.

A precise definition of the "small high school" is difficult because of the gray area that exists due to geographical isolation and sparsity factors. There is, however, a general consensus among the experts that any high school, regardless of its organization, which enrolls less than 200 pupils is small. It would usually enroll fewer than 40 in the senior class.

This figure is used merely because it is safe to say that all high schools below this figure are certainly quite small and that most of them are in dire need of assistance. It must be noted that many schools enrolling somewhat more than 200 may be considered "too small"

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<sup>51</sup>Dwight Sanderson, "The Relationship of the School to the Sociological Status of the Rural Community", Journal of Educational Sociology, No. 14, (March, 1941), p. 405.

by some, but the concern here is with the small, relatively isolated high school, and this is the delimitation.<sup>52</sup>

Methods of Reorganizing Local School Administrative Units.

Educators have recognized the limitations of the small school district unit and have suggested various methods of overcoming these limitations. Consolidation, the county unit, and state and county surveys for the purpose of laying our school districts on the basis of size and economy have been advocated. The following paragraphs will examine these plans and with some evaluation of each.

Consolidation

The cities consolidated their independent, ungraded school districts as early as the period of 1835-1861. Finney says: "Chiefly because of consolidation which the cities achieved so long ago, the cities have been at least a generation ahead of the open country in educational progress."<sup>53</sup>

But consolidation, as the term is usually called today, refers to the abandonment of several one-room rural schools in adjacent districts, and the substitution in their stead of one large graded school. This involved transportation of pupils and provided for a high school.

The movement began with the Massachusetts law of 1889 and by 1890 it spread to other states. Ohio in 1892 was the first state west

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<sup>52</sup>Edmund A. Ford, "Rural Renaissance, Revitalizing Small High Schools," U. S. Department of Health, Education and Welfare, Office of Education Bulletin, 1961, No. 11, p. 2.

<sup>53</sup>Ross L. Finney, A Brief History of the American Public School, (New York: MacMillan Co., 1924), p. 138.



of the Alleghenies to pass a law permitting consolidation of schools. Between 1897 and 1905 twenty states authorized consolidation of schools and permitted money to be spent for transportation of pupils.<sup>54</sup>

This consolidation movement was rapid from 1917 when there were 5,349 consolidated schools until 1928 when there were 17,004 schools of this type. Since 1928, however, the number has increased but slowly - Cubberly states the limitations of the consolidation movement as follows:

After nearly fifty years trial and effort, we now see not only that voluntary consolidation is inadequate and too slow, but that new rural education demands require not only more rapid but also more extensive reorganization than voluntary efforts can secure.<sup>55</sup>

In 1937 Cyr stated:

Apparently during the last ninety years, consolidation has only scratched the surface compared to the great task it faces. This failure may be attributed to two main factors: (1) the lack of means of transportation and communications which make effective consolidation possible, and (2) the lack of methods and techniques to bring about satisfactory consolidation. The results of consolidation by enthusiasm rather than by the use of scientific techniques are even more evident. Consolidation found throughout the United States which...gave no thought to the natural sociological community...made no provision for larger administrative units, all testify to the weaknesses of the need for research which will guard against such pitfalls.<sup>56</sup>

Dissatisfied with the slow progress of consolidation in solving the small district problem, educators have looked for a more rapid solution.

<sup>54</sup>Elwood P. Cubberly, Public Education in the United States, (New York, Houghton-Mifflin Co., 1934), pp. 712-22.

<sup>55</sup>Ibid., p. 724.

<sup>56</sup>Frank W. Cyr, "Needed Research on the Reorganization of School Districts in Rural Areas," Teachers College Record, (January, 1937), pp. 292-93.

### The County Unit

Cubberly in 1914, advocated the county unit in his "Revised School Code for the Hypothetical State of Osceola."<sup>57</sup> The county school, except cities which maintained both elementary and high schools, elected a city board of education and were to be under the control of a county board of education.

A county superintendent was to be employed by the county board of education in the same manner that city boards employ superintendents. There was to be in each attendance unit an appointed director or trustee with a few simple duties. Cubberly advocated that the county unit should be superimposed on districts by general state law.<sup>58</sup>

In a bulletin of the United States Bureau of Education entitled "Public Education in Oklahoma,"<sup>59</sup> an account is given of a survey of the Oklahoma system of public education made under the direction of the United States Commissioner of Education in 1922. The survey report pointed to two outstanding weaknesses in the Oklahoma system - the relative small amount the state contributes to education, and the use of the district as a unit for school administration. The survey report, therefore, recommended that the major portion of the burden of school support be placed upon the state, and that the district be replaced by the county as the basic unit of school administration.

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<sup>57</sup>Elwood P. Cubberly, State and County Reorganization, (New York, Houghton-Mifflin Co., 1934), p. 167

<sup>58</sup>Elwood P. Cubberly, Public Education in the United States, (New York: Houghton Mifflin Co., ) p. 167.

<sup>59</sup>Department of the Interior, Bureau of Education, Bulletin No. 14, 1923, Public Education in Oklahoma

A second study which recommended the county unit system for Oklahoma schools was made by the Brookings Institute<sup>60</sup> of Washington, D. C. The recommendations of this study were incorporated in House Bill No. 10, introduced in the 1935 session of the Oklahoma legislature. Chief provisions of the bill were to establish the county as the administrative unit, excluding districts with high schools with a student population exceeding 250, and the election of a county board of education who would hire the chief executive officer of the district.

The fact that county unit systems of school administration has not met with favor in some states where it has been proposed may be due to certain inherent weaknesses of the system. As Cyr points out, the county unit does not equalize educational opportunity or tax burdens:

One county is larger in area than two states. Within the same state one county is many times the size of another whether size is measured by population, area or wealth.<sup>61</sup>

In the second place, the exemption of towns, cities, and favored communities, as has been done in most states where the county unit has been adopted, practically nullifies the advantages of the larger unit, and does violate the principle of rural-life cooperation. Campbell has stated this principle as follows:

The people of the county town and the people of the farms within the business and social service zones thus form a natural rural-life unit which is the basic unit

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<sup>60</sup>Brookings Institute, Organization and Administration in Oklahoma, (Oklahoma City: Harlow Publishing Co., 1935), p. 17-21.

<sup>61</sup>Cyr, op. cit., p. 309

of modern organized civilization upon farm lands  
of the United States.<sup>62</sup>

### Surveys

A third phase of the attempt to solve the problem of the small school is represented by those who have studied the relation of size to the cost of education and to the provision of adequate educational opportunity. It has been found that generally equivalent educational programs cost less per pupil as the size of the school district increases up to a certain size.

A considerable number of educators and groups have studied school district organization in relation to costs and have stressed, among other things, one central point; namely, that the reorganization of school districts could result either in reducing expenditures or in producing better educational returns for the same expenditures. These studies found that districts reorganized into effective administrative units could furnish the same service for less or could present a more effective educational program with the same number of dollars previously expended.

Among the individuals and groups who completed these studies are: Alves, Anderson, and Foulkes,<sup>63</sup> Johns and Morphet,<sup>64</sup> the California

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<sup>62</sup>Nancy Campbell, Rural Life at the Crossroads, (New York, Ginn and Co., 1927), pp. 373-379.

<sup>63</sup>Henry F. Alves, Archibald W. Anderson, and John Guy Foulkes, "Local School Unit Organization in Ten States," U. S. Office of Education, Bulletin No. 10, 1938, (Washington, D. C.: Government Printing Office, 1939), pp. 334.

<sup>64</sup>Roe L. Johns and Edgar L. Morphet, "Relation of School District Reorganization to Finance and Business Administration," Review of Educational Research, 20: (April, 1950), p. 115-23.

State Department of Education,<sup>65</sup> Henslik and Chisholm,<sup>66</sup> and the National Commission on School District Reorganization<sup>67</sup> reported that:

Size of the school and cost of education are closely related. In general, the smaller the school, the higher the cost per pupil, and the smaller the administrative unit, the smaller the school maintained. Thus the organization of administrative units is closely related to the per pupil cost of education.<sup>68</sup>

The problem of the reorganization of local school administrative units is much more complex than that of size alone. After the desired size of the administrative unit has been determined from the standpoint of economy and efficiency, there remains the problem of determining the extent to which the requirements as to size may be adjusted to the interests of democratic control.

Butterworth lists two general objectives of local school administrative units:

1. To provide the physical resources necessary for maintaining effective schools.
2. To so combine individual and groups that the development of educational activity is facilitated

<sup>65</sup>California State Department of Education, "A Study of Local Units in California," The Department of Education, The Commission, (Sacramento: 1937), 137 pages.

<sup>66</sup>F. E. Henslik and Leslie L. Chisholm, Nebraska Looks at Her School Districts, (Lincoln: University of Nebraska Press, 1938) 32 pages.

<sup>67</sup>National Commission on School District Reorganization, "Your School District," (Washington, D. C.: 1948), National Education Association, 286 pages.

<sup>68</sup>Ibid., p. 74.

because of a stimulating integration of the educational interests of those individuals and groups.<sup>69</sup>

It is the thesis of this dissertation that through shared services of an effective county intermediate unit, physical resources, and the interests of the individual groups can be reconciled at reasonable costs.

#### SUMMARY

In this chapter the historical development of the American school system was described, and current educational concepts were discussed. The legal responsibility of the several states, in matters of public education, was observed, and the plenary power of the states, in matters of public education, was confirmed. The evolution of the local school district has been described along with the types of districts created by the people. The intermediate district was explained, giving its purposes, historical development, and the status of the intermediate district in Oklahoma.

This chapter points up the fact that school district organization and reorganization are constantly evolving phenomena that have historically changed as the social patterns of the people shift. Need for further reorganization points up as we note the population shifts from rural to urban leaving large expanses of open country and shrinking villages with small school districts that are totally inadequate to cope with the complex problems of modern education.

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<sup>69</sup>Julian E. Butterworth, Defining the Local Rural School Unit in Terms of its Objectives, Educational Administration and Supervision, (March, 1925), Vol. XI, p. 145.

Methods used for reorganization of schools are: mandatory, semi-permissive, and permissive legislation. Mandatory legislation has been most successful in the creation of adequate school districts and permissive legislation has been the most ineffective.

## CHAPTER III

### Developing the New School District Design

Dawson,<sup>1</sup> Briscoe,<sup>2</sup> the United States Office of Education Staff of local school Unit Projects and the Staff in each of the participating states,<sup>3</sup> Mort and Cornell,<sup>4</sup> and the National Commission on School District Organization<sup>5</sup> all reached substantially the same conclusions as expressed by the National Commission on School District Reorganization after its study and analysis of the others. The Commission concluded that a satisfactory school district should have at least 1200 pupils between the ages of 6 and 18 and at least 40 teachers. The Commission also concluded that

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<sup>1</sup>Howard A. Dawson, "Satisfactory Local School Units," (Nashville: George Peabody College, 1934), p. 81

<sup>2</sup>Alonzo Otis Briscoe, "The Size of the Local Unit for Administration and Supervision of Public Schools," Contributions to Education, No. 649, (New York: Bureau of Publications, Teachers College, Columbia University, 1935).

<sup>3</sup>Alves, Henry F., Archibald W. Anderson, and John Guy Foulkes, "Local School Unit Organization in Ten States," Local School Unit Project, Bulletin 1938, No. 10, (Washington, D. C.: U. S. Office of Education, Department of the Interior, 1939).

<sup>4</sup>Paul R. Mort, and Francis G. Cornell, "American Schools in Transition," (New York: Bureau of Publications, Teachers College, Columbia University, 1941), Chapter 6.

<sup>5</sup>Howard A. Dawson, Floyd W. Reeves, et. al., "Your School District," (Washington, D. C.: Department of Rural Education, National Education Association, 1948), pp. 248-1250.



gains will be had in efficiency in districts with a student population of 10,000.

Authorities are in general agreement as to the size of appropriate attendance units, in terms of number of teachers and number of pupils. It should be large enough that pupils may receive the necessary personal attention for full growth and development. The following number of teaching personnel and pupil enrollment are recommended for Oklahoma.

These figures for the number of teachers and pupils necessary for adequate, acceptable, and minimum attendance units are based on the recommendation of the National Commission of School District Organization,<sup>6</sup> Alves and Morphet,<sup>7</sup> Cooper and Dawson,<sup>8</sup> Bohne,<sup>9</sup> and Cocking.<sup>10</sup> These authorities recommend also that there should be a full time non-teaching principal when the attendance unit has 12 teachers or more.

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<sup>6</sup>Ibid., pp. 10-11.

<sup>7</sup>Principles and Procedures in the Organization of Satisfactory Local School Units, Bulletin No. 11, 1938, U. S. Office of Education, (Washington, D. C.: 1939), pp. 25-26.

<sup>8</sup>"School District Organization," Encyclopedia of Educational Research, Revised Edition, (New York: 1952), p. 1085.

<sup>9</sup>Emit J. Bohne, "District Size," The Phi Delta Kappan, XXXII, (1951), p. 312.

<sup>10</sup>Walter D. Cocking, "School District Reorganization," The School Executive, LXIV, (October, 1954), p. 7.

## For Elementary Units (Grades 1-6)

	Number of Teachers	Number of Pupils
Adequate	18	450
Acceptable	12	300
Minimum	6	150

## For Elementary Units (Grades K-6)

	Number of Teachers	Number of Pupils
Adequate	21	525
Acceptable	14	350
Minimum	7	175

## For High School Units (Grades 7-9 or 10-12)

	Number of Teachers	Number of Pupils
Adequate	30	750
Acceptable	24	500
Minimum	12	250

If the local school were large enough in terms of number of teachers and number of pupils to offer a comprehensive program of education and services, there would be no need for the intermediate school district or unit. But, if the local school districts in Oklahoma are created on the basis of 1200 pupils or 300 square miles (whichever is attained first) as a minimum most districts will need the services of an intermediate unit. Districts are too small to furnish all needed services until they have a student population of 10,000. This would

exclude only the metropolitan districts from the need of services from the intermediate unit.

The intermediate unit as presently constituted in Oklahoma would be abolished. In its place, a county board of education consisting of from 5 to 9 members would be elected on a county wide basis and they would select a county superintendent of schools whose office would furnish educational leadership, specialized services and coordinate educational efforts to the local school district of the county. The county superintendent of schools would further be allowed to work out cooperative programs with other county superintendents of schools, whose facilities were inadequate. The county intermediate school district would be financed by a 5 mill state wide advalorem tax levy that would be pro-rated back to the county intermediate districts on an average daily attendance basis.

