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**THE DECLINING RURAL SCHOOL POPULATION  
IN BROOKINGS COUNTY**

by

Verna M. <sup>ee</sup> Simon

Prepared in the Department of Rural Sociology and  
Submitted to the Faculty of South Dakota State College  
of Agriculture and Mechanic Arts, June 1940, in partial  
fulfillment of the requirements for the Degree of  
Master of Science.

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THE DECLINING RURAL SCHOOL POPULATION  
IN BROOKINGS COUNTY

I. INTRODUCTION

A. The Problem

Today, one of the problems of great importance confronting the people of this county as well as other counties in South Dakota<sup>1</sup> is that of a rapidly declining school population with a corresponding decrease in rural school enrollments. These trends are in evidence not only in South Dakota but in many rural parts of the United States<sup>2</sup> as well.

These declining enrollments were first evidenced about 1928 following the birthrate decline which began to take place in 1922. Because of this we are facing other phases of the problem in our rural school systems. Among these we are being confronted with excessive costs per pupil and the fact that with too few pupils one cannot attain the educational achievement of our American ideals. As an outgrowth of the above, another significant feature of the problem may soon emerge, namely, the reorganization of what is known as the one room rural school system.

- 
1. Kurlien, W. F., Basic Trends of Social Change in South Dakota I Population Tendencies, Bulletin No. 327. S.D. Exp. Sta. April, 1939. p. 10.
  2. Ibid 1. p. 21
  3. Educational Policies for Rural America, National Educ. Assoc. and American Assoc. of School Administration. Washington, D. C. July 1939. p. 6.

## B. Scope and Objectives

Until recently, educators and others dealing with the rural school situation have mainly emphasized problems of the school's internal organization, such as: the length of school term, teachers' qualifications, curricula, buildings and equipment, etc.

While many of these problems are still only partially solved,<sup>1</sup> they are conceived to be more or less in the field of technical education, and therefore do not properly come within the sphere of this thesis.

The objectives of this particular investigation are of a socio-economic nature, and are limited in scope to questions of school population, together with the implications growing out of the same.

There are, of course, certain underlying factors which have contributed directly to declining school enrollments.

Briefly, the more important ones are:

1. A rapidly falling birth rate since 1922
2. A declining farm population since 1920
3. The farm to city movement
4. The cessation of foreign immigration
5. The recent "slowing up" of interstate migration

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1. Note: Examples of internal problems taken care of in this county include raising teacher certification, (See Chart I appendix) and enrichment of South Dakota's curriculum from 1917 to 1953.

More specifically, the objectives are to present evidence to show that (1) there are problem areas in the county which have such small enrollments that it does not seem practical for them to operate (2) when schools have enrollments of five or fewer<sup>1</sup> pupils the costs are excessive, and (3) to advance a method for immediate adjustment that will evolve into a more permanent plan.

#### C. Methodology and Source of Materials

The following is in brief an outline of the method and source of materials used:

1. Case histories of school districts in different phases as problem areas have been compiled:
  - a. Closed districts in which low enrollments constituted a problem prior to 1940
  - b. Small schools with low enrollments which should close.
  - c. Other school districts in which declining enrollments soon may be problem areas.
2. Historical - Since it was necessary to analyze the organization and growth of the schools of Brookings County from 1882 to the present, historical documents of the county and state of South Dakota were used.

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1. Appendix - Letter of Feb. 1940. J. F. Hines, Supt. of Public Instr. for South Dakota.

3. Statistical - Data for this study was obtained directly from the County Superintendent's annual State reports compiled from teachers' and officers' reports, and Federal records.

## II. ANALYSIS OF THE BROOKINGS COUNTY RURAL SCHOOL

### A. Historical Aspects

1. Early Settlement and Population Origins

That section of Dakota Territory which became Brookings County was colonized as early as 1857 and permanently established in 1862. The first settlements were made from Medary, Oakwood and Hendricks. Most rapid growth took place during 1875-1885. Immigrants came from Minnesota, Wisconsin, and other eastern states in the same latitude as South Dakota. They were a set of thrifty people embracing



Norwegian, German, Swedish, Danish, and American stock. Since they were of a homogeneous group, many large groups settled in one vicinity. By 1925 the number of foreign-born immigrants had greatly declined. Table 1. (appendix).

South Dakota land was being surveyed by the national government into Congressional townships six miles square and on November 8, 1881, a special election was held to determine whether Brookings County should be organized into townships.<sup>1</sup> By 1883 there were within its borders 23 organized townships<sup>2</sup> which had been created by the board of county commissioners, authorized by the Legislative Assembly of Dakota Territory.<sup>3</sup>

That the early settlers believed that no community was complete unless religion and learning were maintained is evidenced in the early beginnings of a parochial school in 1869 at Medary settlement, in the establishment of a private school for the teaching of religion, reading, and arithmetic in the early '70's at the Lake Hendricks Colony, and the founding of a private school at Oakwood in 1876.<sup>4</sup>

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1. Brookings County Press, Brookings, S. D., Dec. 15, 1938.
  2. Minnesota Farmer, Published for Dakota Territory, St. Paul, Minn., 1883.
  3. Laws of 16th Legislative Assembly 1883 Dakota Territory, Bowen and Kingsburg, Yankton, S. Dak., p. 77.
  4. Brookings County Press, Brookings, S. D., July 18, 1929.

An analysis of any society always reveals the close connection between institutions and their culture. Therefore, let us note that the schools as primary social institutions were becoming recognized as necessary to a progressive community as early as 1875 when the County Superintendent districted parts of the county for taxation purposes, looking forward to the establishment of schools when sufficient funds would be collected.<sup>1</sup>

The Enabling Acts of February 3, 1889, which provided for the division of Dakota territory, also ordained the school system of South Dakota. Thus far, in Brookings County, the districts had been created by subscription according to the felt needs and desires of the people of a community as Section 63 of the territorial code had abolished districts, subdistricts, or territorial subdivisions of a school township. This act stated that "only division shall be this of the people and persons thereof and based as far as convenient and practicable and the township board shall permit changes from one school to another."<sup>2</sup> Now schools began to serve as the natural meeting place for all the people of the community as they were found to be adaptable for discussion of social as well as educational questions. Thus they took form, serving the people as a means to group ends.

- 
1. Revised Codes of Dakota Territory 1877, Bowen and Kingsburg, Yankton, S. D., p. 40.
  2. Laws of the 15th Legislative Assembly 1883 Dakota Territory, Bowen and Kingsburg, Yankton, S. D., p. 99.

## 2. Early School Systems

Dakota Territory enacted a drastic, compulsory educational act in 1863,<sup>1</sup> but the organization of the early school was very simple and adapted to the local community to care for religious training and the teaching of the three R's. Schools then were in session only two or three months at such times as rural work was not heavy. Short school terms and an enrollment including many older persons accounted for inconsistencies between the township census and large enrollments in the schools.

As new demands arose and tradition was broken, our educational system began to develop. As was already seen, the flexibility of this new organization allowed for adjustments in close cooperation with state advancement which meant longer terms, wider range of studies, and more teacher training. Educational acts were strengthened from time to time but only sporadically enforced until 1920, when the law placed enforcement in the hands of the Superintendent of Public Instruction.<sup>2</sup>

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1. Robinson, Doane, Encyclopedia of South Dakota, Will A. Beach Printing Co., Sioux Falls, S. D., 1925, p. 181.

2. *Ibid.*, p. 181.

Today our rural schools are confronted with small enrollments, with a great variety of ages, and often with only one pupil in a grade. This necessitates that work of all grades be done and keeps the teacher so occupied that little individual attention is possible. Furthermore, little time or equipment is available to teach such art, music appreciation or industrial courses.

### 3. Main Changes in Rural School Policy

Due to the fact that the settlers came largely from one part of the world, with common ideals and a heritage understood by all, they often settled together in one particular area in a township. Since these settlers came from eastern states of denser population, they carried over the "pattern" of the eastern schools in spite of our sparse population. However, since the townships were not patterned after the true eastern two-by-three-mile unit, but on a larger scale, it is noted that the 1891 law, authorizing the subdivision of the township districts into new districts,<sup>1</sup> had immediate influence; 22 townships in Brookings County started to break down (1892 to 1922) Table 2 (appendix), providing on an average, five schools to the township.

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1. Laws of Second Session of Legislature of the State of South Dakota, Free Press Co., Pierre, South Dakota, 1891, p. 127.

The result is that today the school district of Brookings County (Map 1) has, on an average, 26.8 quarter sections within its boundaries; two districts, #46 and #48 in Richland Township, each have approximately 45 sections, while #45 and #65 in Sinal Township, are the smallest with 16 quarter sections.

## B. Growth and Development of Present One Room System

### 1. School Census and Enrollments

In the state, a decline of 22,946 rural and urban elementary students occurred between 1933 and 1938<sup>1</sup>; likewise it is noted that the population of the state showed marked decline from 1935<sup>2</sup> to the present.

