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A SURVEY: TO DETERMINE
THE REORGANIZATION CHARACTERISTICS
AND CAPABILITIES OF SIX SELECTED SCHOOL
DISTRICTS IN HOLT COUNTY, NEBRASKA

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

In Partial Fulfillment
of the Requirements for the Degree
Specialist in Education
University of Nebraska at Omaha

by
Tom L. Hester
November 1989

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FIELD PROJECT ACCEPTANCE

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

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April 3, 1990

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TABLE OF CONTENTS

	Page
LIST OF TABLES	v
LIST OF FIGURES	viii
I. INTRODUCTION	1
Purpose	2
Definition of Terms	3
II. REVIEW OF LITERATURE	5
III. GEOGRAPHIC INFORMATION, POPULATION PATTERNS, AND SCHOOL DISTRICT BOUNDARIES	11
General Geographic Area	11
Population Patterns in the Area	11
School Districts and Boundaries	16
Preschool Census, Enrollment, and Enrollment Projections	16
Ewing Public School	16
Page School District No. 2	19
Holt County District No. 6	19
Holt County District No. 18	19
Holt County District No. 46	19
Holt County District No. 88	24
Combined Districts Enrollment and Projections	24
Nonresident High School Attendance Pattern	27
IV. EDUCATIONAL PROGRAMS AND STAFF PATTERNS	29
Educational Programs	29
Elementary	29
Secondary	30
Staffing Patterns	32
V. FINANCES	34
Financial Data by School District	34
Ewing Public School	34
Page School District No. 2	34
Holt County District No. 6	37
Holt County District No. 18	37
Holt County District No. 46	37
Holt County District No. 88	42
Financial Summary	42

VI. SCHOOL BUILDINGS AND SITES	44
Ewing Buildings and Site	44
School Buildings	44
School Site	46
Page Building and Site	50
School Building	50
School Site	50
Holt County District No. 88 Building and Site	50
School Building	50
School Site	56
Holt County District No. 6 Building and Site	56
School Building	56
School Site	56
Holt County District No. 46 Building and Site	56
School Building	56
School Site	63
Holt County District No. 18 Building and Site	63
School Building	63
School Site	63
A Summary of School Buildings	68
VII. REORGANIZATION ALTERNATIVES	70
Scenario No. 1: Class III District; Valuation--	
\$56,762,578; Enrollment--327 Students	70
Financial Data	70
Secondary Educational Program	71
Certificated Personnel	71
School Building Utilization	72
Scenario No. 2: Class VI District; Valuation--	
\$56,762,578; Grades 7-12; Enrollment--113 Students	76
Financial Data	76
Secondary Educational Program	77
Certificated Personnel	77
School Building Utilization	77
VIII. CONCLUSIONS	81
BIBLIOGRAPHY	83

LIST OF TABLES

TABLE	Page
1. HOLT COUNTY POPULATION, 1890-1980	14
2. NUMBER OF BIRTHS BY PLACE OF MOTHER'S RESIDENCE FOR HOLT COUNTY	15
3. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, EWING PUBLIC SCHOOL DISTRICT NO. 29 (HOLT COUNTY)	18
4. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, PAGE DISTRICT NO. 2 (HOLT COUNTY)	20
5. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, DISTRICT NO. 6 (HOLT COUNTY)	21
6. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, DISTRICT NO. 18 (HOLT COUNTY)	22
7. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, DISTRICT NO. 46 (HOLT COUNTY)	23
8. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTIONS, DISTRICT NO. 88 (HOLT COUNTY)	25
9. PRESCHOOL CENSUS, ENROLLMENT, AND ENROLLMENT PROJECTOINS, CLASS I DISTRICTS NO. 2, NO. 6, NO. 18, NO. 46, NO. 88, (HOLT COUNTY) AND EWING SCHOOL DISTRICT COMBINED	26
10. SECONDARY COURSE AND ENROLLMENT UNITS, EWING JUNIOR/ SENIOR HIGH SCHOOL, GRADES 7-12, 1987-88	31
11. SELECTED CERTIFICATED PERSONNEL DATA, COMBINED DISTRICTS IN STUDY, 1987-88	33
12. SELECTED DATA, EWING PUBLIC SCHOOLS, DISTRICT NO. 29, HOLT COUNTY, 1978-1987	35
13. SELECTED DATA, DISTRICT NO. 2 (PAGE), HOLT COUNTY, 1978-1987	36
14. SELECTED DATA, DISTRICT NO. 6, HOLT COUNTY 1978-1987	38
15. SELECTED DATA, DISTRICT NO. 18, HOLT COUNTY 1978-1987	39
16. SELECTED DATA, DISTRICT NO. 46, HOLT COUNTY 1978-1987	40