While large pupil populations are desirable, sparsity of population is a major factor in much of Oklahoma regarding development of school districts of appropriate size. In transportation for example, authorities are in general accord that no student should ride on the bus more than one hour each way.

For the purpose of this study the following minimum criteria are established regarding reorganized school districts:

1. Must have grades 1-12.
2. Must have an enrollment of 1200 students in average daily attendance or  
300 square miles of territory or  
a minimum of 12 teachers for grades 9-12, exclusive

of administration and in grades 1-8, a pupil teacher ratio not in excess of 1-26. This to be accomplished without state equalization aid.

3. Travel time for bus students shall not exceed one and a quarter hours, one way, except in extreme cases.
4. After reorganization, the existing "necessarily small" high school programs will be implemented.

Criteria 1 would eliminate all districts that do not offer a high school program. These small districts are weak administrative units that are too often maintained for the purpose of evading their fair share of the educational tax burden. Too, many of the educational programs are weak, insipid, and not conducive to educational excellence.

Criteria 2, requiring a minimum of 1200 students, is the minimum recommended size of administrative units that students of reorganization recommend. The 300 miles of district territory requirement is felt to be the maximum distance that a high school attendance unit can service within the one and a quarter hour time limitation students may ride the bus each way.

It is assumed that some Oklahoma school districts will have sufficient wealth to finance reasonable good school programs within the limitations of small student populations and district area. The twelve teacher minimum requirement, exclusive of administration, will make this possible.

Due to terrain, and/or sparsity, there will be some isolated areas where small schools will remain a necessity. It is felt that where these conditions exist the students of the area should be given

an opportunity for quality education. Where local funds will not give a high level educational opportunity to these youth, the county intermediate unit and state shall implement the school program to the degree necessary for quality education.

Minimum criteria for the county intermediate shall be:

1. An elected county board of education consisting of from 5 to 9 persons.
2. A county superintendent of schools selected by the county board of education.
3. A five mill state wide levy against all net assessed valuation prorated back to the county intermediate units on an average daily attendance basis to finance their offices.

Students of administration believe that the board of education for the county intermediate unit should be elected at large from the designated divisions of the county. The size of the board should vary from a minimum of five members to a maximum of nine to be a workable body. Consideration should be given to an equitable distribution of board members in relation to both area and population.

The county board of education should select the most competent administrator available and delegate to him the responsibility of discharging board policy. The office of the county superintendent of schools should be financed by a state wide 5 mill levy against the net assessed valuation of the state. The purpose of pro-rating the state mill levy on an average daily attendance basis is to more nearly distribute these funds on an equitable basis.

### The Sample Counties for Reorganization

Pottawatomie, Grant, and Cimarron counties were selected for this study because each was affected by a different criterion variable.

Pottawatomie County meets the minimum student population requirement for most of its reorganized districts. Grant County, by virtue of its wealth, can be reorganized without the minimum student population, or the 300 (three hundred) square miles of territory, by meeting the criterion of a minimum of twelve teachers in grades 9-12, exclusive of administration. Cimarron County, by virtue of its population sparsity, will have some "necessarily small" existing high schools, and methods will be demonstrated to strengthen these small schools.

### Pottawatomie County

Pottawatomie County lies just east of the center of the state and has an area of approximately 797 square miles. The approximate length of Pottawatomie County is 37 miles and the width 21 miles, excepting the northeast corner which extends east overlapping Seminole County for eight miles. The North Fork of the Canadian River crosses the northern part of the county, Little River the central portion and Canadian River forms the southern boundary.<sup>11</sup>

Pottawatomie County is an important agricultural area with soils over the greater part of the county being deep and fertile. The valleys of the north fork of the Canadian River, Little River, and Canadian River contain highly productive farming land. All of the important crops

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<sup>11</sup>Oklahoma Geological Survey, Geography of Oklahoma, Bulletin No. 27, (Norman, Oklahoma, 1917), pp. 311-312.

of the state are grown in considerable amount, and beef and dairy herds are common. Shawnee, the principal town, boasts some light industry and Oklahoma Baptist University, which has an enrollment of about 1500 students.

Pottawatomie County ranked 26th in per capita income for 1958 with a net per capita income of \$1356.00. The state average for 1958 was \$1595.00.<sup>12</sup> Pottawatomie County net assessment per pupil in average daily attendance for 1959-60 was \$3,092.14 and the county ranked 57th in the state. Assessments per average daily attendance in Oklahoma counties ranged from a high of \$16,824.00 in Beaver County to a low of \$1,466.00 in Adair County.<sup>13</sup>

Pottawatomie County school system consists of twenty-two school districts varying in size from Shawnee with 4205 students to 16 at Willow View. It can be seen from Table 4 that Tecumseh and Shawnee, the two larger schools of the county, have significantly lower cost per pupil than the smaller schools. Tribbey, with a school population of 96 in grades 1-12 operates for \$498.78 per pupil in average daily attendance as compared with a per capita student cost of \$276.60 at Tecumseh and \$284.52 at Shawnee. The per capita costs at Tribbey is \$186.20 above county average while Tecumseh is \$45.98 below the county average of \$312.58

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<sup>12</sup>Statistical Abstract of Oklahoma, Bureau of Business Research, College of Business Administration, University of Oklahoma, (Norman, Oklahoma, 1959), mimeographed material.

<sup>13</sup>State Superintendent of Public Instruction, Twenty-Eighth Biennial Report, (Oklahoma City: 1959-60), p. 329.

TABLE 4  
 STATISTICAL AND FINANCIAL INFORMATION  
 (BY SCHOOL DISTRICT)  
 1961-1962

Dist. No.	School	Town Population	Legal Average Daily Attendance	Total Gen. Fund Expenditure	Expenditure per Capita Basis A.D.A.
I-1	McLoud	837	487	\$170,244.88	\$349.58
I-2	Dale	300	288	103,217.97	358.40
I-3	Bethel	225	349	114,670.26	328.57
I-4	Macomb	76	220	88,188.82	400.86
I-5	Harjo	112	100	38,523.30	385.23
D-6	Tribbey	100	96	47,883.08	498.78
7	Centerview		54	21,408.60	396.46
9	Johnson		44	13,068.11	297.00
10	North Rock Creek		63	23,763.94	377.21
24	Acme		212	61,846.96	291.73
27	Grove		89	29,969.19	336.73
29	Pleasant Grove		65	15,494.91	238.38
32	South Rock Creek		114	38,706.06	339.50
I-34	Earlsboro	257	195	70,930.09	363.74
I-41	New Hope		40	12,132.45	303.31
47	Willow View		16	6,764.19	422.76
I-66	St. Louis	76	147	51,095.26	347.59
I-92	Tecumseh (Inc. Girls Town)	2630	868	240,092.11	276.60
I-93	Shawnee (Inc. mentally retarded)	24326	4,205	196,398.82	284.52
I-112	Asher	343	241	87,704.07	363.92
I-115	Wanette	381	177	68,670.20	387.97
I-117	Maud	1137	305	117,099.61	383.93
22 Districts County Total			8,375	\$2,617,869.88	\$312.58

Source: Statistical Abstracts of the Finance Division, State Department of Education, 1963.



Subjects offered by the various high schools of Pottawatomie County vary from 22.5 carnegie units at Tribbey to 83 at Shawnee. The 3.5 teachers assigned to the Tribbey High School are teaching in seven areas, must make a separate preparation for every class they teach, and take their individual share of the myriad of extra curricular duties that are a part of the school curriculum. By contrast a high percentage of the Shawnee High School faculty are teaching but one course and need only to vary their preparation to the ability of each section. Table 5 discloses the inequality of educational opportunities between the adequate and the extremely small high school.

Table 6 indicates the district levies and the operational costs for 1961-62. Pottawatomie County schools, regardless of size, are making maximum effort, within the taxing limitations prescribed by Oklahoma law, to finance education of their youth. However, effort and efficiency are far from synonymous. Expenditures for operation in 1961-62 were less than \$50.00 per student in average daily attendance at Shawnee and \$100.00 per student in average daily attendance at Tribbey. This ratio has existed for several years and still Shawnee schools are far better equipped than the Tribbey school. The difference is better utilization of supplies and equipment that can be had with a larger operation.

Table 7 shows the high school enrollment, number of high school teachers per school, average daily attendance, and finally the pupil teacher ratio of each high school. The range in utilization of high school staff is from a low of 13.2 at Tribbey to 20.9 at Tecumseh and 20.4 at Shawnee. Although there is little evidence to substantiate the optimum size pupil teacher ratio, most educators feel that a ratio of

TABLE 5

COURSE OFFERINGS AND TOTAL UNITS OF INSTRUCTION  
POTTAWATOMIE COUNTY HIGH SCHOOLS 1961-62

School	Total Unit	Language Arts	Math	Social Science	Science	Foreign Language	Commerce	Voc. Educ.	Ind. Arts.	Fine Arts	Health and Safety Educ.
Asher I-112	35	4	3	4	5	2	4	8	3		2
Bethel I-3	30	5	4	4	3	1	5	6		1	1
Dale I-2	26	4	3	2	3		6	6			2
Earlsboro I-34	31	5	3.5	3	3.5	2	5	8			1
Harjo I-5	23	5	1	5	2	1	4	2	2		1
Macomb I-4	25	4	3	2	3		4	8			1
Maud I-117	26	4	3	1	4		5	6	2		1
McLoud I-1	29	4	3	3	3	2	4	6		2	2
St. Louis I-66	25	4	3	4	2		3	4	4		1
Shawnee I-93	83	10.5	5	6	3	8	7.3	1.5	21	6	1
Tecumseh I-92	28.5	4	4	2	3	2	4	6		3	.5
Wanette I-115	29	4	4	4	3		6	8			
Tribbey	22.5	4	4	5	3	2	4				.5

Source: Annual Elementary and Secondary Bulletin, 113-J, (July 1962), Oklahoma City: Oklahoma, The Department, 1962.

TABLE 6

STATISTICAL AND FINANCIAL INFORMATION  
 (BY SCHOOL DISTRICT)  
 1961-62 and 1962-63  
 Pottawatomie County

Dist. No.	School	*Expenditure for Operation	District Levies, 1962-63					Total Levy
			Gen. Fund		Mill	Bldg Fund	Sink Fund	
			Reg.	Emer.				
I-1	McLoud	\$40,856.82	20	5	4	5	9	43.
I-2	Dale	24,870.64	20	5	4	5	-	34.
I-3	Bethel	40,856.82	20	4.50	4	5	2	35.50
I-4	Macomb	15,554.31	20	5	4	-	-	29.
I-5	Harjo	7,836.71	20	5	4	5	7.95	41.95
D-6	Tribbey	9,543.24	20	2	4	5	1.65	32.65
7	Centerview	3,109.34	20	5	4	4	4.30	37.30
9	Johnson	3,208.11	20	5	4	-	-	29.
10	N. Rock Creek	6,325.47	20	-	4	-	-	24.
24	Acme	12,956.18	20	4	4	4.50	8.60	41.10
27	Grove	9,036.13	20	5	4	4.75	16.50	50.25
29	Pleasant Grove	3,805.11	20	4.50	4	4.50	5.40	38.40
32	S. Rock Creek	7,273.49	20	4.50	4	5	13	46.50
I-34	Earlsboro	15,084.54	20	-	4	5	10.30	39.30
41	New Hope	3,016.06	20	5	4	5	-	34.
47	Willow View	1,710.01	20	5	4	5	-	34.
I-66	St. Louis	8,980.64	20	5	4	5	8.30	42.30
I-92	Tecumseh	45,888.30	20	5	4	5	12.25	46.25
I-93	Shawnee	205,401.30	20	5	4	5	12	46.
I-112	Asher	14,653.91	20	5	4	5	10.20	44.20
I-115	Wanette	10,420.87	20	5	4	5	-	34.
I-117	Maud	22,812.38	20	5	4	5	6	40

\*This item includes all Expenditures from the General Fund except those expenditures for Teachers' Salaries and Transportation.

TABLE 7

1961-62 PUPIL ENROLLMENT BY GRADE OF POTTAWATOMIE COUNTY HIGH SCHOOLS

School	-9-			-10-			-11-			-12-			Composite			No. Teachers	A.D.A.	Pupil-Teacher Ratio
	B	G	T	B	G	T	B	G	T	B	G	T	B	G	T			
Asher	15	6	21	8	7	15	12	8	20	11	11	22	46	32	78	5.0	66	13.2
Bethel	19	14	33	14	15	29	11	15	26	13	12	25	57	56	113	5.2	945	18.3
Dale	19	17	36	15	16	31	11	7	18	6	6	12	51	46	97	4.7	89.2	19.0
Earlsboro	14	10	24	16	9	25	3	12	15	10	7	17	43	38	81	5.0	71.5	14.2
Harjo	4	4	8	9	4	13	6	4	10	10	4	14	29	16	45	3.0	43	14.3
Macomb	13	12	25	13	8	21	5	11	16	11	9	20	42	40	82	5.0	71	14.2
Maud				16	19	35	14	15	29	20	7	27	50	41	91	5.5	83	15.1
McCloud				26	17	43	18	20	38	23	17	40	67	54	121	6.8	99	14.5
St. Louis	10	6	16	12	5	17	7	5	12	2	3	5	31	19	50	4.0	49	12.2
Shawnee				193	158	351	161	151	312	172	136	308	526	445	971	43.8	894	20.4
Tecumseh				30	36	66	26	32	58	19	32	51	75	100	175	8.0	167	20.9
Tribbey	8	6	14	7	6	13	9	5	14	6	4	10	30	21	51	3.0	4.1	13.7
Wanette	10	7	17	10	9	19	9	8	17	6	6	12	35	30	65	3.5	66	19.1

Source: Application for High School Accrediting (form 61-F-7B) 1962 of each of the above schools as filed with the Finance Division of the State Department of Education.

1:25 is desirable. However, classes will vary in number of students depending upon the purpose of the class. Tecumseh and Shawnee with a ratio of 1:20+ have a favorable pupil-teacher ratio that is economically defensible. The 13-2 ratio at Tribbey is a waste of scarce teacher talent and a monetary waste of already inadequate educational funds. The inefficient utilization of personnel, equipment, plants, and limited dollars, coupled with a meager educational offering, makes the argument for small high schools untenable.