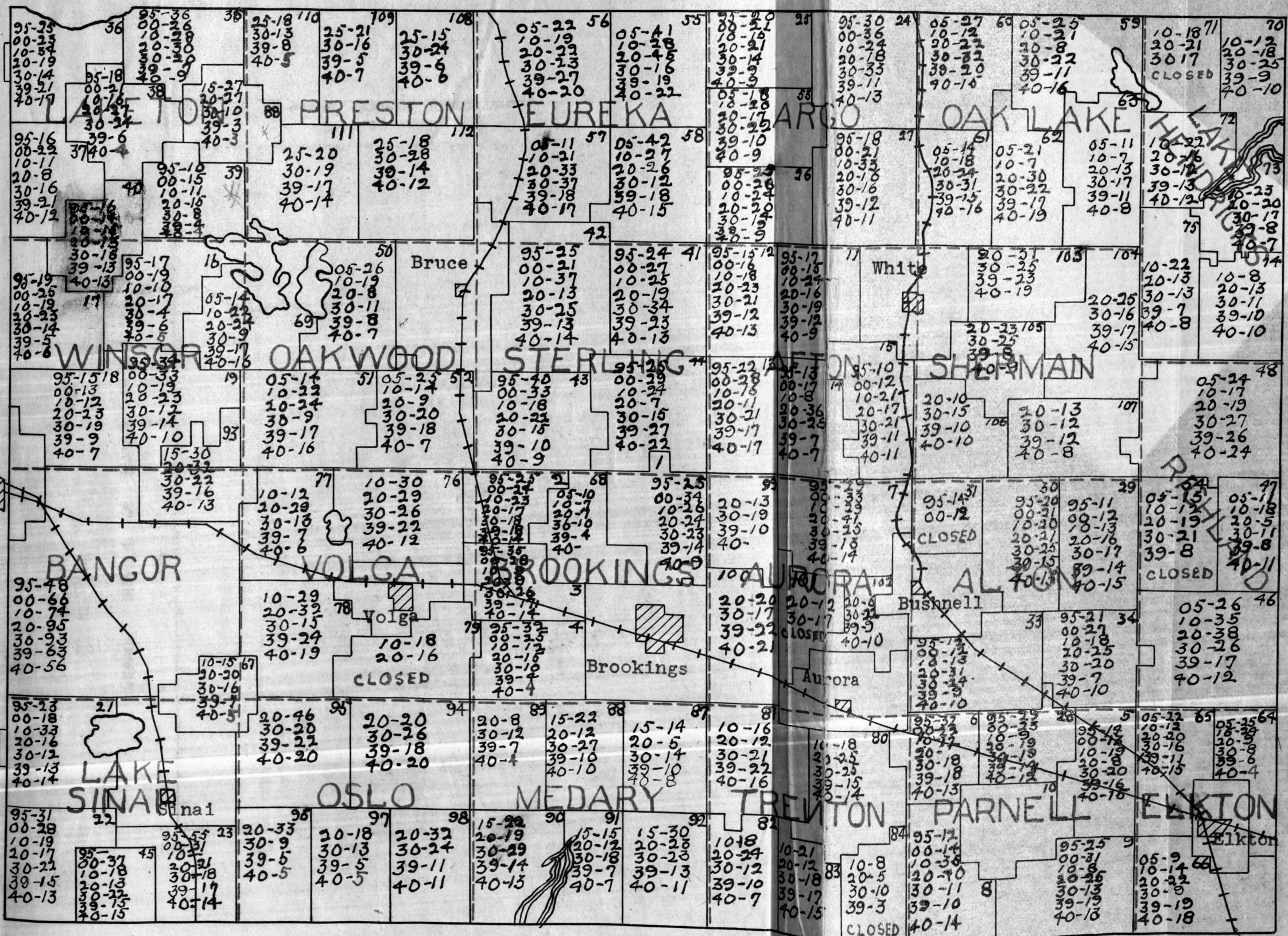
After 1892 and the breakdown into districts in Brookings County, the reliable records of census and school enrollments may be noted by 10-year period on Map 1. With an enrollment of 2,185 in 1927-28, a decrease to 1,398 in 1938-39 and the tentative enrollment of 1279 for the 1939-40 year, the downward trend is illustrated on Chart II. These figures (Table 3 appendix) have further indicated that in the last two years we have lost 6 and 6 per cent respectively or an average of 79 pupils per year for the last ten years.

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1. Department News, Department of Public Instruction, Pierre, S. D., October, 1939, p. 9.

2. Kuslien, W. F., Basic Trends of Social Change in South Dakota, I. Population Tendencies. Bulletin No. 327. S. D. Exp. Sta., April, 1939. p. 12.

ENROLLMENTS IN BROOKINGS COUNTY SCHOOLS 1895 to FEBRUARY 15, 1940



SOURCE: COUNTY SUPERINTENDENT'S ANNUAL RECORDS

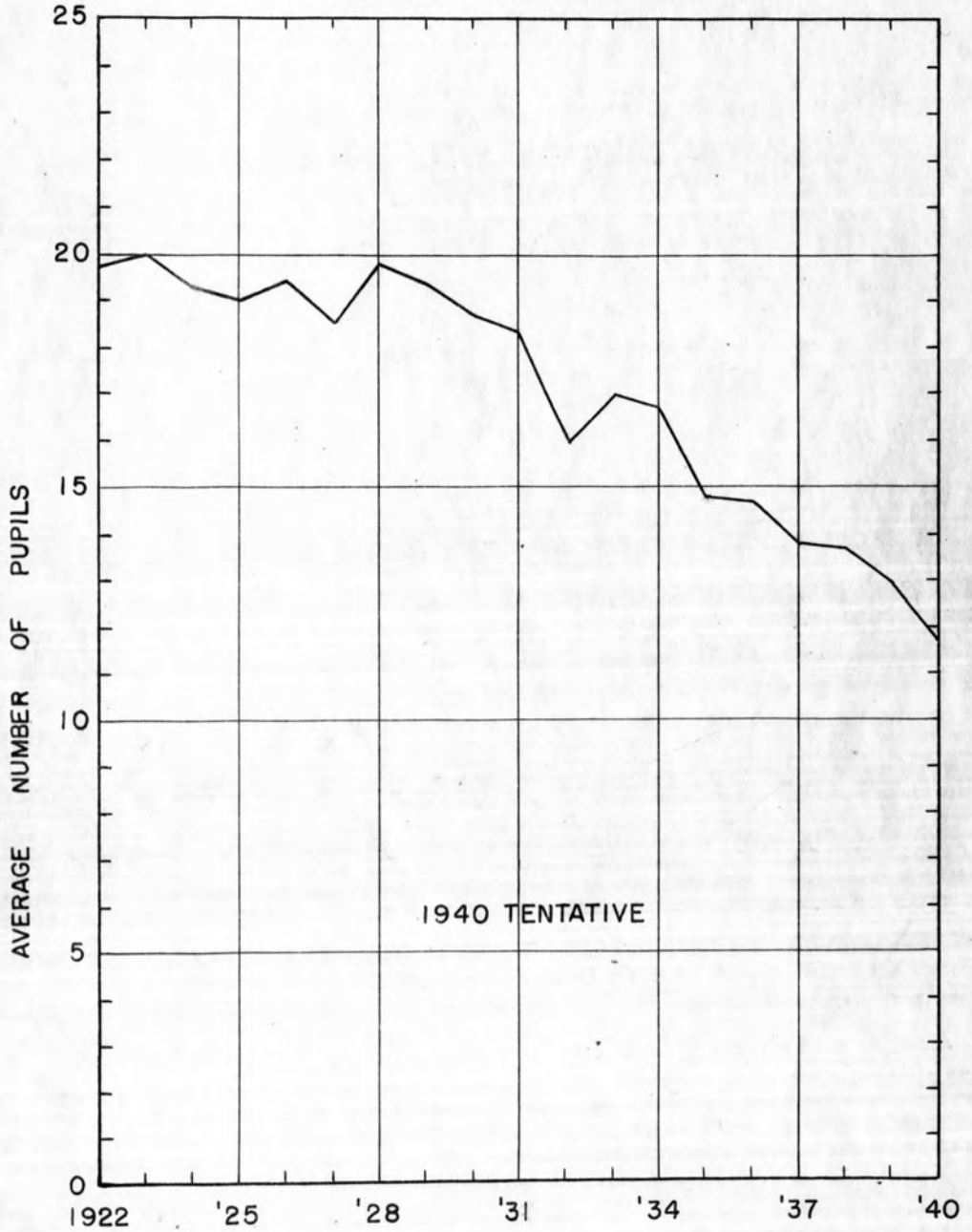
Legend:

Top figures ---- First reliable data for the district  
Even figures --- 10 year intervals

1939 figures ---- last official record  
Bottom figures -- unofficial, but most recent

### CHART II

DECREASE OF RURAL SCHOOL ENROLLMENT IN BROOKINGS COUNTY 1922 - 1940.



## 2. Problem Areas

The problem confronting us today was realized earlier by patrons of various school districts. In 1904 and 1905 District #31 in Alton township had only 1 and 6 pupils, respectively. In 1909 it had an attendance so small that the pupils were sent to the village of Bushnell. This was done by an agreement to pay a flat rate of tuition which in 1938 is recorded<sup>1</sup> as \$4 per month and which at no time has exceeded that amount. From an economic standpoint it was a gain for both schools, especially for Bushnell which at that time had tuition as its only sure source of revenue. From the social and educational viewpoints, both had a great deal to gain.

District #79 in Volga township began sending its children as tuition pupils to the independent district of Volga in 1927. This was done because each family having children of elementary school age also had high school students driving back and forth. Consequently, it was more convenient to send the younger children along with their older brothers or sisters. A flat tuition rate of \$5 a month was set and is still<sup>2</sup> in effect. The situation has altered since 1927 and now each pupil may no longer have an older brother or sister attending high school. Nevertheless,

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1. County Superintendents Annual Report, 1938-39.

2. Ibid.



there has been no agitation for the reopening of the District #79 school, the patrons evidently feeling that the richer educational opportunities of Volga compensate for the convenience of a school nearer home.

In District #71, in Hendricks Township, there had been an enrollment of 10 pupils during the 1934-35 term. Due to the movement of tenants, however, the next year only one second grade child remained in the district. This child was sent to Hendricks, Minnesota, along with the members of the family attending high school. Up to the present this school has remained closed, and apparently will remain so for some time to come as there are no small children in the community. Along with the schools which have been closed for some time, let us consider Districts #16 and #17 in Winsor township which were closed for only one year, 1935-36. At the close of the previous year, there were four and three pupils in Districts #16 and #17, respectively. It would have been logical for the two schools to have combined by common agreement, but neighborhood opinion was not ripe for the merger at that time. Consequently, the children from District #16 went to District #40, while those from District #17 attended a school in Kingsbury County. This arrangement did not work out very satisfactorily, and in 1936-37 both schools reopened with six pupils each. Since then the enrollment has been as follows: 1937-38, six and four; 1938-39, six and five, and at present, five and six. Map 1.