TABLE	Page
17. SELECTED DATA, DISTRICT NO. 88, HOLT COUNTY 1978-1987	41
18. SELECTED DATA FOR SIX COMBINED SCHOOL DISTRICTS, HOLT COUNTY, 1987-88	43
19. BUILDING SPACE DISCREPANCY ANALYSIS, EWING PUBLIC SCHOOL DISTRICT, GRADES K-6, ENROLLMENT 90-100, GRADES 7-12, ENROLLMENT 125-150	47
20. A DISCREPANCY ANALYSIS BETWEEN EXISTING AND RECOMMENDED SITE SPACE, EWING PUBLIC SCHOOL DISTRICT, GRADES K-12, 215-250 STUDENTS	49
21. BUILDING SPACE DISCREPANCY ANALYSIS, PAGE ELEMENTARY SCHOOL DISTRICT NO. 2, GRADES K-8, 90-110 STUDENTS	52
22. A DISCREPANCY ANALYSIS BETWEEN EXISTING AND RECOMMENDED SITE SPACE, PAGE PUBLIC SCHOOL DISTRICT, GRADES K-8, 90-110 STUDENTS	53
23. A SUMMARY OF AVAILABLE BUILDING SPACE BY FUNCTION, DISTRICT NO. 88, (HOLT COUNTY)	55
24. A SUMMARY OF AVAILABLE SITE SPACE BY FUNCTION, DISTRICT NO. 88, (HOLT COUNTY)	57
25. A SUMMARY OF AVAILABLE BUILDING SPACE BY FUNCTION, DISTRICT NO. 6, (HOLT COUNTY)	59
26. A SUMMARY OF AVAILABLE SITE SPACE BY FUNCTION, DISTRICT NO. 6, (HOLT COUNTY)	60
27. A SUMMARY OF AVAILABLE BUILDING SPACE BY FUNCTION, DISTRICT NO. 46, (HOLT COUNTY)	62
28. A SUMMARY OF AVAILABLE SITE SPACE BY FUNCTION, DISTRICT NO. 46, (HOLT COUNTY)	64
29. A SUMMARY OF AVAILABLE BUILDING SPACE BY FUNCTION, DISTRICT NO. 18, (HOLT COUNTY)	66
30. A SUMMARY OF AVAILABLE SITE SPACE BY FUNCTION, DISTRICT NO. 18, (HOLT COUNTY)	67
31. A SUMMARY OF SCHOOL BUILDING CONSTRUCTION DATES, TOTAL FLOOR SPACE, AND RENOVATION OR ABANDONMENT DATES FOR THE SIX PARTICIPATING DISTRICTS	69
32. BUILDING SPACE DISCREPANCY ANALYSIS, EWING PUBLIC SCHOOL DISTRICT, GRADES K-6, ENROLLEMNT 90-120, GRADES 7-12, ENROLLMENT 175-200	73

TABLE	Page
33. BUILDING SPACE DISCREPANCY ANALYSIS, PAGE ELEMENTARY SCHOOL DISTRICT NO. 2, GRADES K-5, ENROLLMENT 60-70 . . .	75
34. BUILDING SPACE DISCREPANCY ANALYSIS, EWING PUBLIC SCHOOL DISTRICT, GRADES K-6, ENROLLMENT 100-115, GRADES 7-12, ENROLLMENT 125-170	79

LIST OF FIGURES

Figure	Page
1. Regional Map, Holt County	12
2. Participating School Districts	17
3. Nonresident High School Attendance Pattern, 1987-1988	28
4. Buildings Floor Plan, Ewing School District No. 29 (Holt County), Constructed 1933, 1967, and 1971	45
5. Buildings Floor Plan, Page Elementary School District No. 2, (Holt County)	51
6. Building Floor Plan, District No. 88 (Holt County)	54
7. Building Floor Plan, District No. 6 (Holt County), Constructed 1961	58
8. Building Floor Plan, District No. 46 (Holt County), Constructed 1957	61
9. Buildnig Floor Plan, District No. 18 (Holt County)	65

I. INTRODUCTION

School district reorganization is an ongoing process intended to enable school districts to best satisfy educational needs. The problem of attaining the best organizational arrangement is a long-standing dilemma. The process that may best provide a solution is a study of a district's needs and resources. These needs are particularly relevant to achieving a balanced educational program. Furthermore, in view of present day financial constraints facing tax supported institutions, the need to derive maximum benefits for each dollar has become necessary for survival.

While densely and less populated areas share many educational problems, many factors are related to the size of district or districts involved. An example is shown by a dilemma often facing a sparsely populated rural district. Rural districts often maintain a school for very few students or require transportation of these students over miles of poor roads.