Table 8 shows that the net assessed valuation of Pottawatomie County for taxing purposes in 1962-63 is \$27,768,043.00. This valuation varies from \$31,380.00 at Willow View School District to \$12,236,167.00 in the Shawnee School District. The net real property of \$13,162,852.00 accounts for 47 per cent of Pottawatomie County valuation. Personal property valuation of \$4,012,166.00 accounts for 14.4 per cent and Public Service Property of \$10,593,514.00 makes up the remaining 38.6 per cent of Pottawatomie County net valuation. These figures include those portions of Pottawatomie County that are presently assigned to the valuation of neighboring county schools.

Table 9 indicates the bonding ability, funds obligated by previous bond issues, and the current net bonding capability of Pottawatomie County school districts. Bonding ability for Oklahoma school districts amounts to 10 per cent of the districts net assessed valuation less any previous bonded indebtedness.<sup>14</sup>

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<sup>14</sup>State Superintendent of Public Instruction, School Laws of Oklahoma, (Oklahoma City, 1961), Article XV, Section 194.

TABLE 8

NET ASSESSED VALUATION OF POTTAWATOMIE COUNTY SCHOOL DISTRICTS  
1962-63

School	Net Real	Personal	Public Service	Net Total County
McLoud I-1	\$356,394	\$75,455	\$407,615	\$839,464
Dale I-2	371,158	240,907	404,932	1,016,997
Bethel I-3	358,712	66,730	636,365	1,061,807
Macomb I-4	299,067	291,860	663,748	1,254,675
Harjo I-5	162,598	84,528	126,031	373,157
Tribbey D-6	248,772	41,565	802,854	1,093,191
Centerview 7	243,020	57,185	32,329	332,534
Johnson 9	73,245	19,940	7,026	100,211
N. Rock Creek 10	205,259	97,829	556,061	859,129
Acme 24	247,586	45,745	329,092	622,423
Grove 27	243,962	64,915	105,918	414,795
Pleasant Grove 29	90,208	15,570	85,052	190,830
S. Rock Creek 32	327,313	52,748	234,821	614,882
Earlsboro I-34	219,308	63,655	337,762	620,725
Newhope 41	49,480	13,115	144,601	207,196
Willow View 47	24,940	6,440	0	31,380
St. Louis I-66	151,430	323,615	255,124	730,169
Tecumseh I-92	530,248	141,015	643,426	1,314,689
Shawnee I-93	7,673,031	1,578,586	2,979,550	12,236,167
Asher I-112	232,118	265,485	235,794	733,387
Wanette I-115	382,383	112,665	609,931	1,104,979
Maud I-117	317,336	189,165	678,774	1,185,275

Pottawatomie County Valuation Currently a part of  
School Districts in neighboring counties

Jt. 4	\$103,110	\$95,283	\$165,223	\$363,616	Seminole
12	54,055	14,090	14,445	82,590	Seminole
16	7,125	125	2,397	9,647	Oklahoma
70	1,105	925	0	2,030	Cleveland
95	23,860	6,675	70,009	100,544	Lincoln
103	166,039	41,350	64,654	277,043	Lincoln
Total	13,162,852	4,012,166	10,593,514	27,768,043	(62-63)

Source: 1962-63 School Budgets of Pottawatomie County Schools.

TABLE 9

BONDING ABILITY FOR SCHOOL PURPOSES  
IN POTTAWATOMIE COUNTY 1961-62

School	Bonding Ability (in county)	Obligated (in county)	Net Bond Ability	
McCloud I-1	\$83,946	\$50,880	\$33,066	
Dale I-2	101,699	0	101,699	
Bethel I-3	106,180	4,000	102,180	
Macomb I-4	125,467	0	125,467	
Harjo I-5	37,315	0	37,315	
Tribbey D-6	109,319	4,500	104,819	
Centerview 7	33,253	2,000	31,253	
Johnson 9	10,021	0	10,021	
N. Rock Creek 10	85,912	0	85,912	
Acme 24	62,242	21,000	41,242	
Grove 27	41,479	40,000	1,479	
Pleasant Grove 29	19,083	0	19,083	
S. Rock Creek 32	61,488	55,000	6,488	
Earlsboro I-34	62,072	40,000	12,072	
Newhope 41	20,719	0	20,719	
Willow View 47	3,138	0	3,138	
Tecumseh I-92	131,468	119,000	12,468	
Shawnee I-93	1,223,116	695,000	528,000	
Asher I-112	73,338	51,240	22,098	
Wanette I-115	110,497	0	110,497	
Maud I-117	118,527	0	118,527	
Total	\$2,693,289	\$1,093,620	\$1,599,669	
Jt. 4	\$36,316	\$ 6,000	\$30,316	Seminole
12	8,259	400	7,859	Seminole
16	964	0	964	Oklahoma
70	203	152	51	Cleveland
95	10,054	5,304	5,240	Lincoln
103	27,704	14,250	13,554	Lincoln

Source: 1962-63 School Budgets of Pottawatomie County Schools.

Net bonding ability of Pottawatomie County School building purposes is \$1,599,669.00. The percentage of bonded indebtedness in the various districts of Pottawatomie County varies from 0 per cent bonded indebtedness in ten school districts to 91 per cent bonded indebtedness in Tecumseh.

Excluding Shawnee, Macomb with \$125,467.00 has the greatest number of non-obligated funds available for building purposes of any school district in Pottawatomie County. Present building costs range from a minimum per square foot of \$10.00 per square foot were used in the case of Macomb district, their \$125,467.00 would purchase approximately 12,500 square feet of building. By any acceptable standards this plant would be totally inadequate for a grade 1-12 educational program. Thus the students in such schools will continue to be housed in obsolete buildings that make the educational setting something less than desirable.

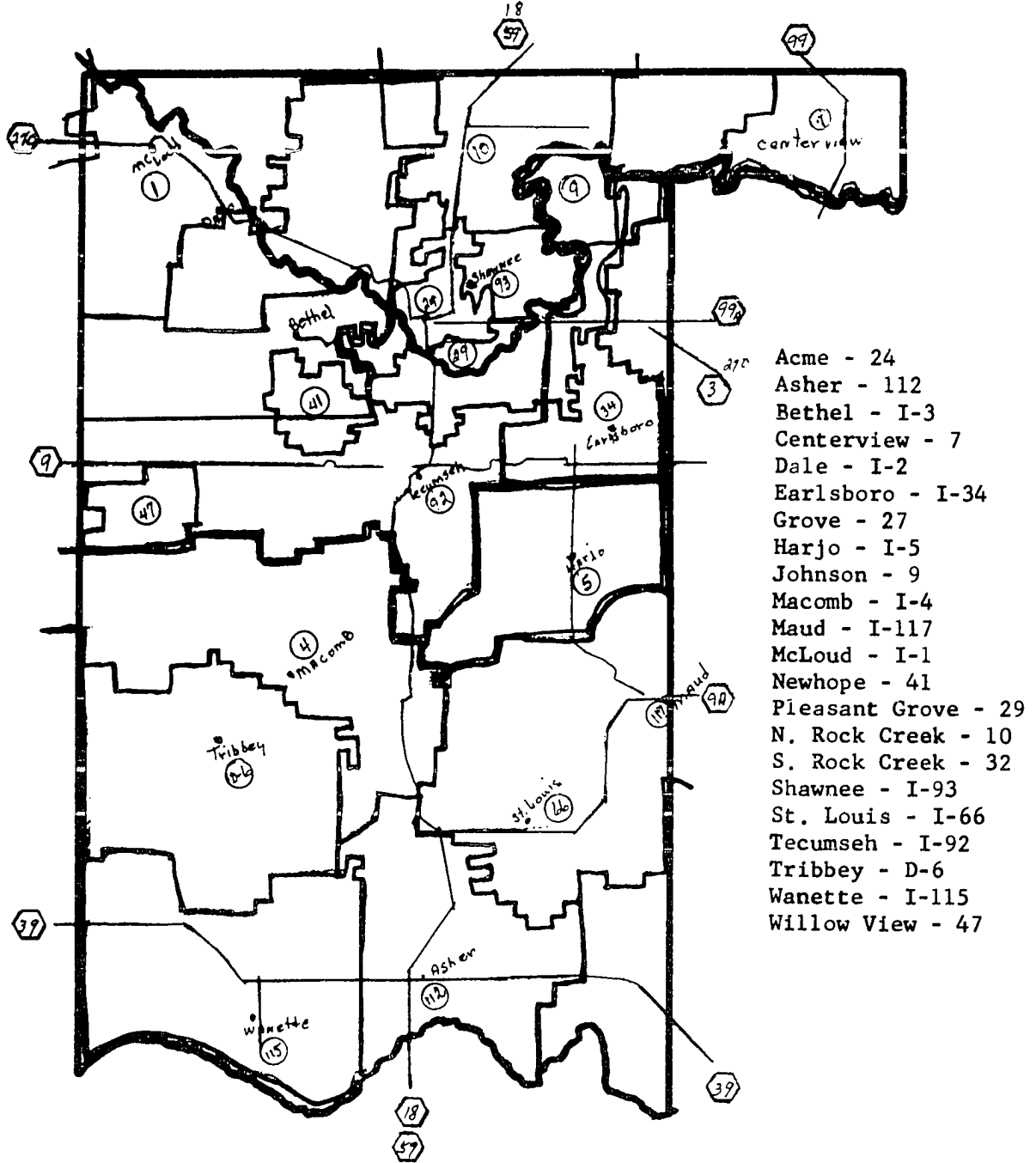
Figure 1 shows the Pottawatomie County School Districts and the number of square miles they encompass. The twenty-two school districts range in geographical size from 70 1/8 miles at Wanette for the largest to 2 1/8 square miles for Pleasant Grove. This means that Wanette, the largest school district in Pottawatomie County in geographical area, contains less than two townships.

It is obvious that the Pottawatomie County schools do not meet the criteria which would require 300 square miles in the reorganized school district. Only Shawnee and Tecumseh meet the criteria in regards to 12 teachers for grades 9-12, exclusive of administration, and a pupil-teacher ratio of 1:26 for grades 1-8. Shawnee alone, of the twenty-two school districts of Pottawatomie County, meets the criteria of a pupil enrollment of 1200.



FIGURE 1

POTTAWATOMIE COUNTY SCHOOL DISTRICTS



Source: Transportation maps from the State Department 1961-62

TABLE 10  
SCHOOL DISTRICT AREA IN SQUARE MILES FOR POTTAWATOMIE COUNTY

District	No.	Area in Square Miles		
Centerview	7	25	1/8	square miles
Johnson	9	12	1/4	" "
North Rock Creek	10	24	7/8	" "
Acme	24	8		" "
Grove	27	12	1/4	" "
Pleasant Grove	29	2	1/8	" "
South Rock Creek	32	17	5/16	" "
Newhope	41	8	7/8	" "
Willowview	47	8	3/4	" "
McLoud	I-1	33	9/16	" "
Dale	I-2	41	15/16	" "
Bethel	I-3	49	5/8	" "
Macomb	I-4	78	11/16	" "
Harjo	I-5	41	1/8	" "
Tribbey	D-6	69	13/16	" "
Earlsboro	I-34	21		" "
St. Louis	I-66	29	13/16	" "
Tecumseh	I-92	52	5/8	" "
Shawnee	I-93	16	9/16	" "
Asher	I-112	53	5/8	" "
Wanette	I-115	70	1/8	" "
Maud	I-117	43	1/2	" "

Districts outside Pottawatomie County having area in the county:

Konawa	I-4	Seminole County	28	7/16	" "
Prairie Valley	I-12	" "	7	3/16	" "
Prague	I-103	Lincoln County	20		" "
Meeker	I-95	" "	7	7/16	" "
Little Axe	70	Cleveland County	5	1/16	" "

Note: Table 10 indicates area in square miles in existing districts, and Pottawatomie County area currently in adjacent county school districts.

Source: Official Transportation Maps, State Department of Education, Transportation Division, (Oklahoma City, Oklahoma).

The purpose of this study was to: (1) determine if all school districts in Oklahoma are adequate, (2) if not, can they be made adequate within the limitations of the present district organization?, and (3) if they cannot be made adequate under the present district limitations to devise a satisfactory procedure whereby all school districts can be made adequate. All Pottawatomie County school districts are not adequate, and they cannot be made adequate under present district limitations. Chapter IV will indicate the procedure whereby all school districts of Pottawatomie County can be made more nearly adequate.

#### Grant County

Grant County lies along the Kansas line, just west of the middle of the state, and has an area of 999 square miles.<sup>15</sup> The approximate length of Grant County is 28 miles and the width 36 miles. The drainage is into the Salt Fork of Arkansas River, which crosses the southern part of the county from west to east. The principle tributaries are Crooked, Cottonwood, Sand and Cold Water creeks. The surface is level to slightly rolling and average rainfall is 25 inches.

Agriculture is the leading industry and Grant County contains much high quality farm ground. The soil is a fertile sandy loam that produces high yield, high quality wheat, and small grains. Alfalfa, sorghums, and green manure crops are grown extensively. Cattle, hogs, and sheep are grazed in large numbers to make Grant County rank in the top five of Oklahoma's counties in agricultural wealth. Grant County has oil and gas, but no mining, minerals, or manufacturing.

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<sup>15</sup>Leo Winters, Directory and Manual of the State of Oklahoma, 1961, p. 259.

Grant County like 64 of Oklahoma's counties is losing population. The 1960 census figures show a population of 8,140 as compared to 10,460 in 1950 and 18,760 in 1910. Population density is now 8 persons per square mile.

Principal towns in Grant County are: Medford, the county seat (1223), Wakita (452), Pond Creek (935), Lamona (543), Nash (230), Jefferson (119), Deer Creek (215), and Manchester (162).<sup>16</sup> The state and national highway systems lace the county with a network of good highways, and these are supplemented by an above average system of county roads. The only obstruction to travel in Grant County is in the southern part of the county where the Salt Fork of the Arkansas runs from west to east. Even the river is a minor obstruction as six bridges lace the river within the county boundaries.