A. Case Histories of Closed Areas

Case History of District #84.

In District #84, south of Aurora in Trenton Township, a decided decrease in enrollment with corresponding increasing costs have taken place over a period of years (Table 4, appendix).

In 1938-39 District #84 sent its remaining three pupils to District #80 (Map 1) as tuition students. The receiving school wished to be paid in advance and arrived at the amount of tuition to be paid by District #84 by taking all of the expenses of District #80 for the previous year, subtracting the high school tuition and the book bill and then dividing by the resident pupils, or  $x$  quantity. Next they took the cost of operating the school in District #84 the previous year and divided by the number of resident pupils of that district, which equaled  $y$  quantity. Thus,  $x$  plus  $y$  divided by nine months was the amount to be paid the first year. For the current year of 1939-40, they again referred to the total expenses for the year of 1938-39 for District #80, subtracted the tuition, and divided by the number of resident pupils plus the tuition pupils.

During the 1936, 1937, and 1938 school terms the average cost of operating District #84 amounted to \$602.40. Although there were only three pupils in 1939, as compared with five in 1938, the cost of operating the school would probably have

remained about the same. The tuition paid to District #80 amounted to only \$188.57. In other words, a total of \$413.83, or \$137.94 per pupil was saved by closing the school and sending the remaining pupils to the neighboring district. Chart III indicates average cost per pupil is already lower than the county average in the first year of trial.

#### Case History of District #101.

To further study decreasing enrollment and the financial expediency of closing school, let us view the problem of District #101 east of Brookings in Aurora Township (Map 1).

Due to the moving of several farm tenants during the 1935-36 and 1937-38 terms, there were only three pupils left to attend the school by the fall of 1938. A verbal agreement was made with the neighboring District #100 to pay a flat rate of \$3 per month. One pupil desired to go to Brookings, and there the flat rate of \$5 was paid. The total tuition cost during the 1938-39 term was only \$147.65 as compared with the 1937-38 operating cost of \$999.40.

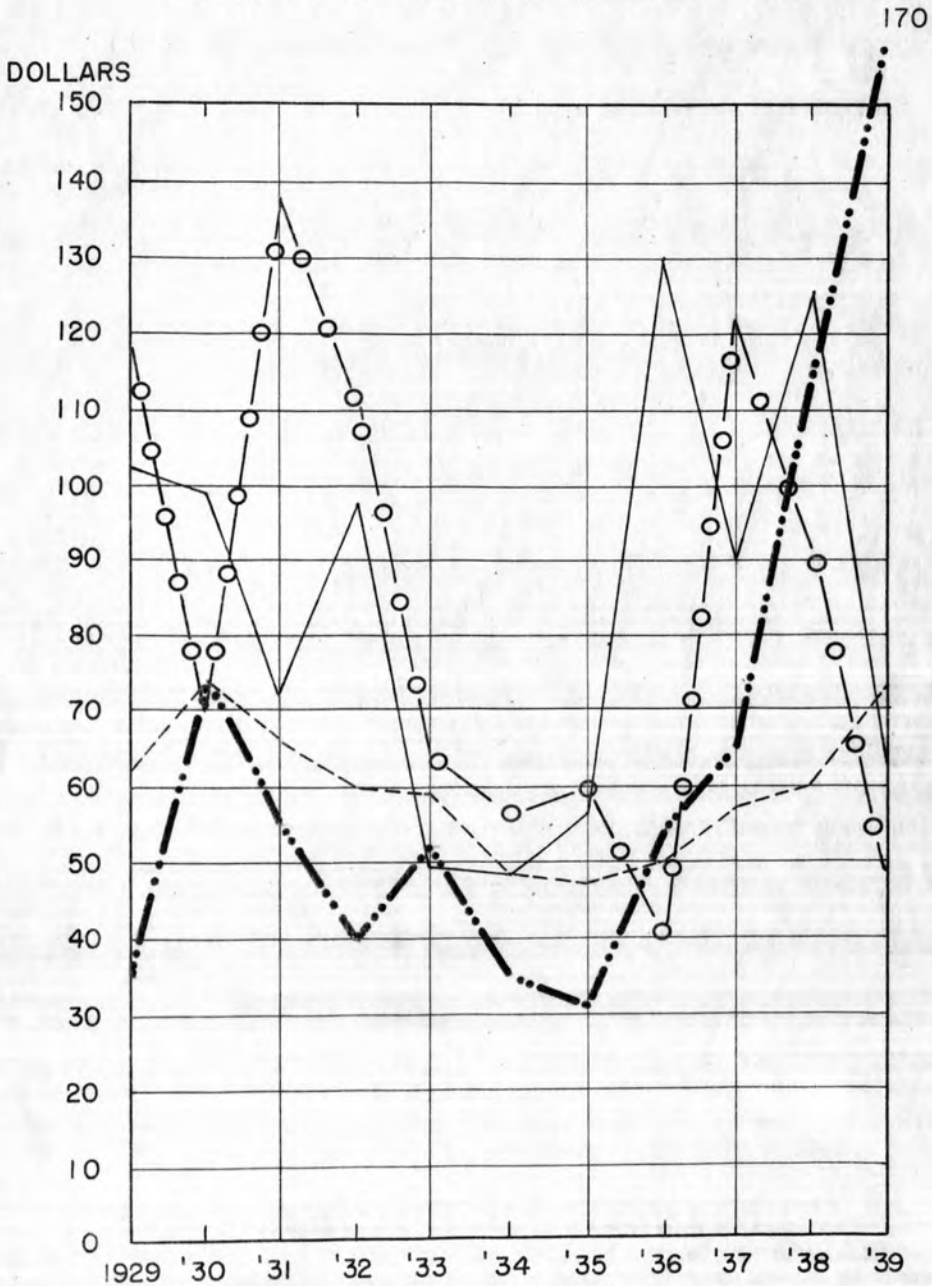
(Table 4, appendix.) While the school was in operation the cost per pupil in District #101 was considerably above the county average. Chart III. After the school was closed the cost per pupil dropped well below the county average.<sup>1</sup>

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1. In an interview with this board it was learned that they feel well satisfied, and would not consider reopening when they are able to share in this cooperative enterprise.

CHART III

COMPARISON OF COST PER PUPIL IN SCHOOLS WITH DECREASED ENROLLMENT TO BROOKINGS COUNTY AVERAGE



LEGEND:

— COST PER PUPIL IN DIST. 84      -·-·-·- 54  
 - - - - COST PER PUPIL IN COUNTY      ○-○-○ 101

SOURCE: OFFICERS ANNUAL REPORTS, 1929 - 1939.

P. 46 (4)

### Case History District #54.

In District #54, north of Elkton in Richland Township, much the same situation is found as in other districts where the school has been closed. (Table 4, appendix).

After graduation in 1938-39 only three children remained to attend school. Since all three children belonged to one family and since they resided one-half mile closer to the neighboring school, the board began to study the possibility of sending them to that school.

Even though District #54 was able to operate at lower than average cost per pupil in 1936, an upward swing in costs was noted after the enrollment declined (Chart III). Accordingly, District #54 decided that it would be more economical to combine with District #29 in Alton Township. For the 1939-40 term a contract<sup>1</sup> was drawn by the present States Attorney of Brookings County and given to both districts. The contract specified that tuition was payable at the end of the year, and that it should be determined by taking the total expense of the year, minus the high school tuition and divided by the number of pupils actually attending.

#### B. Small Schools with Low Enrollments

As a sample study let us view some of the districts that

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1. See appendix.

may be considered "danger spots" since their enrollments have dropped to five or fewer pupils. District #38 has, over a 10-year period, kept quite close to the county average cost per pupil. From 1930-33 its operating cost per pupil was actually below the county average. By 1939 the cost per pupil had doubled and was almost twice the cost of the county average. (Chart IV). District #39 presents the picture much more vividly because the cost to operate for so small an enrollment has almost tripled that spent for the average child in the county. Since 1935 District #38 has had a decided upward trend in instructional and maintenance cost (Chart IV), which has also tripled over the county average. This indicates that the many one room schools are fast becoming inadequate in coping with the decreasing population (Table 5, appendix) and that they will eventually face the same problems met by districts already closed.