Curriculum offerings should be diversified to provide a wide range of alternatives for each student, but all too often the small school is able to supply only the minimum number of college preparatory classes and the instructors may well be teaching outside their area of specialization.

Literature related to school district organization and reorganization will be reviewed to identify the criteria for school reorganization.

Certainly the task of reorganization is complex. Each school

district must carefully weigh the efficiency of its own system when determining its present and future organizational needs. Decisions involving the organization of a school district cannot only have long-range implications for students, but can also have a direct impact upon all citizens and taxpayers in the area that will reach for decades into the future.

The following six school districts were selected for this survey due to their geographic contiguity to one another and their relationship over the past years in the areas of academic student participation.

Ewing Public School District	District No. 29
Page, Class I	District No. 2
Class I	District No. 6
Class I	District No. 18
Class I	District No. 46
Class I	District No. 88

Purpose

The purpose for conducting this study was to provide the various districts involved with an information base upon which informed decisions regarding the future organization of their districts could be made. To achieve this purpose, the following areas of inquiry were analyzed:

1. Basic statistical and organizational data describing the districts involved were reviewed.
2. Selected demographic and geographic information was reviewed to assist in making enrollment projections.
3. Preschool census and student enrollment figures were studied to assist in making projections.

4. Both existing and foreseeable school program information was reviewed to see what impact this will have on facility and staffing needs.

5. Current and future staffing needs were reviewed in light of existing and projected programs.

6. The school building and site needs, in terms of both space and location, for accomodating the desired school program and the projected student enrollments were determined.

7. Existing buildings and sites were examined to determine how they might be best utilized to meet future needs.

8. The financial resources of the area involved were studied.

9. Significant organizational considerations that would be involved if a consolidation were considered were listed.

This survey contains the information and the analysis of that information gathered and examined from the participating school districts, from the files of the State Department of Education, from the State Department of Health, from the office of the Holt County superintendent, from official United States census reports, and is not intended to express an opinion by the author as to whether the six school districts should or should not reorganize into a single K-12 district or formulate a Class VI district.

Definition of Terms

For the purpose of this study, the following terms are defined:

Class I School District shall include any school district that maintains only elementary grades under the direction of a single school board (RRS 79-102).

Class II School District shall include any school district embracing territory having a population of one thousand inhabitants or less that maintains both elementary and high school grades under the direction of a single school board (RRS 79-102).

Class VI School District shall include any school district in this state that maintains only a high school or junior-senior high school (RRS 79-102).

Reorganization of School District shall mean the formation of new school districts, the alteration of boundaries of established school districts, and the dissolution or disorganization of established school districts.

II. REVIEW OF LITERATURE

School district reorganization is one of the most widely discussed and debated educational issues in our times. There are many reasons why it is attempted, especially during periods of financial downturns, it is often looked upon simply as a means to save money. However, reorganization can also be an extremely emotional issue, one which tampers with an individual's roots, personal history and longstanding ties.

Reorganization of school districts can be accomplished in many ways. Two of the more common means include the consolidation of two or more school districts to form one larger district, and the merging of one district into one or more existing larger districts. While this literature includes many associated areas, the main emphasis of this review will be reorganization that has an end result of combining school districts.

There is substantial diversity in the geographical size and student population of school districts. Presently, there is considerable imbalance in the number of school districts per state. During the 1986-87 school year, in the United States this number ranged from Hawaii and the District of Columbia with one district to Texas with 1,071 (Nebraska Department of Education, 1987).

While there is tremendous variation in the actual land area of school districts, this difference is not necessarily indicative of a corresponding pupil enrollment (Beem, 1958).

The legislated creation of such different sized districts correlates directly with the original needs of each state. Dawson (1948) characterizes in Your School District, the basic unit constructed by the various states as being of a complex variety. He further indicates the educational unit is considered either a common school district not coterminous with local government, or it takes its character from a local government such as county, city, town or township.

The planning and implementation of school district reorganization have been extremely controversial in the past decades. Cushman (1965) felt such resistance is often expressed in the form of the following fears:

1. The school plant will be taken out of the neighborhood and the children transported too far away from home.
2. Local control will be destroyed.
3. The community itself will be seriously weakened or destroyed.
4. The close relationships between the home and the school, which have long been maintained in the smaller unit, will be destroyed.
5. The level of service will decrease.
6. School taxes will increase.

Alleviating community resistance to school closing with the use of studies and projections together with community involvement is often presented as the best solution. Recent research by Michael A. Berger (1983) contradicts this statement by indicating these efforts fail to reduce opposition. In fact, he points out in certain situations the more comprehensive the planning is, the greater the resistance.