Grant County per capita income for 1958 was \$1662.00 and ranked 11th in the state. The state average per capita income for 1958 was \$1595.00. Grant County net assessment per pupil in average daily attendance for 1959-60 was \$13,654.43 and the county ranked 2nd in the state.<sup>17</sup> Grant County has \$9.44 per pupil in average daily attendance for each \$1.00 per pupil in average daily attendance in Adair County.

The Grant County school system consists of ten school districts varying in size from 56 at Manchester and Renfrow to 317 in Medford.

In Table 11 it should be noted that the per capita cost in all Grant County schools are exceedingly high in relation to most Oklahoma

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<sup>16</sup>Census figures, 1960.

<sup>17</sup>Statistical Abstract of Oklahoma, Bureau of Business Research, College of Business Administration, (University of Oklahoma, 1959) (mimeographed material).

TABLE 11

STATISTICAL AND FINANCIAL INFORMATION  
 (BY SCHOOL DISTRICT)  
 1961-1962  
 Grant County

Dist. No.	School	Legal Average Daily Attendance	State Aid Paid To District	Expenditure from other Gen. Fund Source	Total Gen. Fund Expenditure	Expenditure Per Capita Basis A.D.A.
1	Gore	56	\$ 252.00	\$34,765.72	\$35,017.72	\$625.32
I- 3	Jefferson	78	3,634.00	47,414.62	51,048.62	654.47
11	Manchester	56	279.00	34,502.40	34,781.40	621.10
21	Renfrow	66	-----	52,600.27	52,600.27	796.97
I-33	Wakita	257	2,768.00	116,843.37	139,611.37	543.23
I-50	Deer Creek	127	2,139.00	80,814.18	82,953.18	653.17
I-54	Medford	317	6,140.00	154,837.77	160,977.77	507.82
I-90	Pond Creek	240	4,182.00	122,005.18	126,187.18	525.78
I-95	Lamont	249	4,199.00	125,227.84	129,426.84	519.79
I-107	Nash	114	6,742.00	60,724.40	67,466.40	591.81
10 Districts. Co. Total		1,560	\$50,335.00	\$829,735.75	\$880,070.75	\$564.15
Co. Supt's Salary			<u>1,726.69</u>			
			\$52,061.69			

Source: State Department of Education, Finance Division, (Oklahoma City, 1962).

schools. The \$507.82 per capita cost at Medford, while being the lowest of all Grant County districts, is \$192.26 above the Oklahoma average of \$315.55. It should be noted, however, that even among wealthy school districts, the per capita cost is less among those districts with the greater number of students in average daily attendance. Medford (317), Wakita (257), Lamont (249), and Pond Creek (240) are all operating for considerably less per capita cost than the smaller Grant County schools.

Table 12 shows the course offering and number of teachers of the seven Grant County high schools. The quantity of carnegie units vary from a high of 35 units in Medford, Wakita and Pond Creek to a low of 22 and 22 1/2 carnegie units at Jefferson and Deer Creek. The high school programs are reasonably acceptable in all high school districts of Grant County excepting Jefferson and Deer Creek.

The quality of the educational program is due to the number of high school teachers working in the high schools of Grant County. In the seven high schools of the county fifty-five teachers are employed to teach 498 students in average daily attendance. This is a ratio of 1:9 which is wonderful if it can be afforded and the needs of the student are being met. Herein lies the weakness. The wealth is available but there are still weaknesses in the educational program particularly in the fields of foreign language and vocational education beyond home economics and agriculture. Only three schools offer foreign language, three offer shop, and none of the schools have a Trade and Industry program.

Table 13 shows the district levies and expenditures for operation of the Grant County schools. Manchester is the only district

TABLE 12

UNITS OF INSTRUCTION OFFERED BY GRANT COUNTY SCHOOLS  
1961-62

	Total Units	Lang. Arts	Math.	Soc. Science	Science	For. Languages	Commerce	Voc. Educ.	Ind. Arts	Fine Arts	Health and Safety Educ.	Number of Elem. Teachers	Number of H. S. Teachers
Jefferson I-3	22	4	2	2	1	0	5	2	3	2	1	3½	4½
Wakita I-33	35	5	4	4	4	1	6	8	0	3	0	8	9
Deer Creek I-50	22½	4	4	3	2	0	4	2	2	1½	0	5	5½
Medford I-54	35	5	4	5	4	0	6	8	0	2	1	8	10
Pond Creek I-90	35	6	4	1½	4	0	5	8	3	2	1½	8	9
Lamont I-95	32	4	3	4½	4	2	3	8	0	2	1½	8	9
Nash I-107	28	5	3	3	3	1	4	7	0	2	0	4	6

Source: Annual Bulletin for Elementary and Secondary Schools, Bulletin No. 113-J, State Department of Education, July, 1962.

TABLE 13  
 STATISTICAL AND FINANCIAL INFORMATION  
 (BY SCHOOL DISTRICT)  
 1961-62 and 1962-63  
 Grant County

Dist. No.	School	*Expenditure for Operation	District Levies, 1962-63					Total Levy
			Gen. Fund Reg.	Emer.	Mill	Bldg Fund	Sink Fund	
1	Gore	\$ 9,375.72	20	5	4	3	-	32.
I-3	Jefferson	7,987.97	20	5	4	-	-	29.
11	Manchester	11,062.07	20	5	4	5	2.15	36.15
21	Renfrow	29,530.27	15.80	-	4	-	-	19.80
I-33	Wakita	41,611.71	20	5	4	2	8.20	39.20
I-50	Deer Creek	25,182.10	20	-	4	2	2	28.00
I-54	Medford	70,797.17	20	3	4	-	13	40.
I-90	Pond Creek	44,810.96	20	5	4	-	6.48	35.48
I-95	Lamont	42,995.07	20	2	4	-	12.82	38.82
I-107	Nash	15,307.13	20	5	4	2	4.75	35.75

\*This item includes all Expenditures from the General Fund except those expenditures for Teachers' Salaries and Transportation

Source: State Department of Education, Finance Division, (Oklahoma City, 1962).



making maximum effort to finance their general fund budget. All other districts have from three to eight mills available if they find a need. This is a luxury few Oklahoma schools can afford.

Expenditures for operation, exclusive of transportation points up some interesting figures. The ten school districts of Grant County are spending \$298,660.17 exclusive of transportation and teaching personnel to educate 1560 students in average daily attendance. This amounts to \$191.41 per student in average daily attendance for utilities, plant operation, general maintenance and teaching materials compared to \$48.92 for the same areas in Atoka County. Grant County spends four times as much for maintenance and enrichment as does Atoka County but Grant County makes the least effort to finance their schools.

Table 14 shows the real estate, personal property and public service valuations of all school districts in Grant County and those neighboring county school districts, that presently have district area in Grant County. The \$25,066,678 valuation of the county is eligible for a maximum general fund levy for school purposes of 20 mills automatic, 5 mills emergency levy, 5 mills building fund levy, and the 4 mill county levy for a total maximum of 34 mills. Were these 34 mills levied and collected for Grant County it would amount to \$852,267.05 from advalorem taxes alone. Grant County school districts are currently voting milage that raised \$768,426.00 in 1962 or \$83,841.05 less than the maximum. Few Oklahoma counties can afford the luxury of only 90 per cent of their maximum levies.

Table 15 shows the bonding ability of Grant County school districts, including that area of Grant County currently assigned to

TABLE 14

1962 VALUATIONS BY SCHOOL DISTRICTS  
OF GRANT COUNTY

Name	Real	Personal	Public Service	Net Total
Gore D-1	\$830,555.00	\$245,600.00	\$176,178.00	\$1,252,233.00
Jefferson I-3	1,041,169.00	265,795.00	277,411.00	1,584,375.00
Manchester D-11	705,531.00	265,270.00	167,783.00	1,018,584.00
Renfrow D-21	2,401,360.00	615,950.00	533,688.00	3,550,998.00
Wakita I-33	1,778,946.00	562,660.00	582,582.00	2,924,188.00
Deer Creek I-50	1,405,215.00	423,215.00	653,418.00	2,181,848.00
Medford I-54	2,085,575.00	877,375.00	930,581.00	3,893,531.00
Pond Creek I-90	2,171,646.00	562,935.00	424,613.00	3,159,194.00
Lamont I-95	2,157,300.00	527,860.00	531,230.00	3,010,390.00
Nash I-107	1,368,120.00	477,260.00	220,504.00	2,035,884.00

Grant County valuation currently a part of school districts in Garfield County:

D-11	39,280.00	31,744.00	9,542.00	80,476.00
I-4½	226,482.00	93,740.00	43,755.00	364,977.00

\$25,066,678.00

Source: State Department of Education, Finance Division, (Oklahoma City, Oklahoma, 1962).

TABLE 15  
NET BONDING ABILITY AND OBLIGATIONS OF SCHOOL DISTRICTS  
OF GRANT COUNTY

Name	Bonding Ability	Obligated	Net
Gore D-1	\$125,223.00	0	\$125,223.00
Jefferson I-3	158,437.00	0	158,437.00
Manchester D-11	101,858.00	0	101,858.00
Renfrow D-21	355,100.00	0	355,100.00
Wakita I-33	292,419.00	268,000.00	24,419.00
Deer Creek I-50	218,185.00	0	218,185.00
Medford I-54	389,353.00	228,000.00	161,000.00
Pond Creek I-90	315,919.00	175,000.00	140,919.00
Lamont I-95	301,039.00	300,000.00	1,039.00
Nash I-107	203,588.00	52,500.00	151,088.00
 Grant County valuation currently a part of school districts in Garfield County:			
D-11	8,047.00	0	8,047.00
I-4½	36,498.00	0	36,498.00
			\$1,482,423.00

Source: 1961-62 Budgets of individual schools involved.

Garfield County schools. The four larger schools, Wakita, Medford, Pond Creek and Lamont have assumed considerable indebtedness. The smaller schools, excepting Nash, are completely debt free, and thus there is a net bonding capacity of \$1,482,423.00 available for building purposes within the legal limits of 10 per cent of net assessed valuation. This amount would be adequate for whatever building program would be necessitated by school district reorganization.

Figure II shows the Grant County school districts and the number of square miles in each. They vary in size from 58 square miles in the Manchester district to 163 1/2 square miles in the Renfrow district.

From this data the following facts about the school districts of Grant County was determined:

1. None meet the criteria for pupil population.
2. None meet the criteria of district size (300 square miles).
3. None meet the criteria of 12 high school teachers, exclusive of administration.

### Cimarron County

Cimarron County is the westernmost of the three panhandle counties, and has an area of 7832 square miles. The county lies entirely in the High Plains region and the greater part of it is a high plain with a gentle slope to the east. In the extreme northwestern corner there is a small area of igneous rock known as the Black Mesa. Here the streams have cut deep canyons in the surface of the plains.

TABLE 16

## SQUARE MILES IN AREA OF GRANT COUNTY SCHOOL DISTRICTS

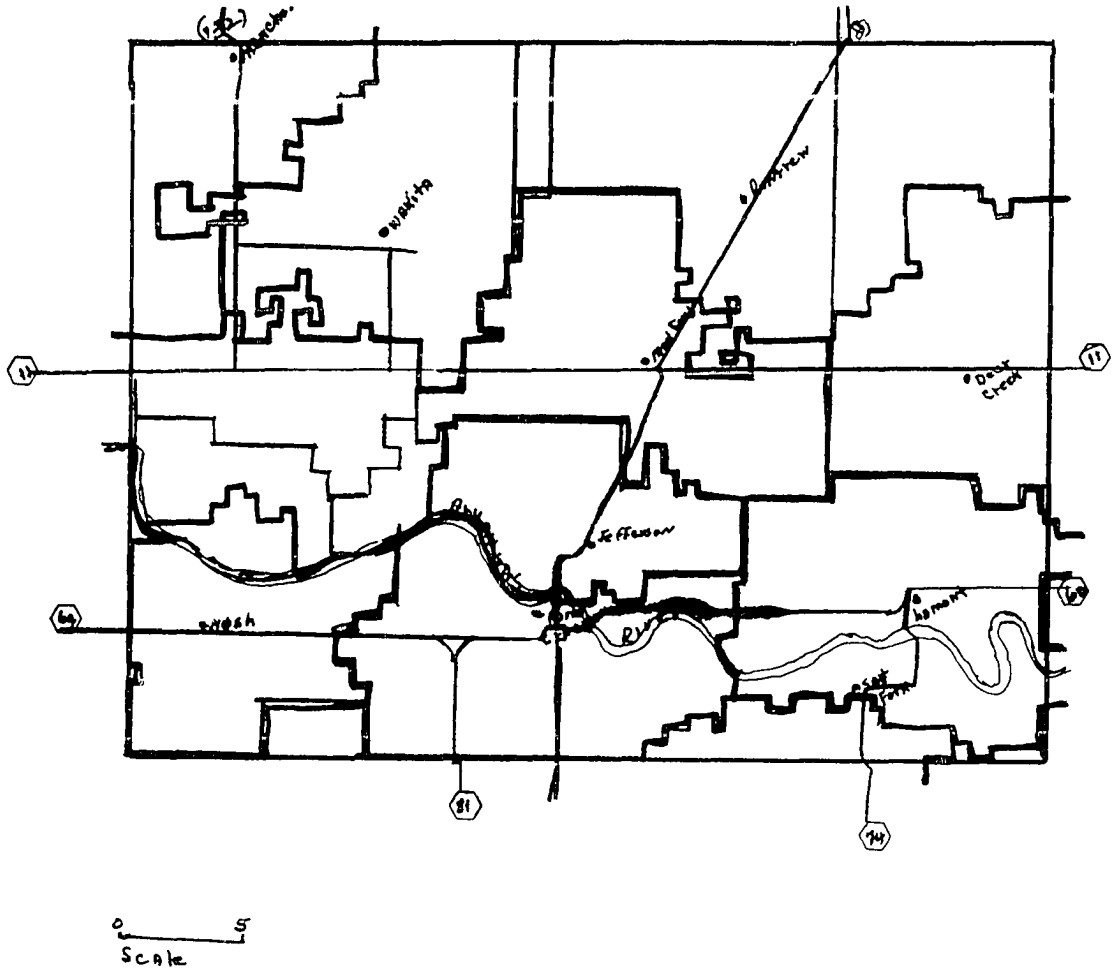
District	District area in Grant County
Renfrow D-21	163 1/2 square miles
Deer Creek I-50	81 1/4 " "
Lamont I-95	112 " "
Pond Creek I-90	105 1/2 " "
Wakita I-33	117 " "
Gilbert I-1	84 5/8 " "
Manchester D-11	58 " "
Nash I-107	82 1/4 " "
Jefferson I-3	60 1/2 " "
Medford I-54	112 " "
Districts outside Grant County having area in Grant County:	
Hunter I-4½ (Garfield County)	20 1/2 square miles
Hillsdale I-11 (Garfield County)	10

Note: Table 16 indicates area in square miles in existing districts, and area currently in Grant County belonging to other districts in Garfield County.