G. Other School Districts Which May Become Problem Areas

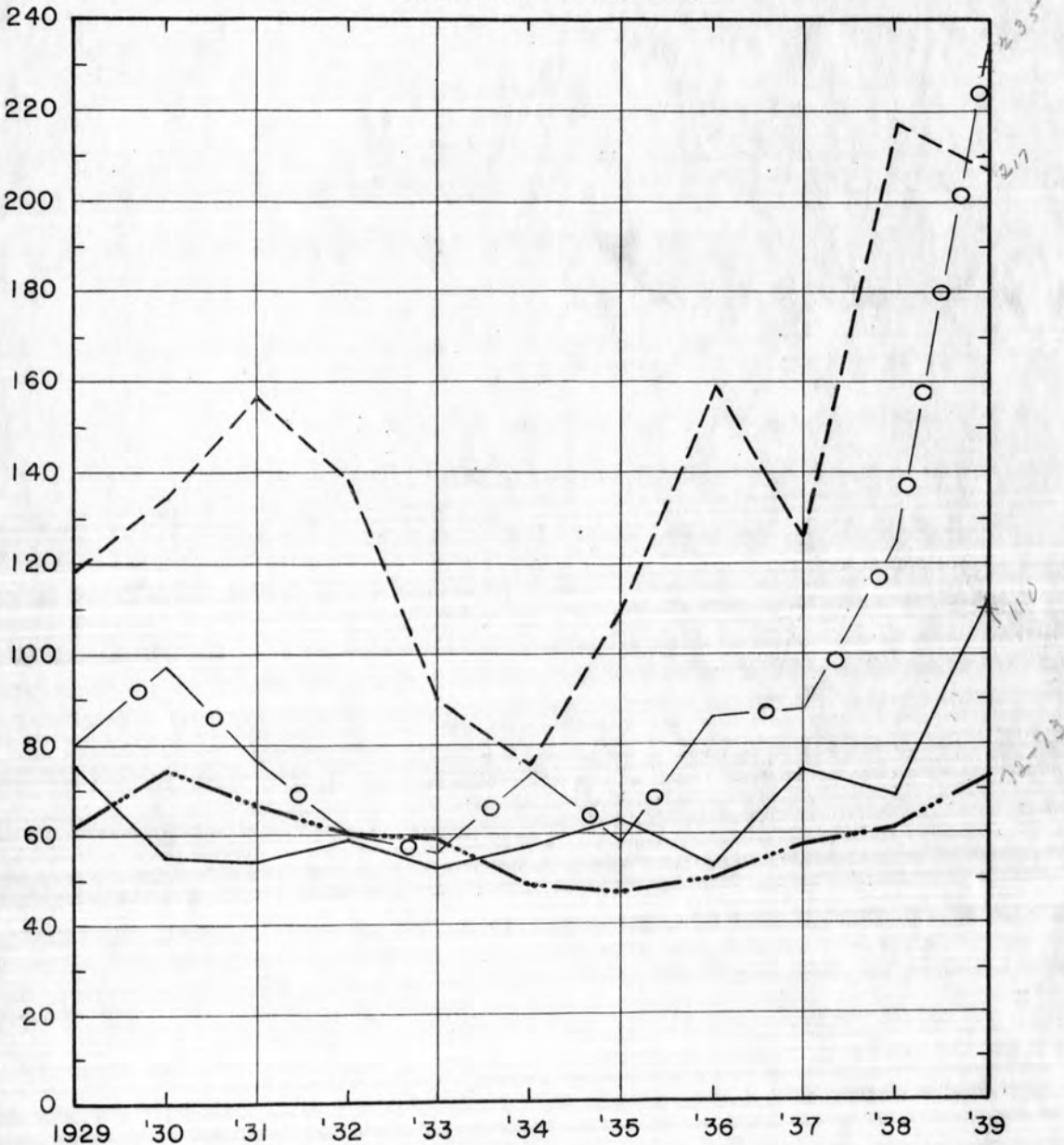
To further study the problem a sampling might be made of an area that is fast approaching the danger zone and is already aware of this fact, i. e., Hendricks Township. Districts #73, #74 and #75, could make a logical combination. A study of

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1. Note: I am considering schools as "danger spots" wherein the enrollment is five or fewer, in conformity with the basis mentioned in the letter of State Supt. Feb. 1940 (appendix).

CHART IV

COMPARISON OF COST PER PUPIL IN SCHOOLS WITH DECREASING ENROLLMENT TO BROOKINGS COUNTY AVERAGE. (SCHOOLS OPERATING)

DOLLARS



LEGEND:

COST PER PUPIL

- DIST. 39
- DIST. 86
- DIST. 38
- ..... COUNTY

SOURCE: OFFICERS ANNUAL REPORTS, 1929-1939.

their costs of operation for a 10-year period (Table 6, appendix) reveals the same trend of higher costs per pupil as has been found in the other districts. So in viewing Map 2 we have some idea as to what we may expect to happen to these schools as they see that pupils can be transferred advantageously to near-by districts.

### III. SUMMARY AND CONCLUSIONS

#### A. The Problem and Its Evidence

Thus, the declining population in Brookings County's small one room rural schools indicates that this social institution is rapidly becoming unfitted to attain the objectives of elementary education. Thus far, material changes have been and are readily accepted while changes in social institutions, regulations, and customs have been slow to develop. However, social changes require construction of social ideals first.

Because the rural district with its elementary school has in the past been the first unit in starting a public school educational system, we look to it again in choosing a means to preserve that social institution which it represents. Since social changes in relationship to the school can be brought about by successful participation in a continuous adjustment to social needs, situations, persons, or groups of persons, by using constrained adaptation, accommodation, integration and some toleration in infusing some new plan, the alternatives of which might be cooperative operating schools, county or central schools.



The data I have already presented explains why I wish to advocate a solution that would adjust to the decreased enrollment by equalizing the number of children among the schools and also be operating less schools at a possible minimum cost. It is my contention that some cooperative system should be set up now, given trial, and accompanied by a continuation of the present system because we must train the citizens of the future to investigate and analyze so that a widening program may be inaugurated as the new system progresses. The plan must create opinion friendly to new institutional arrangements and must encourage social as well as educational inventiveness to meet the demands of the school population we are to have in the future because "society cannot burden itself with all the traditions of the past and hope to solve the disturbing problems of the present."<sup>1</sup>

There is reason to believe that at one time nearly all of the one room schools in Brookings County were really needed. With the more recent improvement of roads in the county, however, it seems that an acceptable solution might evolve by which the 106 schools now open, or the one-time 112, could now take the steps toward such combination as in time will aid in determining the larger units.

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1. Landis, Paul H. and Judson T., Social Living, Ginn and Co., Chicago, 1938. p. 224.

## B. Possible Solutions to the Problem

### 1. Short Term Plan for the Transition Period

In proceeding to set up a cooperative system for immediate operation for those schools with five or less pupils,

"There is no reason why the district which does not operate a school should lose its identity. As a matter of fact, we have a provision in the law for taking care of unorganized districts and there has been talk at numerous legislative sessions of permitting the disorganization of districts so that they might become unorganized territory and thus be under the county commissioners. So far it has never reached the stage where we could anticipate a bill."<sup>1</sup>

In planning for amalgamation, who is to recommend that this step be taken? It may be advised by the County Superintendent, or the patrons and board of a district may themselves see the need, and carry out the plan, for,

"It is entirely possible for school districts to abandon their schools either by (1) not selecting a teacher, or (2) by closing the school on motion of the board, or (3) through the instruction of the electors at their annual meeting. If they do so in any of these ways the board or electors at the annual June meeting may assign the children to schools in another district and may then pay whatever cost of tuition may be agreed upon by the districts involved just so it does not exceed the annual average per capita cost computed by the County Superintendent."<sup>2</sup>

- 
1. Letter from State Superintendent of South Dakota, November, 1939.
  2. Ibid.

These steps are duly authorized by law<sup>1</sup> and are in operation to some extent throughout the state.

In connection with this plan, one of the first questions which arise is the one concerning transportation for the children from the closed school. In answer to this I cite a letter from the State Superintendent of Public Instruction who states that "the board would not be obliged to pay it (transportation), however, unless the distance exceeded four miles." Moreover, numerous Attorney Generals' interpretations thus far have held that the payment of transportation costs is optional unless the distance is more than four miles,<sup>2</sup> when it is authorized by law.<sup>3</sup>

In the matter of the present closed schools within this county, the matter of transportation has been taken care of in accordance with this law either by verbal agreement or contract between the board of the closed district and the parents.

Since no district is to lose its identity, it seems that for the present the support of the schools should be handled as if each school in the combination were operating independently. The closed district at its June meeting would continue to levy taxes to cover the tuition and transportation costs

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1. Revised Code of Public School Laws, 1939, Will A. Beach Printing Co., Sioux Falls, S. D., Sec. 15.3006 and .3007, p. 115.
  2. Letter of Supt. Hines, State Supt. of S.D., Nov. 1939
  3. Revised Code of Public Schools Laws, 1939, Sec. 15.3402, p. 127

and should continue to receive the state apportionment on the present basis of the number of persons of school age within the district.

In addition, I believe that a uniform legal contract blank should be drawn and properly filled out by the County Superintendent or States Attorney and filed with the Superintendent and both the contracting boards.

From my study of this problem I do not believe that there should be legal restrictions as to the minimum and maximum area that must be embodied in the new area. In recasting, an attempt to keep the larger units within the old township lines seems impossible since combinations are made to accommodate distribution of children to conform to natural barriers, to equalize the transportation distance, to take into consideration the teaching load, and to attempt to use the best building of the group. Map 2 shows areas in which small enrollments have already been recognized as a problem and in which decreased enrollment will soon precipitate problems. Actual combinations for 1940 and probable ones for the next three to five years are listed below. The possible combinations have been given careful consideration by the present County Superintendent and myself and they seem plausible in a trial of this type of reorganization.<sup>1</sup>

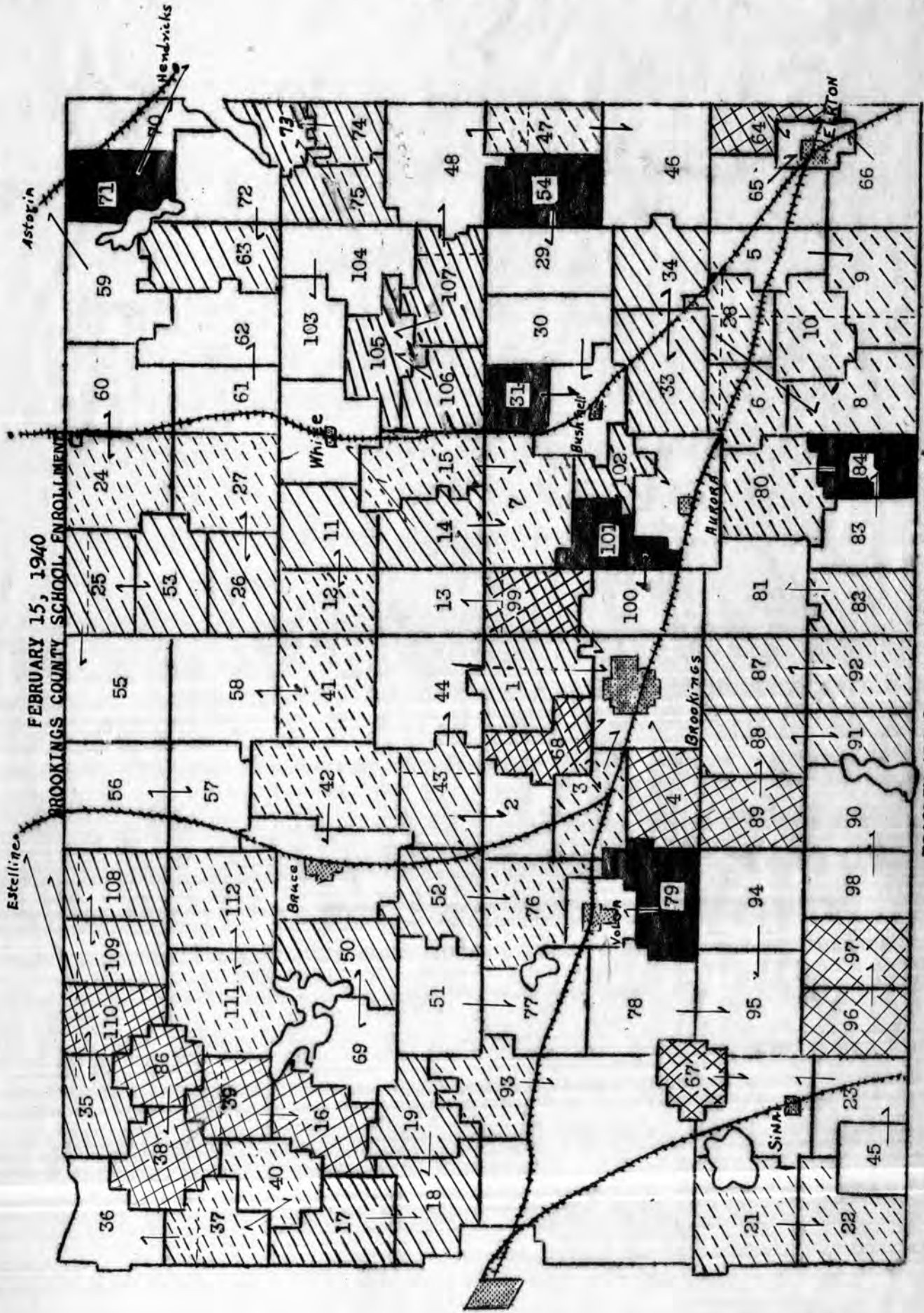
In the Laketon area, District #36 will have one pupil for 1940-41 while Districts #38 and #39 will have four pupils each. All could be cared for in District #38, but in the event

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1. See p. 54 in Appendix.

FEBRUARY 15, 1940

BROOKINGS COUNTY SCHOOL ENROLLMENT



PROBLEM AREAS and POSSIBLE COMBINATIONS

■ CLOSED DISTRICTS

that the board members do not agree to this, #39 will no doubt continue alone for some time. If the southern two and one-half sections of District #39 ever become inhabited by families having school children, this district could combine with District #16 in Winsor Township. District #40 of Laketon-Winsor is in a swampy section and can scarcely expect to combine with any area other than the southern part of Laketon #37 since both have pupils residing at least six miles from Arlington Independent. The northern part of #37 and District #36 could combine while Laketon #35 and Preston #110 would make a convenient combination. However, #110 with three children in the same family residing one mile south of the bus route into Estelline Consolidated, is attempting to send these pupils there for the next year. This leaves #109 and #108 to combine, or more likely, to go to Estelline. Preston #111 and #112 could combine using either school building. However, some of the pupils would probably go to Bruce. Since #16 and #19 are separated by a dry lake bed, it seems that #17, #18, and #19 could combine and hold school in District #16.

Oakwood Township could consider #50 and #69 as a combination using either school, depending on the location of the pupils at the time of union--distance would be the big barrier to overcome in either event. District #51 could best combine with Volga #77, and District #52 with Volga #76, thus putting them in direct connection with the town of Volga,

which in either case would merely be a matter of distance, weighed against advantages to be considered.

As to the remainder of Volga Township, District #78 could do what the neighboring school, District #79, is already doing and so send the pupils to the Volga independent district. The southern sections might combine with Oslo, Districts #95 and #94.

The neighboring township, Bangor, has not broken away from the original township plan of one board for the four schools operating there. Since District #93 is composed chiefly of land from that township, it seems that through combination, arrangements could be made to operate a few less schools in this area.

In Sinai Township, District #67 with only five pupils for next year, may eventually send its pupils to Sinai as tuition pupils. For the present, however, it is not probably that the parents will consider driving into the near-by town of Sinai each day when these older pupils can easily walk to their school. Districts #21 and #23 could eventually combine and use the advantages of a big modern building in #22.

District #21, however, has made inquiry about erecting a new building since they have a considerable number of preschool children in the district. It is my contention that if this district does not build for a few years, it may benefit from the experience of these schools that already combined and are true advocates of the plan.<sup>1</sup> In this same township,

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1. District #101, Aurora Township

#45 and #23 could combine and use the school in the latter, which is more centrally located in the two districts.

In Oslo Township, Districts #96 and #97 could combine and send the pupils to #97 where the larger building is located. District #98 could best combine with #90 and #89 of Medary Township, using the modern school of #80. Many pupils of District #87 of Medary would no doubt come to Brookings, but the southern part could combine with #92. The other two districts in Medary, #91 and #88, located on the river bottom, would make a poor combination. When their school enrollment is so small as to warrant closing, they will probably send their remaining pupils to some school already in a union.<sup>1</sup>

Conceivably, all of the districts in Brookings Township might send their pupils as tuition students to the Brookings independent district. For some of the districts, however, local factors may cause some other alternative to be adopted. As some of the poorest swamp roads in the country are located in District #4 there is little likelihood that the district will combine with any other district in the township. Accordingly, when District #4 is closed the remaining pupils will come to Brookings. When enrollment decreases to the point of closing its school #68 might also send its remaining pupils to town. There is a possibility, however, that #68 may choose

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1. Note: At the present writing, District #91 is actually considering such a move in the future, providing a new road and bridge are built.



the alternative of uniting with #3. Although relatively close to both Brookings and Volga, poor roads and river lands make it difficult for district #2 to send their pupils to the town schools. As this district has a new building it may eventually draw pupils from the southern section of District #43 in Sterling Township. The remainder of the pupils in District #43 may go to the town of Bruce. Possibly the eastern part of the district may send its pupils to #44. This is unlikely, however, since #44 in the event of closing its school will no doubt send its remaining pupils to Brookings.

Eureka Township now operates schools that are apparently in no immediate danger of low enrollment, but could make the following combination: #56 and #57 could unite, while #58 could join #41 to the south in Sterling Township. The remaining District, #55, could absorb the northern section of Argo, District #25.

The rest of Argo could make a combination of #53 with the remainder of #25, while Districts #26 and #27 would make a good union.

In Afton Township, Districts #12 and #11 could combine, but in all probability #11 will be the first to close and will send the remaining pupils to White. In a few more years District #12 will probably face this problem and likewise send their pupils to White. Districts #14 and #15 would make a logical combination, but since both have small buildings,

it is likely that pupils from their districts will go to District #7 in Aurora Township and to White. Afton #13 and Aurora #99 can make a partial combination, but #7 and Brookings independent would probably take some of the students.

In speaking of District #7, commonly known as Fountain School, one might mention that up to 1937 it was a two-teacher school offering ninth and tenth grade work. Increased enrollment from surrounding districts might again revive the secondary work offered there. On the other hand, Fountain might work out some union with the village of Bushnell as it seems evident that for the next school year Bushnell is to sacrifice<sup>1</sup> one of its three teachers in an attempt to cut expenses.<sup>2</sup>

District #101 in Aurora Township, studied as a closed school, has had pupils attending Brookings Independent and at present has two pupils attending in district #100. Tuition within reason will be paid by #101 to that school the pupil most desires to attend, and since it finds that this plan is working satisfactorily there is no desire to reopen. It is obvious that if enrollment decreases, District #100 will send its pupils to Brookings.

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1. Recommended by an Approved Public Accountant, July, 1939.
  2. Note: At the present writing, Bushnell cut teachers' wages drastically and hired three teachers again for 1940-41.

In Trenton Township, #81 and #82 could combine, but distance and bad roads at present would prevent them from going to #81 which has the better school. However, when the time arrives for alarm over the situation they may be able to send the few pupils into an already existing union. District #84 has already sent its three pupils to #80; but by including #83, it might be that the school in #84 would become a center with the possibility, too, that some of the pupils from #80 would attend school in Aurora.

Neighboring districts in Parnell Township, #6 and #8 together with western portions of #9, #10 and #28 could combine, but some students would always go to Aurora. Districts #5 and #9 could combine or send their pupils into Elkton. District #33 would no doubt send some pupils to Bushnell and Aurora, but could very easily combine with #34.

Alton #31, long closed, has sent its pupils into Bushnell, which procedure is also most logical for #30. District #29 has already accepted the three pupils from #84 of Richland township, for the year 1939-40, and apparently this is a satisfactory arrangement.

In Sherman Township, #106, #107 and #105 would make a good combination with the center at #105, also considering the possibility of White drawing a few students. Districts #103 and #104 could combine, using the school building in District #103. For these districts there is also the alternative of sending the pupils to White.

Oaklake #62 and #61 present opportunity for union and the use of the modern school (1939) in #62. There is the possibility, however, of #61 sending its pupils to White. Oaklake #60 could transfer west to Argo #24 with that as a center since a new building was erected there in 1939. District #59 could and would no doubt send its pupils to Astoria in the county to the north.

In Hendricks Township, #71 has since 1935 had one pupil attending in Hendricks, Minnesota. While District #70 might combine with District #71, in all probability they, too, would attend the town school. Since there are hills to the east, District #72 would best combine with District #63 in Oaklake Township.