Source: Official Transportation Maps, State Department of Education, Transportation Division, (Oklahoma City, Oklahoma).

FIGURE 2

GRANT COUNTY EXISTING SCHOOL DISTRICTS



The drainage of the northern part of the county is into the Cimarron River, and of the southern part into the Beaver Creek. Both of these streams flow from west to east, almost the entire length of the county. The rainfall is very light averaging about 15 inches annually. The soil of the county is comparatively deep and fertile but the light rainfall makes farming hazardous.

Wheat, grain sorgums and grazing are the principle industries. The farming and ranching operations are on a large scale and farmers keep a cover crop on the loose soil for fear of it blowing away. Farmers and ranchers expect to have adverse years at least half the time so prepare accordingly.

Boise City is the county seat and consists of 1978 people. Keyes, population 627, is the only other place in the county that could be called a town. Felt with 57 people and Kenton with a population of 37 are the only other gathering places in the county for post offices and stores. The 1960 county population was 4496.

Cimarron County per capita income for 1958 was \$1695.00 and ranked 9th in the state. Cimarron County's net assessment per average daily attendance for 1956-60 was \$11,811.54 with a state ranking of 5th among the 77 counties. This was exactly \$100.00 above the state average.

The Cimarron County School System consists of six districts, four of which maintain grades 1-12. Two, Wheelless and Kenton, have only grades 1-8. Table 17 shows the average daily attendance and expenditure per pupil in average daily attendance. Boise City, with a per pupil expenditure of \$384.89, operates most economically per pupil

TABLE 17  
 STATISTICAL AND FINANCIAL INFORMATION  
 (BY SCHOOL DISTRICT)  
 1961-62

Dist. No.	School	Legal A.D.A.	State Aid Paid to Dist.	Expenditure from other Gen. Fund Source	Total Gen. Fund Expenditure	Expenditure per Cap. Basis A.D.A.
D-1	Plainview 77		\$1,326.00	\$66,816.45	\$68,142.45	\$888.97
I-2	Boise City 615		17,685.00	219,022.19	236,707.19	384.97
3	Kenton 11		3,356.00	8,365.37	11,721.37	1,065.58
D-10	Felt 63		5,505.00	39,530.23	45,035.23	714.84
I-11	Keyes 333		5,051.00	147,202.72	152,253.72	457.22
36	Wheless 33		5,245.00	11,514.62	16,759.62	507.87
<hr/>						
6 Districts Co. Total						
		1,132	\$38,168.00	\$492,451.58	\$530,619.58	\$468.75
Co. Supt's Salary			<u>2,501.37</u>			
			\$40,669.37			

Source: State Department of Education, Finance Division, (Oklahoma City, Oklahoma).



in average daily attendance, and Kenton, with \$1,056.58 per pupil in average daily attendance is most expensive.

Course offerings vary from 23 carnegie units at Felt to 39 carnegie units at Boise City. Table 18 points in particular to the curriculum weakness of Felt and Plainview. They are without courses in Industrial Arts, fine arts, and vocational subjects. It would appear they were pointing strictly to a college preparatory course.

Table 19 points to the millage figure of the schools in Cimarron County. It indicates that all schools, except Keyes and Wheelless, are voting their legal limits for the general fund. It is noteworthy that Keyes with 54 per cent of the attendance of Boise City is spending 92 per cent as much money for operational expenses, exclusive of transportation as Boise City, and still does not vote the emergency levy.

Table 20 points out a major reason for the wealth of Keyes as compared to Boise City. The per capita cost, excluding transportation, for Boise City was \$351.34 while the per capita cost of Keyes, excluding transportation cost was \$601.06. Transportation for 144 students at Boise City was \$189.31 per student for a total of \$27,260.64. Keyes had an average daily haul of 163 students and transportation costs amounted to \$94.37 each for a total of \$13,582.31. This shows that Boise City was reimbursed for 19 less students but had expenses exceeding those of Keyes by \$13,678.33. The difference is in the sparsity of the Boise City transportation area.

Table 21 shows the net, real, personal, and public service property valuation of Cimarron County. The total would appear adequate

TABLE 18

1961-62 COURSE OFFERINGS AND TOTAL UNITS OF INSTRUCTION  
OF CIMARRON COUNTY

Districts	Total Units	Language Arts	Math	Social Science	Science	Foreign Language	Commerce	Voc. Educ.	Ind. Arts.	Fine Arts.	Health and Safety Educ.
Plainview D-1	24	5	4	3	3	1	7	0	0	0	1
Boise City I-2	39	5	5	4	4	2	6	8	2	2	1
Felt D-10	23	5	4	6	2	1	3	0	0	0	2
Keyes I-11	29	4	3	3	3	0	5	3	5	2	1
Wheless D-37		Elementary only									
Kenton D-3		Elementary only									

Source: Annual Elementary and Secondary Bulletin, Bulletin No. 113-J, July, 1962, (Oklahoma City: Oklahoma, the Department, 1962).

TABLE 19

STATISTICAL AND FINANCIAL INFORMATION  
(BY SCHOOL DISTRICT)  
1961-1962 and 1962-1963  
Cimarron County

Dist. No.	School	*Expenditure for Operation 1961 - 1962	**Av. Salary For Classroom Teachers 1962 - 1963	District Levies, 1962-63					
				General Fund			Bldg Fund	Sink Fund	Total Levy
Reg.	Emer.	Mill	4	5	4	5			
D-1	Plainview	\$27,509.96	\$ 4,525.00	20	5	4	5	--	34.
I-2	Boise City	69,419.37	4,867.58	20	5	4	5	--	34.
3-4	Kenton	1,933.57	4,750.00	20	5	4	5	--	34.
D-10	Felt	20,113.57	4,266.67	20	5	4	5	8.16	42.16
I-11	Keyes	65,666.64	4,970.59	20	-	4	5	12.46	41.46
36	Wheelless	4,344.25	5,380.00	20	-	4	-	8.66	32.66
	County Average Salary		\$ 4,819.92						

\*This item includes all Expenditures from the General Fund except those Expenditures for Teachers Salaries and Transportation.

Source: Finance Division, State Department of Education, 1962, (Oklahoma City, Oklahoma).

TABLE 20

PER CAPITA COST, AVERAGE DAILY ATTENDANCE, AND TRANSPORTATION  
COST FOR PROPOSED REORGANIZED DISTRICT I-3

District	Per Capita*	A.D.A.*	Transportation#
Plainview	\$923.12	67	\$163.01
Boise City	351.34	144	189.31
Kenton	754.11	10	503.78
Felt	1,428.17	49	159.63
Keyes	601.06	163	94.37
Wheless	515.66	33	125.31

Source: \*Finance Division, State Department of Education, 1961-62.

Source: #State Department of Education Transportation Maps, 1961-62.

TABLE 21

ADVALOREM VALUATION OF COMPOSITE DISTRICTS COMPRISING  
PROPOSED REORGANIZED DISTRICT I-3

Name	Real	Personal	Public Service	Net Total
Plainview D-1	\$1,567,422	\$250,345	\$420,008	\$2,237,775
Boise City I-2	3,870,557	1,196,911	1,137,689	6,205,157
Kenton D-2	268,878	91,945	3,332	363,158
Felt D-10	1,199,781	230,014	30,221	1,460,016
Keyes I-11	1,923,566	503,086	2,235,105	4,661,757
Wheless D-36	413,404	84,975	3,245	501,624

Cimarron County valuation currently a part of Texas County School District:

Yarbrough I-1	\$186,254
Total	\$15,615,738

Source: Individual budgets from schools involved.

for the 1132 students, in average daily attendance even considering the 1932 square miles to be serviced. The fallacy is that Keyes with 16 per cent of the county area has 40 per cent of the county valuation. Since advalorem taxes comprise the major portion of Cimarron County school budgets this presents a grave problem of finance for the remaining school districts, particularly with regards to transportation costs.

Table 22 showing the bonding ability of Cimarron County presents a clear picture. With a net bonding ability of \$1,236,474.00 this appears the least of their problems. Boise City, and some of the other districts whose transportation costs are exorbitant might tap some of their bonding ability to purchase new transportation equipment.

Figure 3 shows the Cimarron County school districts and the area of each. All, except Wheelless, are large compared to present Oklahoma standards, but population sparsity prevents them from being acceptable with respect to pupil population. However, when Boise City, the largest population center, has a population density of less than one person per square mile of district, student time on the buses becomes excessive. Treatment of this sparse county will require special treatment in Chapter IV.

TABLE 22

## BONDING ABILITY OF PROPOSED REORGANIZED DISTRICT I-3

Name	Bonding Ability	Obligation	Net
Plainview D-1	\$223,777.00	0	\$223,777.00
Boise City I-2	620,516.00	0	620,516.00
Kenton D-3	36,316.00	0	36,316.00
Felt D-10	146,002.00	70,000.00	76,002.00
Keyes I-11	466,176.00	237,600.00	228,576.00
Wheless D-36	50,162.00	17,500.00	32,662.00
<b>Cimarron County valuation that is currently a part of Texas County Schools:</b>			
Yarbrough I-1	18,162.00	0	18,625.00
			<u>\$1,236,474.00</u>

Source: 1961-62 Budgets of Schools involved





TABLE 23

AREA IN SQUARE MILES IN EXISTING DISTRICTS  
OF CIMARRON COUNTY

District	District area in Cimarron County
Kenton D-3	226 1/2 square miles
Boise City I-2	677 1/2 " "
Wheless D-36	82 " "
Felt I-10	262 3/4 " "
Keyes I-11	292 " "
Griggs 1	250 3/4 " "
<b>Districts outside Cimarron County having area in Cimarron County:</b>	
Yarborough I-1 (Texas County)	59 square miles

Source: Official Transportation Maps, State Department of Education,  
Transportation Division, (Oklahoma City, Oklahoma.)

## CHAPTER IV

### The Reorganized School Districts in the Selected Counties

The purpose of this study was to develop model organized school districts maintaining grades 1-12, and satisfy at least one of the following criteria:

A student body of 1200 in average daily attendance

or

300 square miles of territory

or

A minimum of 12 teachers, exclusive of administration, for grades 1-12, a pupil-teacher ratio not to exceed 1-26 for grades 1-8, and this to be accomplished without benefit of state equalization aid.

A further condition in the model would consist of a strengthened county intermediate unit for the purpose of furnishing certain services to the reorganized school districts. This county intermediate unit will be financed by a state wide 5 mill advalorem tax prorated back to the counties on an average daily attendance basis. However, in a situation wherein a county might conceivably become a single school district, that county school district will be entitled to the 5 mill levy, and the board of education becomes the district governing body.

### Application of Model

In this chapter, the criteria constituting the basic structure of the model will be applied to selected counties to test its feasibility.

Pottawatomie, Grant, and Cimarron Counties were selected and treated as they currently exist in Chapter III. Each of these counties was affected by a different criterion. Pottawatomie County meets the minimum student population in two of its three districts and the third is near the minimum student requirement of 1200 in average daily attendance and it does meet the mileage factor. Grant County, while lacking the minimum student population or district size, does (because of its wealth) meet the criterion of staff size without equalization aid. Cimarron County because of its population sparsity will, regardless of reorganization, have necessarily existant small high schools. Techniques will be presented to assist these small schools so that students may be afforded opportunity for reasonably acceptable educational opportunity.

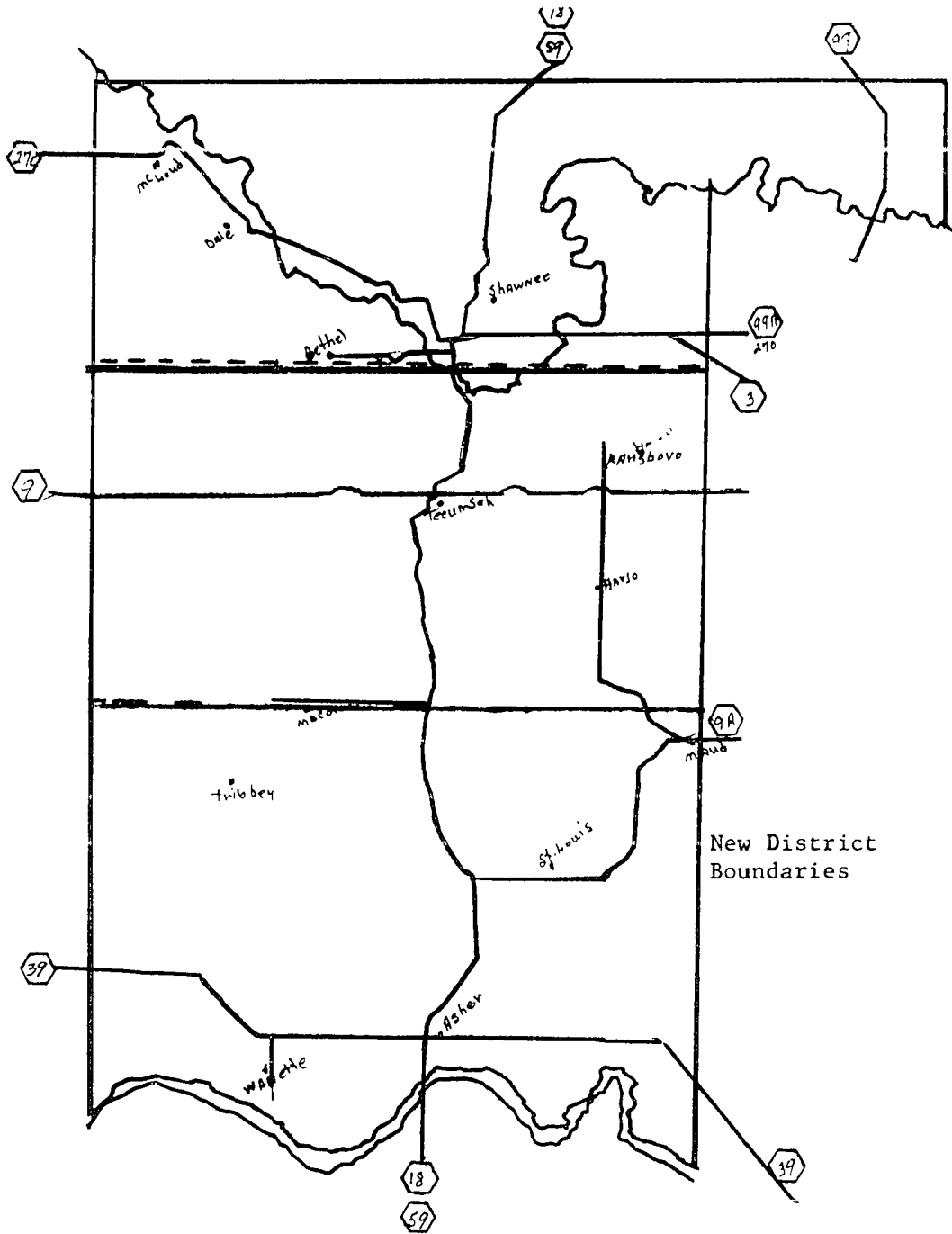
### Pottawatomie County

It is proposed that the twenty-two existing school districts in Pottawatomie County be reduced to three and the minimum area of a single school district will have been increased from  $2 \frac{1}{8}$  square miles to 231 square miles. Prior to reorganization, Macomb with 78 square miles of territory is the largest school district, in area, in Pottawatomie County. Figure 4 shows the proposed district boundaries as here described.