The remainder of Hendricks Township, Districts #73, #74, and #75, now beginning to realize the problem that will confront them in a period of five years or so, are already watching the schools participating in cooperative unions.<sup>1</sup> One board member suggested that in case of combination, #73 would be the best center; another member, however, stands staunchly for maintaining their own separate districts, which means that traditional ideas will have to be broken if a cooperative union is to be made.

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1. These suggestions and facts were gained through an interview with a board member in District #74. This board member is aware of the fact that declining school enrollments is going to force combination of schools and they must be ready to take the step when confronted with the problem.

Richland Township, #48, in itself contains so much land in a hilly section of the country that with a large enrollment for some time to come it will be sufficient to itself. It might also receive some pupils from the eastern half of District #107 in Sherman Township. District #47 could also send pupils there while the remainder could go to #48. Since the enrollment there is fairly large District #48 will possibly maintain its own school for some time.

The town of Elkton is faced with the necessity of constructing a new school building. As there is a strong possibility that several districts will eventually send pupils to Elkton, the independent district of Elkton may seek to align itself with these districts before the building program is started. Such districts which may send pupils to Elkton are within that township and include #64 with four pupils at present; #65 and #66.

Now that a tentative plan for the present school population within Brookings County has been set up, it must be realized that in considering a problem of such complexity, the surest progress toward the goal of reorganization cannot be achieved by a single sweeping move, but by a gradation of steps taken in order. Nothing suggested in this study is to mean changes in the existing school system other than those which would and could be made purely upon the initiative of a local community and through the ability of the group to

readjust itself to the constantly changing social conditions that are at work.

Measures to carry on such a plan should at first include an opportunity for the County Superintendent to present the plan to the school board members at their annual meeting. A bulletin might be issued to them at that time showing advantages and possible disadvantages of schools of the county which might enter a cooperation for the ensuing year. Such statements would act as a preliminary entrance in somewhat the same manner as is provided in the state of Kansas.<sup>1</sup>

A brief study of the Kansas school laws shows that upon the adoption of a cooperative program, none of the acts

"shall be construed as terminating the separate corporate existence of any cooperating district or as altering existing law governing school district finance except to authorize and require each cooperating district to include in its budget for the next following fiscal year the proportion of the cost of such cooperative program in the amount and for such items as have been agreed upon in accordance with the provisions of the act."<sup>2</sup>

## 2. From a Long Term Viewpoint

In many states, the distinctive color of the traditional "little red school house" dotting the countryside

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1. Kansas School Law, Revised, Section 2 (72-917), p. 96, Kansas State Printing Plant, Topeka, 1937.
  2. Kansas School Law, Revised, Section 7 (72-922) p. 97, Kansas State Printing Plant, Topeka, 1937.

has already been replaced by streamlined busses carrying pupils to and from consolidated schools. Modern educators are in agreement as to the superiority of the social and educational offering of the large consolidated school over the one room school. There is also the desirability for providing rural boys and girls with education and social advantages that is equal in quality to that which is available to the non-farm child. So far no satisfactory solution for South Dakota has been advanced.

My plan of combination for this county already points toward a concentration, with the towns as centers, upholding the theory "if children are to have adequate educational opportunity, they must be brought together in relatively large numbers."<sup>1</sup> Thus, social as well as educational advantages would be equalized for the rural and urban children.

Assuming that the town schools might eventually draw rural pupils within a six-mile radius, Map 3, one notes that little territory would be left outside these zones. Due to topography, part of Laketon Township might conceivably remain isolated. However, better roads and bus service may in time overcome this. Since keeping within township lines does not

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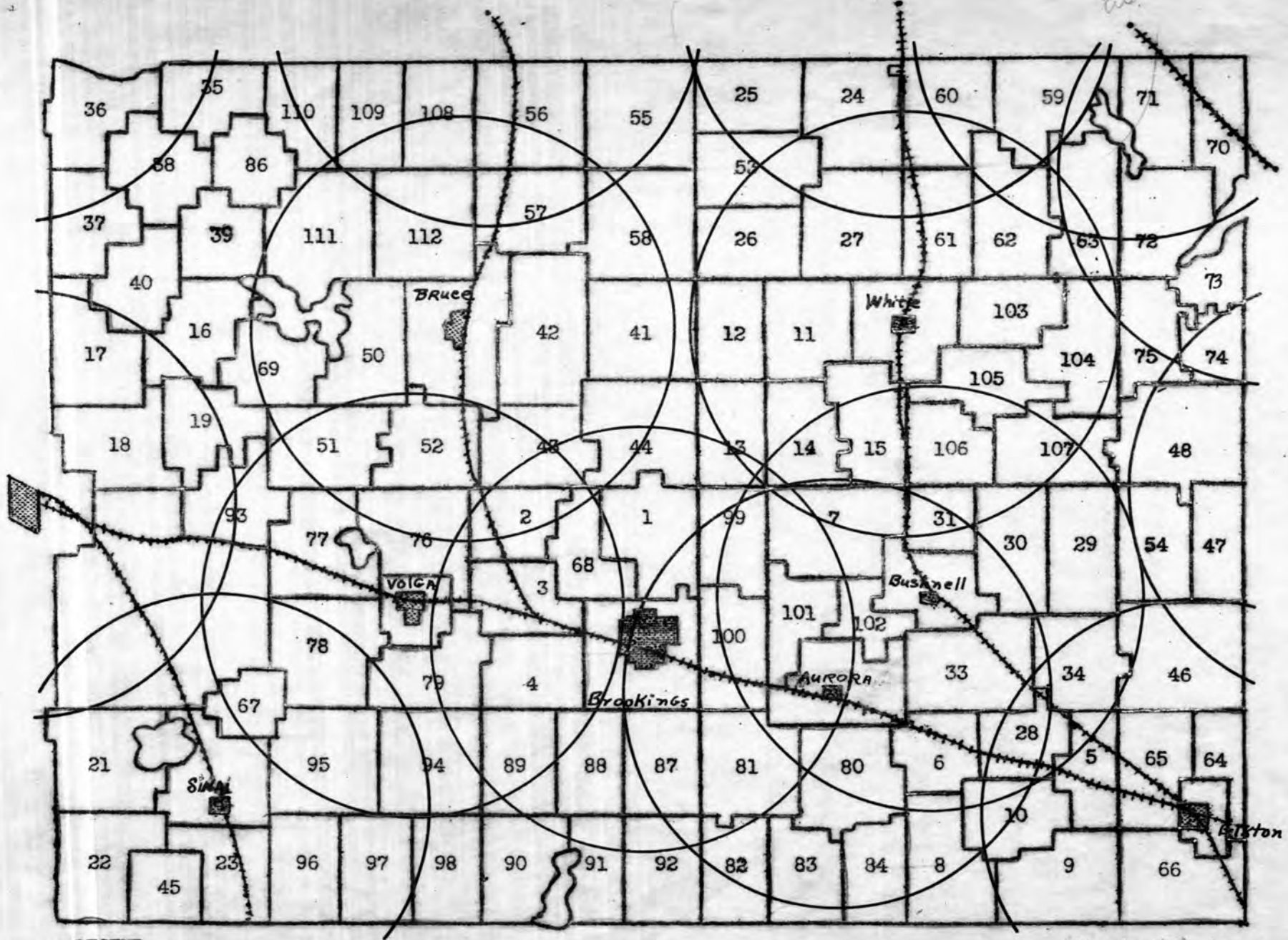
1. Educational Policies for Rural America, National Educ. Assoc. and Amer. Assoc. of School Admin. Washington, D. C. July, 1939, p. 7.

seen feasible, centralisation may take place somewhat as it has in Kansas--through a temporary consolidation of districts by authority of the County Superintendent or the vote of the electors.<sup>1</sup> Another approach to the ideal may be reached through the organization of the county unit, "which permits the planning along community lines while utilizing existing facilities most economically during the development process."<sup>2</sup>

It is thought that benefits of this organization could be realized without necessarily depriving local communities of some control over school affairs. However, opposition to so far-reaching a reorganization makes it impossible until communities are ready for greater centralization and until the advantages of a larger unit have been more generally accepted. An added alternative, that of superimposing a central school district on the elementary school district may be used as this scheme has been made permissible by law in other states.<sup>3</sup>

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1. Kansas School Laws Revised, Section 7 (72-901) p. 92
  2. Thrun, F. M., Rural School Organization in Michigan. Bulletin 229, Agr. Exp. Station, Mich. State College. Jan. 1933.
  3. See Montana and Nevada School laws for illustration.





Map 3

37

LEGEND

CIRCLES - SIX MILE RADIUS

POSSIBILITY OF CONCENTRATING SCHOOL POPULATION IN TOWNS

*W. Anderson*

Throughout this thesis I have attempted to analyze the rural school situation in Brookings County with a view to finding a solution for the problem resulting from declining rural school enrollments. I have attempted to present a progressive procedure for coping with this problem.

Social progress demands that the schools, even though they pass on the most worth-while culture heritage, must not cling to tradition too closely, but must anticipate the benefits in the larger contacts of life. In other words, the needs of the future are not those of the past. When institutions can no longer adequately meet the needs for which they were created, they automatically are due for reorganization.

However, no plan will solve the problem once and for all. It appears that we cannot go far in the solution of one problem before it merges into other problems--that is, better schools mean better roads for transportation, further consideration of taxation, and so on endlessly. Isolation of the farmer has led him, through the very life he lives, to become independent and this spirit frequently asserts itself with reference to school affairs. Democracy has been interpreted to mean that a community shall have as poor or as good a school as it wished. Therefore, we must get an orientation in the larger social whole through cooperation and bring about control and realize that the old neighborhood

and community can no longer exist intact since all ideas about education are based upon ideas about society even where no social theory is consciously expressed. It is through the instrument of education that we consciously design a culture toward which we desire to move because we see more promise for social cohesion in the new or projected pattern than in the present organization.

The district system is becoming a case of democracy defeating its own ends. It seems that conditions such as those existing in Brookings County can be altered only by enlargement of the district by (1) a cooperative plan until growth provides some form of (2) county unit, a consolidated, central or union school. I have presented a plan of equalization that would tend to give to the school of the future, the following advantages:

1. Equalization of the number of children in the schools by maintaining flexible attendance areas.
2. Broadening of social relationships in the community as well as in the school.
3. Advancement of the element of competition by larger groups and better class room situations.
4. Adaptation of school work to individuals which is a less difficult task in larger groups.
5. Enrichment of the curriculum with more opportunity for teaching special or appreciative subjects.
6. More adequate supervision which will be facilitated because distribution and location will be concentrated in fewer schools.
7. Enhanced teaching efficiency which will result from raised requirements of teacher certification.

8. Decreasing pupil cost.
9. Widening of recreational opportunities.
10. Addition of health service; possibly a county nurse.

At present my plan for adjusting the rural school system to modern conditions through centralization is likely to be more satisfactory if the people concerned take an active part in choosing between continuing the old system and giving trial to the solution offered. Obviously, the ultimate solution must come largely through the people who reside in each community. The problem confronting us can be solved by keeping the present social scene intact and by making a change in social perspective in the communities concerned.

In spite of present changes we must bear in mind that the school system has been a true social institution because it: (1) satisfied a vital need, (2) it was a form of social organization, (3) it had group sanction, (4) it has maintained, up to now, a degree of permanence, (5) it is a form of social control, and (6) it maintains a form of social behavior. At best it was a miniature society which we want to keep alive by attempting to formulate a solution to cope with the growing inadequacy of the one room school system confronted with decreased enrollment.

**Appendix**

CERTIFICATION OF BROOKINGS COUNTY TEACHERS  
(1895- -1940)

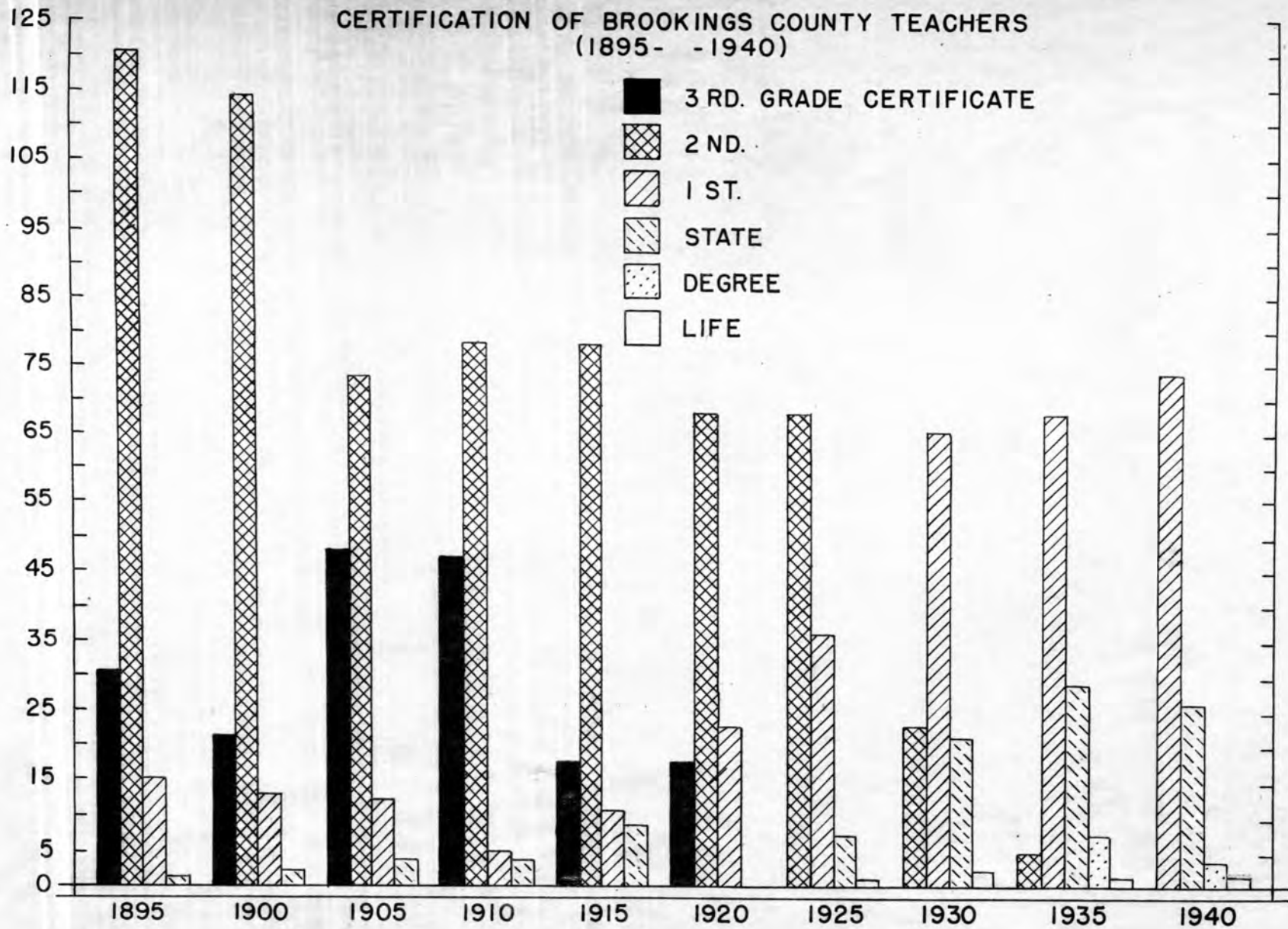


CHART I

SOURCE: COUNTY SUPERINTENDENT REPORTS, 1895-1940.

**Table 1**  
**Nationality Groups and Number of Immigrants to South Dakota**

	1890	1900*		1925**
Norway	1,546	1,382	Norway	487
Germany	297	485	Russia	825
Denmark	169	269	Holland	150
Sweden	158	187	Scotland	53
Canada	163	145	Poland	26
Ireland	167	117	Ireland	45

**Source:**

\* 11th and 12th Census of U.S. 1890-1900

\*\* 4th Census of the State of South Dakota 1925

A STUDY OF THE IMAGE OF VOCATIONAL  
 EDUCATION IN SOUTH DAKOTA SCHOOLS

by

Melvin T. Simek

Table 2  
Breakdown of the Township to District System

Year	Township	District No.
1892	Brookings	1, 2, 3, 4
	Parnell	5, 6, 8, 9, 10, 28
	Aurora	7
	Aiton	11, 12, 13, 14, 15
	Winsor	16, 17, 18, 19
	Lake Sinai	21, 22, 23
	Argo	24, 25, 26, 27
1893	Alton	29, 30, 31, 33, 34
	Laketon	35, 36, 37, 38, 39
1894	Laketon-Winsor	40
	Sterling	41, 42, 43, 44
1899	Lake Sinai	45
1900	Richland	46, 47, 48
	Oakwood	50, 51, 52
	Argo	53
1901	Richland	54
1904	Eureka	55, 56, 57, 58
	Oaklake	59, 60, 61, 62, 63
1905	Elkton	64, 65, 66
	Sinai-Bangor	67
	Brookings	68
	Oakwood-Winsor	69
1907	Hendricks	70, 71, 72, 73, 74, 75
	Volga	76, 77, 78, 79
	Trenton	80, 81, 82, 83, 84
1913	Laketon-Preston	86
	Medary	87, 88, 89, 90, 91, 92
1915	Winsor-Bangor	93
1919	Oslo	94, 95, 96, 97, 98
1920	Aurora	99, 100, 101, 102
	Sherman	103, 104, 105, 106, 107
1921	Preston	108, 109, 110, 111, 112

Bangor remains under township organization



Table 3  
Data on Brookings County Schools

Year	Total Cost of Operation	Number of Pupils	Number of Schools
1936-39	\$102,439.66	1398	107
1937-38	91,927.87	1497	109
1936-37	85,910.38	1507	109
1935-36	79,097.38	1573	107
1934-35	76,888.67	1635	110
1933-34	80,607.53	1643	110
1932-33	99,967.07	1863	109
1931-32	114,549.53	1738	108
1930-31	132,432.95	1999	109
1929-30	152,709.21	2058	110
1928-29	132,336.00	2134	110
*			
1927-28		2185	110
1926-27		2018	109
1925-26		2159	111
1924-25		2110	111
1923-24		2137	111
1922-23		2221	111
1921-22		2184	111

\* Records not available for costs of operation from 1921-1928.