Wanette, Asher, Tribbey, St. Louis, Maud, (that portion in Pottawatomie County,) and approximately half of Macomb comprise

FIGURE 4

PROPOSED REORGANIZED POTTAWATOMIE COUNTY SCHOOL DISTRICTS



reorganized district I-1. Table 24 indicates average daily attendance, per capita costs, and amount of money available for District I-1 based on 1961-62 data.

TABLE 24  
COMPOSITION ON REORGANIZED DISTRICT I-1  
POTTAWATOMIE COUNTY

Former District	A.D.A.	1961-62 P.c.c.	Available for General Fund
Wanette (I-15)	117	\$387.97	\$68,670.69
Asher (I-112)	241	363.92	87,704.72
Tribbey (D-6)	96	498.78	47,882.88
St. Louis (I-66)	147	347.59	51,092.79
Maud (I-117)	204	383.93	78,321.72
*Macomb (I-4)	108	400.86	43,292.88
Seminole County (I-4)	26	298.75	7,767.50
Totals	999		\$381,733.18

\*Divided between I-1 and I-2 Reorganized Pottawatomie County School Districts. Average per capita cost for all districts composing District I-1, \$382.12.

Source: Statistical Abstracts of the Finance Division, State Department of Education, 1963.

The per capita cost of each student comprising the reorganized District I-1 multiplied by the number of students from each of the former districts total the amount of money available to District I-1 based on 1961-62 figures. There would be \$381,733.18 available in the general fund for a per capita cost figure of \$382.12. The 1961-62 Pottawatomie County per capita cost was \$312.58<sup>1</sup> and the state average \$315.56<sup>2</sup>.

<sup>1</sup>Statistical Abstracts of the Finance Division, State Department of Education, mimeographed, 1963.

<sup>2</sup>State Board of Education Statistical and Financial Information for School Districts. State Department of Education, 1963.

This means that reorganized District I-1 will have \$69.54 above the Pottawatomie County per capita cost average with which to finance its school program.

TABLE 25

NET BONDING ABILITY AND ASSESSED VALUATION  
OF SCHOOL DISTRICTS IN POTTAWATOMIE COUNTY

District	Net Bonding Ability	Net Assessed Valuation
Wanette	\$110,497.00	\$1,104,979.00
Asher	22,098.00	733,387.00
Tribbey	104,819.00	1,093,191.00
St. Louis	62,016.00	730,016.00
+Maud	118,527.00	1,185,270.00
*Macomb	62,500.00	625,000.00
Seminole County (I-4)	30,316.00	363,160.00
Totals	\$510,733.00	\$5,835,003.00

+That part of Maud district within Pottawatomie County.

\*That part of Macomb District in Reorganized Pottawatomie County District I-1.

Table 25 indicates the net bonding ability for school building purposes, and the net assessed valuation for District I-1. The \$510,000.00 available for buildings should be adequate for any reasonable needs of 1000 students, and the nearly six million dollar net assessed valuation is a good tax base for operation of the school.

Pottawatomie County Reorganized School District I-2 is located in the middle of the county north and south, and extends across the county's borders east and west (see map page 113). It consists of present

school districts Tecumseh, Willow View, Harjo, New Hope, South Rock Creek, and parts of Bethel, Pleasant Grove, Earlsboro, and Macomb. Table 26 shows the average daily attendance, per capita cost, and total general fund expenditures for 1961-62 in the affected areas.

**TABLE 26**  
**AVERAGE DAILY ATTENDANCE, PER CAPITA COST AND GENERAL FUND EXPENDITURES FOR EXISTING DISTRICTS OF POTTAWATOMIE COUNTY**

Existing District	A.D.A. 1961-62	P.C.C. 1961-62	Total General Fund Expenditures for 61-62
Tecumseh	868	\$276.60	\$240,088.80
Willow View 47	16	422.76	6,764.16
Harjo I-5	100	385.23	38,523.00
New Hope 41	40	303.31	12,132.40
+Earlsboro I-34	180	363.74	65,473.20
South Rock Creek 32	114	339.50	38,703.00
+Pleasant Grove 29	14	238.38	2,622.18
+Bethel I-3	272	328.57	89,071.04
*Macomb I-4	102	400.86	40,887.72
Totals	1706		\$534,565.50

+Part of present district in Reorganized Pottawatomie School District I-3.  
\*Part of present district in Reorganized Pottawatomie School District I-1.  
Average per capita cost for all districts composing District I-2, \$313.35.

The per capita cost of \$313.35 is at the average of Pottawatomie County, \$312.58 and the state average of \$315.56. This would indicate that with 1700 students in average daily attendance it should be possible to offer a reasonably good quality education within this financial framework.

Table 27 shows the net bonding ability, and net assessed valuations of existing districts which would comprise the Reorganized School District I-2, Pottawatomie County.

TABLE 27

**NET BONDING ABILITY AND ASSESSED VALUATION  
OF REORGANIZED DISTRICT I-2, POTTAWATOMIE COUNTY**

Existing District	Net Bonding Ability	Net Assessed Valuation 1962
Tecumseh I-92	\$12,468.00	\$1,314,680.00
Willow View 47	3,138.00	31,380.00
Harjo I-5	37,315.00	373,150.00
New Hope 41	20,719.00	207,190.00
+Earlsboro I-34	19,800.00	496,600.00
South Rock Creek 32	6,488.00	614,880.00
+Pleasant Grove 29	381.00	3,816.00
+Bethel I-3	81,744.00	849,440.00
*Macomb I-4	62,967.00	629,670.00
<b>Totals</b>	<b>\$248,455.00</b>	<b>\$4,520,806.00</b>

+Part of present district in Reorganized Pottawatomie County School District I-3.

\*Part of present district in Reorganized Pottawatomie County School District I-1.

Table 27 shows a potential for Reorganized Pottawatomie County School District I-2 of \$4,500,000.00 assessed valuation but less than \$250,000.00 in bonding ability for building construction. Tecumseh, by far the largest existing district in terms of attendance has its secondary school students housed in a dangerously inadequate ~~frame~~ building while some of its neighbors are housed reasonably well, but are too small attendance-wise to justify their existence. This points up two things: (1) the lack of restriction on school building permits, and (2) the need for trust fund from which indigent school districts can borrow on a long term basis to meet their building needs.



Pottawatomie proposed Reorganized School District I-3 comprises approximately the northern third of the county. Shawnee, the county seat, dominates the area geographically and in population. The area is laced with a network of good roads. The extreme northeast corner of the county lies one mile from Shawnee and is currently transferring students to Prague which is but five miles north in Lincoln County. Currently McCloud and Dale, student populations grades 1-12, 288 and 287 respectively, are maintaining high schools. Table 28 indicates the average daily attendance, per capita costs, and total general fund expenditures of existing school districts. The proposed Reorganized School District I-3 with approximately 5600 students and a general fund budget in excess of \$1,650,000.00 would have an average per capita cost of \$298.00. While this is \$17.00 below the state per capita cost, the student population involved is large enough to maintain a more than adequate educational program for Oklahoma. Prudent location of attendance units, and intelligent administration could make this area an educational show place, particularly with the additional services that would be furnished through the auspices of the intermediate unit.

Table 29 merely accentuates the educational potential of Reorganized Pottawatomie County School District I-3. The \$17,300,000.00 advalorem tax base and nearly \$900,000.00 bonding potential make it possible to establish virtually any desired educational program. With Oklahoma Baptist University located in Shawnee, and Oklahoma City University, University of Oklahoma, and Central State College all within an hours' drive, there is no need to expend funds for academic higher education. The emphasis can be placed on post high school technical skills.

TABLE 28

AVERAGE DAILY ATTENDANCE, PER CAPITA COST AND TOTAL GENERAL  
FUND EXPENDITURES FOR EXISTING SCHOOL DISTRICTS

Existing Districts	A.D.A.	P.C.C.	Total Gen. Fund Expenditure
*Bethel I-3	77	\$328.71	\$ 25,299.89
*Pleasant Grove 29	55	238.58	13,110.90
*Earlsboro I-34	15	363.74	5,456.10
Shawnee I-93	4205	284.52	1,196,406.00
Acme 24	212	291.75	61,846.76
Grove 27	89	336.73	39,968.97
Johnson 9	44	297.00	13,068.00
Centerview 7	54	396.46	21,408.84
N. Rock Creek 10	63	377.21	23,764.23
Dale I-2	288	358.40	103,219.20
McLoud I-1	287	349.53	100,329.46
+Seminole Co. 12	14	308.75	4,322.64
+Lincoln Co. 95	76	375.89	28,567.64
+Lincoln Co. 103	114	339.14	38,661.96
+Cleveland Co. 70	4	375.22	1,500.88
Totals	5597		\$1,666,932.07

\*Balance of existing districts in Pottawatomie County Reorganized District I-2.

+Area in Pottawatomie County currently attached to neighboring county school districts.

Source: Individual School Budgets for 1961-62.

TABLE 29

BONDING ABILITY AND ASSESSED VALUATION OF  
SCHOOL DISTRICTS OF POTTAWATOMIE COUNTY

District	Net Bonding Ability	Net Assessed Valuation
+Bethel I-3	\$ 20,436.00	\$ 212,360.00
+Pleasant Grove 29	15,256.00	152,660.00
+Earlsboro I-34	2,272.00	62,072.00
Shawnee I-93	528,000.00	2,231,160.00
Acme 24	41,242.00	622,420.00
Grove 27	1,479.00	414,790.00
Johnson 9	10,021.00	100,210.00
Centerview 7	31,253.00	332,530.00
N. Rock Creek 10	85,912.00	859,460.00
Dale I-2	101,699.00	1,016,990.00
McLoud I-1	33,066.00	839,460.00
*Seminole I-12	7,859.00	82,590.00
*Lincoln I-95	5,240.00	100,540.00
*Lincoln I-103	13,544.00	277,040.00
*Cleveland 70	51.00	2,030.00
Total	\$ 897,340.00	\$ 17,305,972.00

+ part of existing district area in Pottawatomie County Reorganized School District, I-2.

\* area in Pottawatomie County currently attached to neighboring county school districts.

The proposed reorganization of Pottawatomie County worked reasonably well and each of the three reorganized districts meet two of the criteria, i.e., maintains grades 1-12 and/or contains 1200 students in average daily attendance; contains at least 300 square miles of territory; and does not require transported students to be aboard a bus in excess of one and a quarter hours one way. All three districts meet criteria I of maintaining twelve grades of school. Reorganized District I-1 while having a student population of only

1000 does have in excess of 300 square miles of territory. Reorganized Districts I-2 and I-3 meet the minimum student population requirement of 1200 in average daily attendance. Proper supervision of transportation will assure transported students that they will be delivered to and from school well within the prescribed time.

### Grant County

The ten existing school districts in Grant County have been reduced to four districts that are strikingly similar. Figure 5 indicates the new district boundaries and the square miles of territory each contains. The districts vary from 244.75 square miles in area in the Medford District for a low to a high of 256 square miles in the Lamont District.

Tables 30, 31, 32, and 33 will indicate the existing districts from which Reorganized Grant County School Districts I-1, I-2, I-3, and I-4 were created, the net assessed valuations, and bonding ability of each.

TABLE 30

FINANCIAL DATA OF REORGANIZED GRANT COUNTY  
SCHOOL DISTRICT I-1, 1962

Existing Districts	Net Assessed Valuation	Net Bonding Ability
Lamont I-35	\$3,010,390.00	\$ 1,639.00
Deer Creek I-50	2,188,848.00	218,185.00
Renfrow D-21	1,349,379.00	134,900.00
Hunter (Garfield I-4 1/2)	273,733.00	25,548.00
Totals	\$6,815,350.00	\$382,272.00

Source: 1961-62 School Budgets from the individual schools.