Table 4  
Data on Closed Schools

Year	Total Cost to Operate	No. of Pupils	Cost per Pupil
<u>District #64</u>			
1938-39	\$198.57 (closed)	3	\$62.86
1937-38	616.98	5	123.39
1936-37	540.19	6	90.03
1935-36	650.03	5	130.00
1934-35	563.54	10	56.35
1933-34	486.30	10	48.63
1932-33	741.83	15	49.45
1931-32	979.63	10	97.96
1930-31	1,156.79	16	71.76
1929-30	989.20	10	98.92
1928-29	1,333.87	13	102.60
<u>Dist. #101</u>			
1938-39	147.68 (closed)	3	49.22
1937-38	999.40	11	90.85
1936-37	1,104.34	9	122.70
1935-36	1,059.40	26	40.74
1934-35	785.51	13	60.42
1933-34	740.26	13	56.94
1932-33	899.37	14	64.24
1931-32	1,232.54	11	111.14
1930-31	976.11	7	138.01
1929-30	1,202.21	17	70.71
1928-29	1,309.78	11	119.07
<u>Dist. #54</u>			
1938-39	854.03	5	170.80
1937-38	928.74	8	116.09
1936-37	850.49	13	65.42
1935-36	1,034.43	19	54.44
1934-35	664.29	21	31.63
1933-34	662.64	16	35.16
1932-33	843.79	16	52.73
1931-32	852.87	21	40.61
1930-31	1,172.29	21	55.82
1929-30	1,541.11	21	73.38
1928-29	965.55	27	35.76

Table 5  
Districts in Laketon Township

Year	Total Cost to Operate	No. of Pupils	Cost per pupil
<u>Dist. #38</u>			
1938-39	\$677.31	6	\$112.88
1937-38	752.18	11	68.38
1936-37	671.11	9	74.56
1935-36	634.22	12	52.85
1934-35	634.12	10	63.41
1933-34	632.00	11	57.45
1932-33	637.52	16	52.34
1931-32	1,063.94	18	59.10
1930-31	1,092.81	20	54.64
1929-30	1,338.17	24	55.75
<u>Dist. #39</u>			
1938-39	815.46	4	207.71
1937-38	869.56	4	217.39
1936-37	631.97	5	126.39
1935-36	695.27	5	139.00
1934-35	548.62	5	109.60
1933-34	530.24	7	75.75
1932-33	720.78	8	90.09
1931-32	967.83	7	138.26
1930-31	1,258.70	8	157.33
1929-30	1,081.67	8	135.21
<u>Dist. #86</u>			
1938-39	707.58	3	235.86
1937-38	750.99	6	125.17
1936-37	613.88	7	87.70
1935-36	695.81	8	86.97
1934-35	645.09	11	58.64
1933-34	673.01	9	74.77
1932-33	797.10	14	56.86
1931-32	901.18	15	60.07
1930-31	843.00	11	76.63
1929-30	977.78	10	97.78

Table 6  
Districts in Hendricks Township

Year	Total Cost to Operate	No. of Pupils	Cost per Pupil
<u>Dist. #73</u>			
1938-39	\$886.60	8	\$110.82
1937-38	836.89	10	83.69
1936-37	817.74	9	90.86
1935-36	564.69	10	56.47
1934-35	780.44	10	78.04
1933-34	627.12	11	57.01
1932-33	712.38	16	44.52
1931-32	873.44	13	67.18
1930-31	993.05	19	52.27
1929-30	1,306.37	17	76.96
<hr/>			
<u>Dist. #74</u>			
1938-39	943.22	10	94.32
1937-38	978.41	13	75.26
1936-37	475.07	10	47.50
1935-36	446.25	6	74.38
1934-35	445.34	4	111.34
1933-34	498.76	6	83.13
1932-33	836.64	10	83.67
1931-32	1,061.63	13	81.66
1930-31	982.76	11	89.34
1929-30	892.91	11	81.17
<hr/>			
<u>Dist. #75</u>			
1938-39	826.65	7	118.09
1937-38	630.21	7	90.03
1936-37	554.40	5	110.88
1935-36	582.47	4	145.61
1934-35	602.08	4	150.52
1933-34	606.61	10	60.66
1932-33	805.64	13	61.97
1931-32	974.89	12	81.22
1930-31	957.46	12	80.95
1929-30	1,028.52	13	79.12

C O P Y

November 27, 1939

Professor W. F. Kumlien  
Rural Sociology Department  
South Dakota State College  
Brookings, South Dakota

Dear Professor Kumlien:

I do not know whether I can answer your letter of the 25th as well as I might discuss with you the problem involved. You are at work on one of the things that I have been hammering away at ever since I came into office and, what is more, I intend to keep at it as long as permitted.

I believe that it is entirely possible for school districts to abandon their schools either (1) by not electing a teacher, or (2) by closing the school on the motion of the board, or through (3) the instruction of the electors at their annual meeting. If they do so in any of these ways the board or the electors at the annual June meeting may assign the children to schools in another district and may then pay whatever cost of tuition may be agreed upon by the districts involved just so it does not exceed the annual per capita cost computed by the county superintendent.

In the event the schools are closed the parents or guardians of the children who would ordinarily attend those closed schools may be paid transportation not to exceed \$150 per year per family. The board would not be obliged to pay it, however, unless the distance exceeded four miles. I might say, in connection with this last statement, that numerous attorneys differ on that interpretation but all of the Attorneys General thus far have held that it is optional unless the district is more than four miles. As a matter of fact, we have districts that are now taking advantage of it. While I cannot name them to you I do know that here and there throughout the state are districts that have closed their schools by one of the methods mentioned and sent the few remaining children to districts outside have paid tuition and in some cases transportation. With the declining population and the ever increasing number of small schools I think this is the desirable thing.

W. F. Kumlien

-2-

November 27, 1939

There is no reason why the district which does not operate a school should lose its identity. As a matter of fact, we have no legal way in South Dakota now to disorganize a district. We do have a provision in the law for taking care of unorganized districts and there has been talk at numerous legislative sessions of permitting the disorganization of districts so that they might become unorganized territory and thus be under the county commissioners. So far it has never reached the stage where we could anticipate a bill.

This is one of the things in which I am very keenly interested and I have had to battle it pretty much alone because I have no organization or group that has studied it enough to realize the far reaching consequences. If we continue the present trend in population and economic conditions remain as they are, I can see no other solution for a great deal of our state. Of course, there would be that of making larger districts but that is going to involve considerable manipulation on the part of those concerned and it always stirs up some animosities.

I do not want you to think that I have exhausted my opinions even though this letter is somewhat lengthy but I think I cannot say much more here. I should be very glad sometime to discuss this with you because I believe the question and answer method might bring out many points obscure here.

I am tentatively scheduled to appear at an officers' meeting in Brookings on the 14th. If that materializes I might be able to see you that morning a little while. I would certainly like to enlist your support because I think there is something to be done.

Very truly yours,

(signed)

J. F. Hines  
State Superintendent

JFH:pmg

C O P YPierre, South Dakota  
February 5, 1940Miss Verna M. Simon  
Deputy Superintendent  
Brookings, South Dakota

Dear Miss Simon:

I do not know when I have ever directly said that five pupils was the minimum number for a school but you do have some basis for making the statement. I have repeatedly urged all boards to close small schools whenever possible without working a hardship on the children and this year the committee in charge of distressed aid to schools required a map of the district, and a bonafide explanation for running a school with an enrollment of five or less before they would allow aid.

Consequently, there is some basis for the use of five. We cannot, however, make a blanket statement on it because there are communities with three or four children that could not provide educational facilities unless a school is permitted.

Very truly yours,

(signed)

J. F. Hines  
State Superintendent

JFH:pmg

CONTRACT AGREEMENT

This agreement entered into on this \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_ by and between School District No. \_\_\_\_\_ party of the first part and School District No. \_\_\_\_\_ party of the second part, both of Brookings County, South Dakota, is as follows, to-wit: Whereas the school revenue for District No. \_\_\_\_\_ party of the first part is insufficient to warrant maintenance of the school and for the further reason that the number of pupils to attend in School District No. \_\_\_\_\_ party of the first part, are insufficient in number to warrant the maintenance of a term of school for the school year 1940- \_\_\_\_\_

And whereas School District No. \_\_\_\_\_ party of the second part, expects to maintain a school for the season 1940-\_\_\_\_\_ and is adequately prepared to care for the pupils that may attend from School District No. \_\_\_\_\_ party of the first part,

NOW THEREFORE, School District No. \_\_\_\_\_ party of the first part hereby agrees that for pupils from its District attending District No. \_\_\_\_\_ party of the second part, it agrees to pay the said School District No. \_\_\_\_\_ party of the second part, on the basis hereinafter given:



For and in consideration of the payment to be made to School District No. \_\_\_\_\_, party of the second part, it agrees to furnish pupils attending from District No. \_\_\_\_\_, party of the first part, all the educational facilities that it has and under all the provisions and requirements of the laws of the State of South Dakota.

School District No. \_\_\_\_\_, party of the first part

By \_\_\_\_\_  
Chairman of School Board

\_\_\_\_\_  
Clerk of the School Board

School District No. \_\_\_\_\_  
party of the second part.

By \_\_\_\_\_  
Chairman of School Board

\_\_\_\_\_  
Clerk of the School Board

In making the combinations for Map 2 of the schools for the ensuing year, the unions were classified by means of the following considerations:

1. Natural neighborhood groupings  
(trade centers, clubs, churches and relatives)  
Districts 51 and 77; 52 and 76; 58 and 41 Club relations  
Districts 46 and 47 relatives  
Districts 94 and 95; 96 and 97; 25 and 53 religious  
Districts 98 and 90; 91 and 88 good neighborhood group
2. Physical barriers acted as deciding factors in:  
Districts 37 and 40                      Districts 63 and 72  
Districts 35 and 36                      Districts 108 and 109  
Districts 39 and 16                      Districts 73, 74 and 75  
Districts 56 and 57                      #2, 48, 69, 107 and 110  
Districts 55 and 25                      as explained in body.
3. Location of Pupils acted as determining factor:  
Districts 6 and 8                      Districts 29 and 54  
Districts 33 and 34                      Districts 11 and 12  
Districts 41 and 42                      Districts 26 and 27  
Districts 58 and 41                      Districts 106, 107 and 108  
Districts 50 and 69                      Districts 80, 83 and 84  
Districts 9, 10 and 28                      Bangor Township  
District 43 and 44                      District 101 and 102
4. Adequate Transportation Facilities considered:  
Districts 5 and 9                      Districts 41 and 42  
Districts 29 and 54                      District 39 to 40  
Districts 67 and 92                      Districts 103 and 104  
Districts 38 and 86                      Districts 111 and 112  
Districts 91 and 88
5. Ease to commute to town school (distance or with H. S. students)  
Districts 1, 3, 4, 5, 9, 11, 12, 30, 44, 45, 67, 68, 66,  
64, 65, 76, 77, 78, 99, 100, 101, 102
6. Use of the best building:  
Districts 8, 17, 18, 19, 21, 22, 23, 24, 45, 96, 97
7. Petitioned areas might revert back to original units:  
Districts 45, 67, 68, 93
8. Adjacent to another county line:  
Districts 35, 59, 70, 71, 108, 109, 110

Note: A number of these were given consideration under two

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