FIGURE 5

PROPOSED REORGANIZED DISTRICTS OF GRANT COUNTY

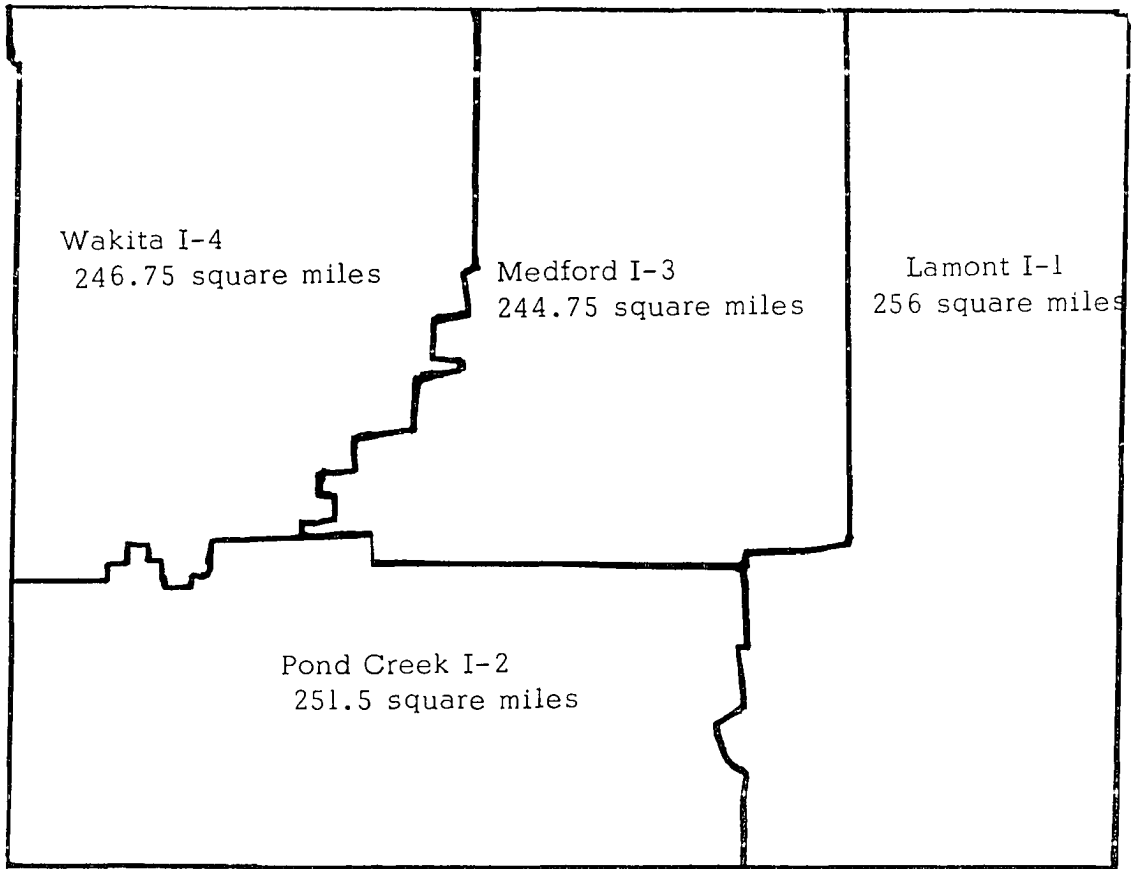


TABLE 31

FINANCIAL DATA OF REORGANIZED GRANT COUNTY  
SCHOOL DISTRICT I-2, 1962

Existing Districts	Net Assessed Valuation	Net Bonding Ability
Pond Creek I-90	\$3,159,194.00	\$140,919.00
Nash I-107	2,035,884.00	151,088.00
Gore D-1	175,312.00	17,531.00
Jefferson I-3	950,625.00	95,062.00
Hunter (Garfield I-4 1/2)	91,244.00	9,124.00
Hillsdale (Garfield D-11)	80,476.00	8,048.00
TOTALS	\$6,492,735.00	\$421,772.00

Source: Taken from the 1961-62 individual school budgets

TABLE 32

FINANCIAL DATA OF REORGANIZED GRANT COUNTY  
SCHOOL DISTRICT I-3, 1962

Existing Districts	Net Assessed Valuation	Net Bonding Ability
Medford I-54	\$3,893,531.00	\$161,428.00
Jefferson I-3	633,750.00	63,375.00
Gore D-1	50,089.00	5,009.00
Renfrow D-21	2,095,088.00	209,509.00
Totals	\$6,672,458.00	\$439,321.00

Source: Taken from the individual school budgets, 1961-62.

TABLE 33

FINANCIAL DATA OF REORGANIZED GRANT COUNTY  
SCHOOL DISTRICT I-4, 1962

Existing Districts	Net Assessed Valuation	Net Bonding Ability
Wakita I-33	\$2,924,188.00	\$ 24,419.00
Manchester D-11	1,018,584.00	101,858.00
Gore D-1	926,832.00	92,683.00
Renfrow D-21	216,530.00	21,653.00
Totals	\$5,086,134.00	\$240,613.00

Source: Taken from the individual school budgets, 1961-62.

Tables 34, 35, 36, and 37 indicate the total general fund expenditures, the average daily attendance, and per capita costs of component districts that form Reorganized Grant County School Districts I-1, I-2, I-3, and I-4.

The per capita cost figure in the totals column of each table is the composite per capita cost for the newly reorganized districts.

TABLE 34

TOTAL GENERAL FUND EXPENDITURES, AVERAGE DAILY ATTENDANCE,  
AND PER CAPITA COST OF REORGANIZED DISTRICT I-1

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure 1962
Lamont I-35	249	\$519.79	\$129,426.84
Deer Creek I-50	127	653.17	82,953.18
Renfrow D-11	26	796.97	20,721.22
Hunter (Garfield I-4 1/2)	12	518.05	6,216.60
Totals	414	\$578.06	\$239,317.84

Source: Individual School Budgets, 1961-62.

TABLE 35

TOTAL GENERAL FUND EXPENDITURES, AVERAGE DAILY ATTENDANCE,  
AND PER CAPITA COST OF REORGANIZED DISTRICT I-2

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure 1962
Pond Creek I-90	240	\$525.78	\$126,187.18
Nash I-107	114	591.81	67,466.40
Gore D-1	6	625.32	3,751.92
Jefferson I-3	46	654.47	30,105.62
Hunter (Garfield I-r 1/2)	10	518.05	5,180.50
Hillsdale (Garfield D-11)	6	553.49	3,320.94
Totals	422	\$559.27	\$236,012.57

Source: Individual School Budgets, 1961-62.

TABLE 36

TOTAL GENERAL FUND EXPENDITURES, AVERAGE DAILY ATTENDANCE,  
AND PER CAPITA COST OF REORGANIZED DISTRICT I-3

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure 1962
Medford I-54	317	\$507.82	\$160,977.77
Jefferson I-3	32	654.47	20,943.04
Gore D-1	4	625.32	2,501.28
Renfrow D-21	34	796.97	27,096.98
Totals	387	\$546.56	\$211,519.07

Source: Individual School Budgets, 1961-62.



TABLE 37

TOTAL GENERAL FUND EXPENDITURES, AVERAGE DAILY ATTENDANCE,  
AND PER CAPITA COST OF REORGANIZED DISTRICT I-4

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure 1962
Wakita I-33	257	\$543.23	\$139,611.37
Manchester D-11	56	621.10	34,781.40
Gore D-1	56	625.32	35,017.92
Renfrow D-21	6	796.97	4,781.82
Totals	375	\$571.18	\$214,192.51

Source: Individual School Budgets, 1961-62

The four reorganized Grant County School Districts in Table 38 are quite similar in area, pupil population, and wealth. The net assessed valuation for each district is extremely high for Oklahoma districts with their pupil population, and the county average per capita cost of \$563.85 is \$248.29 above the state average of \$314.56.<sup>3</sup>

Each of the four school districts has a town that is the trading center for the area. (See map). Lamont, Medford, and Wakita have all built new secondary schools within the past five years that are adequate for the reorganized school district populations. The Pond Creek secondary school is old but adequate bonding ability is available if a new building is desired.

<sup>3</sup>State Department of Education Finance Division, (Oklahoma City, Oklahoma, 1962).

TABLE 38

## COMPOSITE DATA OF REORGANIZED GRANT COUNTY SCHOOL DISTRICTS I-1, I-2, I-3 and I-4

Reorganized Grant County School Districts	A.D.A.	General Fund Expenditure	P.C.C.	Net Assessed Valuation	Net Bonding Ability	District Area In Square Miles
Lamont I-1	414	\$239,317.84	\$578.06	\$6,815,350.00	\$382,272.00	256.0
Pond Creek I-2	422	236,012.57	559.27	6,492,735.00	421,772.00	251.5
Medford I-3	387	211,519.07	546.56	6,672,458.00	439,321.00	244.75
Wakita I-4	375	214,192.51	571.18	5,086,134.00	240,613.00	246.75
<b>Totals</b>	<b>1598</b>	<b>\$901,041.99</b>	<b>\$563.85</b>	<b>\$25,066,677.00</b>	<b>\$1,483,978.00</b>	<b>999</b>

Source: Individual School Budgets, 1961-62.

The criterion being tested in Grant County is whether or not the reorganized school districts could finance a school program that required a pupil teacher ratio no greater than 1:26 for the elementary schools, have twelve teachers exclusive of administration, and do so without the benefit of equalization aid. Table 38 indicates that Medford I-3 would be spending the least money from the general fund, but has more students in average daily attendance than Wakita. Thus if Medford I-3 can meet the criteria it is assumed the other three districts could do so more easily. From Table 38 we note the following data relating to Medford I-3:

Total A.D.A.	375
Grades 1-8	250
Grades 9-12	125
1:26 ratio for grades 1-8 requires	10 teachers 1 elementary principal
9-12 requirements to meet criteria	12 teachers 1 high school principal 1 superintendent of schools
Total requirement	<u>25 teachers.</u>

The average teacher salary for Grant County in 1961-62 amounted to \$5,068.83.<sup>4</sup> The average salary multiplied by twenty-five teachers is \$126,720.75, the amount charged against the Medford I-3 general fund budget. Table 38 shows the Medford I-3 general fund expenditure for 1961-62 amounted to \$211,519.07. Subtracting teacher salaries from the general fund expenditure leaves \$84,799.32 for transportation, supplies and fixed charges.

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<sup>4</sup>State Department of Education, Finance Division, (Oklahoma City, mimeographed, 1962).

Transportation costs for the original ten Grant County schools for the year 1961-62 was \$79,681.84.<sup>5</sup> Where reorganization has taken place considerable money has been saved as many duplicate bus routes are eliminated. However, the purpose of this study is to test the thesis that Grant County schools can function under the established criteria. Thus, to be safe the full transportation apportionment shall be charged against the Medford I-3 district.

Total square miles in Grant County	999	Total square miles in Medford I-3	244.75
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$$999 \div 244.75 = 24.5 \%$$

Total Grant County  
Transportation costs 1961-62 = \$79,681.84

\$79,681.84 x 24.5 % = \$19,522.05 proportionate cost to  
Medford I-3.

\$84,799.32	Balance after salaries
<u>19,522.05</u>	Proportionment share of I-3 transportation costs
\$65,277.27	Balance for supplies and other expenses
\$65,277.27 ÷ 387	= \$168.67 per capita exclusive of salaries and transportation.

This figure is over 350 per cent greater than the per capita maintenance cost in Shawnee so certainly should be adequate. In addition the original Medford district is voting but three of the five mill emergency levy and none of the five mill building levy. The evidence appears conclusive that the Grant County Reorganized school districts meet the criterion in regards to staff.

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<sup>5</sup> State Superintendent of Public Instruction, Twenty-Ninth Biennial Report, (Oklahoma City, 1960-62), p. 234.

### Cimarron County

Cimarron County is the most sparsely settled of all counties in Oklahoma. With 1832 square miles of area<sup>6</sup> and 4493<sup>7</sup> people the density per square mile is 2.8 people. Boise City with 1978 and Keyes with 627 make up 36 per cent of the total county population. This leaves a rural population density of 1.58. This means that student population approximates 1 child per 3 miles. Adding to the complexity for school purposes is the fact that over 70 per cent of the population resides in the eastern half of the county.

Examination of Figure 3 shows that reasonably acceptable schools can be maintained at Keyes and Boise City with proper reorganization. However, schools in the western half of the county need to be grouped, the school buildings relocated, and then special treatment is needed for the "necessarily small" school that will be created. Figure 6 shows the proposed district boundaries.

Tables 39, 40, and 41 show the existing districts, net assessed valuation, net bonding ability and finally the total net assessed valuation and bonding ability of the proposed reorganized districts.

Tables 42, 43, and 44 indicate the total general fund expenditures, the average daily attendance and per capita cost of component districts that formed Reorganized Cimarron County School Districts I-1, I-2, and I-3. The per capita cost figure in the totals column of each table is the composite per capita cost for the newly reorganized districts.

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<sup>6</sup>Leo Winters, Secretary State Election Board, Directory and Manual of the State of Oklahoma, (Oklahoma City, Oklahoma, 1961), p. 245.

<sup>7</sup>1960 U. S. Census.

FIGURE 6

PROPOSED REORGANIZED DISTRICTS OF CIMARRON COUNTY

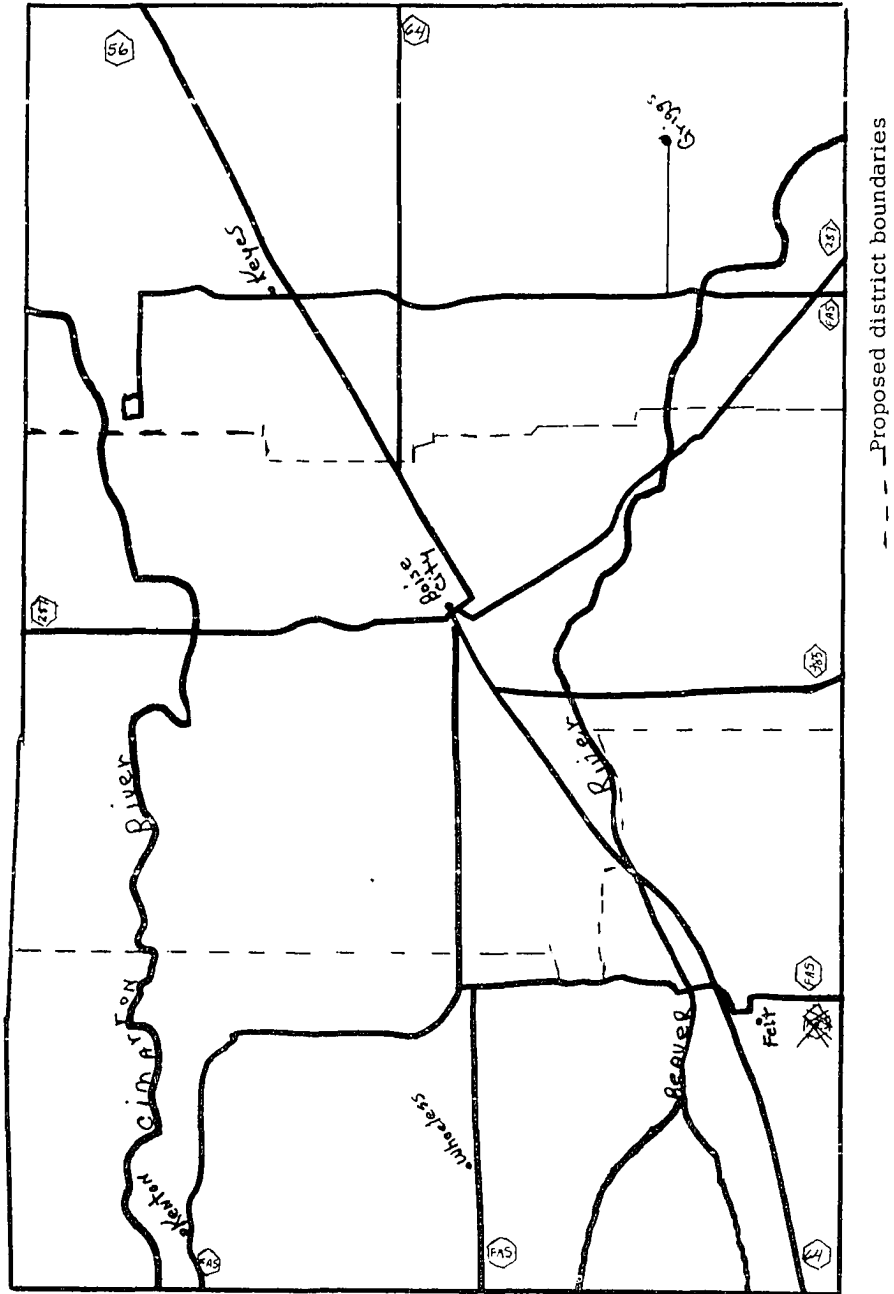


TABLE 39

FINANCIAL DATA OF REORGANIZED CIMARRON COUNTY  
SCHOOL DISTRICT I-1

Existing District	Net Assessed Valuation	Net Bonding Ability
Keyes I-11	\$4,661,757.00	\$228,576.00
Plainview D-1	2,237,775.00	223,777.00
Yarbrough (Texas I-1)	186,254.00	18,625.00
Totals	\$7,085,786.00	\$467,978.00

Source: School district transportation maps. Valuations determined from County Assessor's records of each county.

TABLE 40

FINANCIAL DATA OF REORGANIZED CIMARRON COUNTY  
SCHOOL DISTRICT I-2

Existing District	Net Assessed Valuation	Net Bonding Ability
Boise City I-2	\$6,056,150.00	\$603,615.00
Total	\$6,056,150.00	\$603,615.00

Source: School district transportation maps. Valuations determined from County Assessor's records of each county.

TABLE 41  
FINANCIAL DATA OF REORGANIZED CIMARRON COUNTY  
SCHOOL DISTRICT I-3

Existing District	Net Assessed Valuation	Net Bonding Ability
Boise City I-2	\$149,007.00	\$14,900.00
Felt D-10	1,460,016.00	76,002.00
Wheless D-36	501,624.00	32,662.00
Kenton	363,158.00	36,316.00
Total	\$2,473,805.00	\$159,880.00

Source: School district transportation maps. Valuations determined from County Assessor's records of each county.

TABLE 42  
FINANCIAL AND STATISTICAL DATA OF REORGANIZED CIMARRON  
COUNTY SCHOOL DISTRICT I-1

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure
Keyes I-11	333	\$457.22	\$152,253.72
Plainview D-1	77	888.97	68,142.45
Yarbrough (Texas I-1)	16	918.28	14,692.48
Total	426	\$551.85	\$235,088.65

Source: Individual School Budgets, 1961-62.



TABLE 43

FINANCIAL AND STATISTICAL DATA OF REORGANIZED CIMARRON  
COUNTY SCHOOL DISTRICT I-2

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure
Boise City I-2	603	\$384.89	\$232,088.67
Total	603	\$384.89	\$232,088.67

Source: Individual School Budgets, 1961-62.

TABLE 44

FINANCIAL AND STATISTICAL DATA OF REORGANIZED CIMARRON  
COUNTY SCHOOL DISTRICT I-3

Existing District	A.D.A.	P.C.C.	Total General Fund Expenditure
Felt D-10	63	\$714.84	\$45,035.23
Boise City	12	384.89	4,618.68
Wheless D-36	33	507.87	16,759.62
Kenton D-3	11	1,065.58	11,721.37
Total	119	\$617.78	\$78,134.90

Source: Individual School Budgets, 1961-62.

Table 23, page 110, shows the area in square miles of the component school districts that are within the boundaries of Cimarron County. Table 45 shows the area of Reorganized Cimarron County School Districts I-1, I-2, and I-3.

TABLE 45

## AREA OF REORGANIZED CIMARRON COUNTY SCHOOL DISTRICTS

District	Area in Square Miles
I-1	626.75
I-2	610.00
I-3	<u>595.25</u>
Total County Area	1,832.00 square miles

Each of the three Reorganized Cimarron County School Districts far exceed the 300 square mile criterion of this thesis. Districts I-1 and I-2 with their tax base for both operational expense and bonding ability are solid school districts that can afford a reasonably acceptable school program. Reorganized District I-3 with an average daily attendance of 119 and nearly 600 miles of territory will need the special techniques of the "necessarily existent" small school.

The "Necessarily Existent" Small School

The 119 students of reorganized Cimarron County School District I-3 will approximate forty students in grades 9-12 and approximately eighty students in grades 1-8. Were the 6-6 plan of organization

utilized the student population would approximate sixty students in grades 1-6 and sixty students in grades 7-12. The proposal is to treat the school organization on the 6-6 basis. Three qualified elementary teachers can present a reasonably acceptable minimum educational program for sixty students in grades 1-6. This is the standard for purpose of this discussion.

Albie L. Gann, Executive Assistant to the Commissioner of Education, Colorado State Department of Education, has done considerable work in improving the educational programs in small schools, and is the recognized authority in this field. Vest quotes Gann in the following statement in regards to staff for the small secondary school:

"In order to offer a program which would be considered of minimum adequacy, it seems to me that we would need eight and one-half or nine teachers. We should offer four years of English. This requires one teacher. Science, math, and social studies each require one. We have now used four of our teachers. Then if we have commercial subjects, homemaking, industrial arts, physical education and athletics, this is likely to take three or four more. Probably foreign language could be handled by the English teacher. Then if we include some music and someone to supervise in visual aids, guidance, and library, we are up to the eight and one-half or nine teachers. Administration is in addition to this."<sup>8</sup>

It would appear, according to Gann, that a minimum of ten teachers, including administration would be necessary to offer a minimum acceptable educational program for the sixty students, grades 7-12, of Reorganized Cimarron County School District I-3.

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<sup>8</sup>H. Grant Vest, Commissioner, Colorado State Department of Education, Rocky Mountain Area Project for Small High Schools, (Aspen, Colorado, Summer, 1958), p. 45.

It is evident that the \$73,516.22 available from the general fund is inadequate to staff thirteen teachers, maintain a plant, and finance the transportation for a district containing 600 square miles. It is the purpose of this proposal to make possible a minimum instructional program, and while financing the program cannot be ignored the precise nature of financial arrangements cannot be considered here. Suffice it to say that certain revisions in the current finance formula can, and would necessarily have to be made. This proposal will be concerned with educational techniques and methods that have been developed in a like set of circumstances. It should be emphasized that the financial structure will not inhibit the feasibility of these proposals provided a legislature is willing to make minor modifications in the law.

In Chapter I, multiple classes, teacher aids, supervised correspondence courses, shared services, (both staff and equipment), and various technological communication media were discussed in relation to their utilization in education. The "necessarily existent" small school, can where staff is familiar with these techniques, present an acceptable minimum program of education with less staff than the ten teachers for grades 7-12 Gann recommended. To do so, however, will require considerable technological communication media, and staff trained in their uses.

Closed circuit television, filmed courses, sound projectors, tape recorders, film strip machines, phonograph and records, overhead projectors, duplicating equipment, self-teaching devices, speed reading machines and opaque projectors must all be utilized. Both students and teachers must be familiar with the use of this equipment,

and considerable emphasis must be placed upon the student to seek out and explore for himself.

Multiple classes (one teacher teaching two or more classes simultaneously) can be functional providing the teacher is familiar with the small group processes and has time for adequate preparation. This type of teaching (as does all) requires considerable planning if adequate teaching is done. This points up the need for teacher aids to do the routine tasks, and free a busy staff to do the professional work that is necessary. These multiple classes, while small in enrollment, must be well planned and coordinated.

The staff of the "necessarily existant" small school should be exceptionally well trained and have a wide range of interests. Teachers with double majors should be elected whenever possible, and they should have an above average interest in youth. Staff of the small school will know each student intimately, and thus should develop the interests of their students and modify student deficiencies. Of a necessity, self reliance should be taught the students.

A reasonably acceptable educational program can be provided in the "necessarily existant" small school if staff is excellent, time is made available for planning, and the school is properly equipped with technological communication media. This can be done however, only at a considerably greater per capita cost than in the school of adequate size.

#### Intermediate Unit Role in Reorganized Districts

The key role of the intermediate unit in relation to the organized school districts is service. These services can be grouped under

educational leadership, providing specialized services, and coordinating educational efforts. There should be no conflict between the independent districts and the intermediate unit.

Intermediate unit leadership should assist local districts in determining the need for specialized services, in establishing service programs, and in evaluating and improving those services already provided by the intermediate unit. Intermediate unit leadership should be cooperative and never dictatorial.

The department of education, intermediate units, and local school districts have been created to administer the educational program of the state. Together they share responsibility for the provision of all educational services. The people of the state should consider the services provided and the services needed, how needed services might be obtained; and which services might best be provided by the local district, by the intermediate unit, and by the state department of education.

Many districts cannot provide certain essential services in an effective, economical manner. The intermediate unit should supplement the efforts of the local district by providing the needed services. The specific services provided will depend upon local community needs and what they can provide for themselves.<sup>9</sup>

The broad objectives of education should be the same at all levels and thus should be coordinated between the local districts, intermediate units, and the state department of education. Together they should provide a well integrated educational program. The inter-

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<sup>9</sup> National Commission on the Intermediate Unit, National Education Association, Department of Rural Education, (Washington, D. C.)

mediate unit should also coordinate the individual efforts of its constituent local districts when cooperative action can result in greater educational benefits.

It is proposed to finance the intermediate units of Oklahoma by levying a 5 mill advalorem tax on the net assessed valuation of the state, and prorating the money back to the intermediate units on an average daily attendance basis. The net assessed valuation of Oklahoma for 1962 was \$2,497,133,560.00 and for the same year the legal average daily attendance in all Oklahoma public schools was 490,459.<sup>10</sup> This amounts to \$25.46 available to the several Oklahoma intermediate units for each legal student in average daily attendance. To compute the money available to any intermediate unit it would only be necessary to multiply the \$25.46, the per capita amount five mills would raise on a state wide basis, by the number of students in average daily attendance in any intermediate unit. For our selected counties, these figures are shown in Table 46.

Under present Oklahoma laws the office of the county superintendent (titular head of our proposed intermediate unit) is already financed in that the superintendent's salary is paid, and office and clerical staff furnished. Under the writers proposal this arrangement would be continued and the additional money made available to supplement the services to be offered by the intermediate units to the various independent school districts under their supervision. As stated previously this money would be utilized for additional services agreed upon between the several independent district boards of education and the intermediate unit board of education.

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<sup>10</sup>State Department of Education, Finance Division, 1962.

TABLE 46

## MONEY AVAILABLE TO INTERMEDIATE UNITS ACCORDING TO A.D.A.

County	Legal A.D.A.	Money Available to Intermediate Unit	
Pottawatomie	8375	\$25.46	\$213,227.50
Grant	1560	25.46	39,717.60
Cimarron	1132	25.46	28,820.72

Source: Individual Budgets



## CHAPTER V

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

School district organization was found to be a constantly changing phenomena, and agitation for more appropriate school districts in Oklahoma has been voiced since the survey by the Brookings Institute in 1935. Once busy and prosperous communities have, due to technological and social changes, lost population until they are inadequate both in student population and educational program.

Principles of reorganization were discussed along with services required by educational acceptable educational units. The size of satisfactory districts in area and population were reviewed, and criteria other than size were developed from the literature. Attendance units of large area and low pupil population were discovered. Special teaching techniques were adapted that these "necessarily existent" small schools could be given a minimumly acceptable educational opportunity. The shared service concept of educational opportunity was presented, and some of the pioneer experiments in these techniques were outlined.

A new school district design was developed that made the reorganized school district acceptable if it met at least one of the criteria of student population, area, or wealth. Special treatment was given sparse areas where "necessarily existent" small schools were

in operation. The county intermediate unit was strengthened financially and educationally. The major purposes of the improved county intermediate unit was service to the reorganized districts on a shared basis.

Three Oklahoma counties were selected that tested at least one of the criteria of pupil population, area and/or wealth. Pottawatomie County was reorganized basically on pupil population. Grant County met the criterion of wealth, and Cimarron County was used as an example of a sparsely population area in Oklahoma. Each of these three selected counties when reorganized made possible an improved educational opportunity for the youth to be serviced. Students, teachers, and resources were grouped into far more defensible units both educationally and financially.

Based upon the findings from the three sample counties it would appear that presently all Oklahoma school districts are not educationally acceptable and that they are not likely to be educationally acceptable under present district organization. While the three counties reorganized in this study do not create the optimum educational program they do create the opportunity for a minimum education as described in the literature. Many areas in Oklahoma, because of population sparsity, cannot meet the criterion of student population, but all can meet the area criterion as described.

#### Recommendations

This model should be studied further by the State Board of Education, State Superintendent of Public Instruction, and his staff, Oklahoma Legislature, Oklahoma Educational Association, and State School Board Association. The criteria of this study should be applied to

other Oklahoma counties to investigate their feasibility and if feasible, appropriate action should be effected immediately. This action should be mandatory.

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