The positive value of the examination of a school district to

determine its efficient accomplishment of purpose states reorganization may be necessary to achieve improved education by way of providing broader educational service and programs of higher quality for children (Cushman, 1965). Cushman is quick to point out that an increased tax base and improved use of tax dollars may alone be sufficient reasons for consolidation.

Information available indicates that school district reorganization will be subject to continued research and planning (Purdy, 1962). Too often inadequate preparation can result in a less than optimal public relations effort designed to minimize the outcome of any consolidation. In specific terms, consolidation effects a loss of a school and the community's functions associated with that school (Peshkin, 1982).

School district reorganization which often results in the closing of one or more schools, either large or small, has become prevalent in the United States. Despite the abundance of school closing, the effects are monumental and cannot be looked upon merely as a routine matter (Peshkin, 1982). Among the many factors which have contributed to this movement, the following are suggested by Ralph D. Purdy as being significantly relevant:

1. The increasingly complex, diversified and expanding needs of our way of life require more knowledge and understanding, more highly developed skills, and a higher level of understanding of one another in order to live and work in peace and harmony.
2. The scientific and technological revolution has necessitated new programs and new services by the public schools to meet the emerging needs of local, state and national governments, our culture and our society, the individual, and business and industry.

3. As educational leaders seek more and more money for educational purposes, legislators are increasingly demanding excellence in programs, with increased efficiency and economy of operation.
4. The need has become apparent for an educational system with comprehensive training programs and services which will increasingly attract business and industry in the state.
5. Business and industry now require high-cost vocational training programs for new entrants into the labor force, and the non-college bound pupils need to possess salable skills upon graduation from high school.
6. The need for vocational and technical training programs at the high school and postsecondary school levels is rapidly expanding.
7. Legislators and the general public have come to believe that a better return could and should be secured for the state tax dollar expended for public education.
8. There is an increasing demand for a larger portion of the school dollar to be assumed by the state.
9. Costs for specialized areas of education (vocational education, special education, educational services) are escalating.
10. Increasing costs are resulting from a liberalization of policies pertaining to children attending private and parochial schools.
11. The impact of federal programs in education from preschool to adult levels has emphasized the need for new developments in the curriculum, an expanded curriculum, better facilities and equipment, and a better trained professional and service staff.

State legislation for the reorganization of local school districts may be classified into three general types, with some variations in

each. According to Harlan D. Beem, these three types of legislation may be described as follows:

1. Mandatory legislation reorganizes local school districts by direct legislative action without referring the action to the voters for approval.
2. Permissive legislation makes reorganization possible but leaves the initiation of action leading to reorganization and decisions on proposed reorganizations entirely with the voters at the local level in the areas affected.
3. Semi-permissive legislation requires that certain steps and planning procedures for reorganizing districts be taken and that the proposed plan be submitted to the voters, but it leaves final approval or rejection of a proposed reorganization to a vote of the people in areas affected. Such legislation emphasizes planning with local adoption (Beem, 1958).

Throughout the literature related to school district reorganization is a persistent recommendation for the reduction in the great number of school districts. Attributing to the large number of districts are the small rural schools which, due to many influences, are continuing to disappear. Dawson (1948) states in Your School District that the children in most of these districts are at a serious disadvantage resulting from the limited services available. These inadequacies of many of the thousands of small schools can, according to Dawson, be demonstrated by their inability to retain qualified teachers.

Further drawbacks to the small school, particularly the rural school, include one teacher being required to cover all subjects for several grades. Also of possible detriment to the student is the low number of peers; reducing the student's social skills formation.

On the other hand, William E. Inman (1968), in a position paper for the Great Plains Organization Project, indicates the size of a school district is important only as it relates to the objectives of a school system. He further points out a district reorganization effort based upon size alone would not appear to meet with great success.

Transitions in present day education have had an impact on the small rural school as well as the large urban school. Small schools now often represent increased enrollment due to population shifts or through merging with a less populous district. Technological advances have increased the educational tools available to these schools. Nachtigal (1980) indicates teachers in today's rural education have twice the professional training they did fifty years ago and that the rural schools have increased their responsibilities. He further feels the trend to removing small rural schools is reversing.

The purpose of this study, as previously stated in Chapter I, will provide pertinent information to those six school districts in southeast Holt County, Nebraska necessary data concerning each districts' characteristics and capabilities if reorganization becomes a reality.

III. GEOGRAPHIC INFORMATION, POPULATION PATTERNS AND SCHOOL DISTRICT BOUNDARIES

This section of the report will present information about the general geographic area covered by the districts in the survey and demographic information about population patterns and trends. Some enrollment information concerning neighboring districts that relate to this survey area are also included in order to provide as complete a view of needs as possible.

General Geographic Area

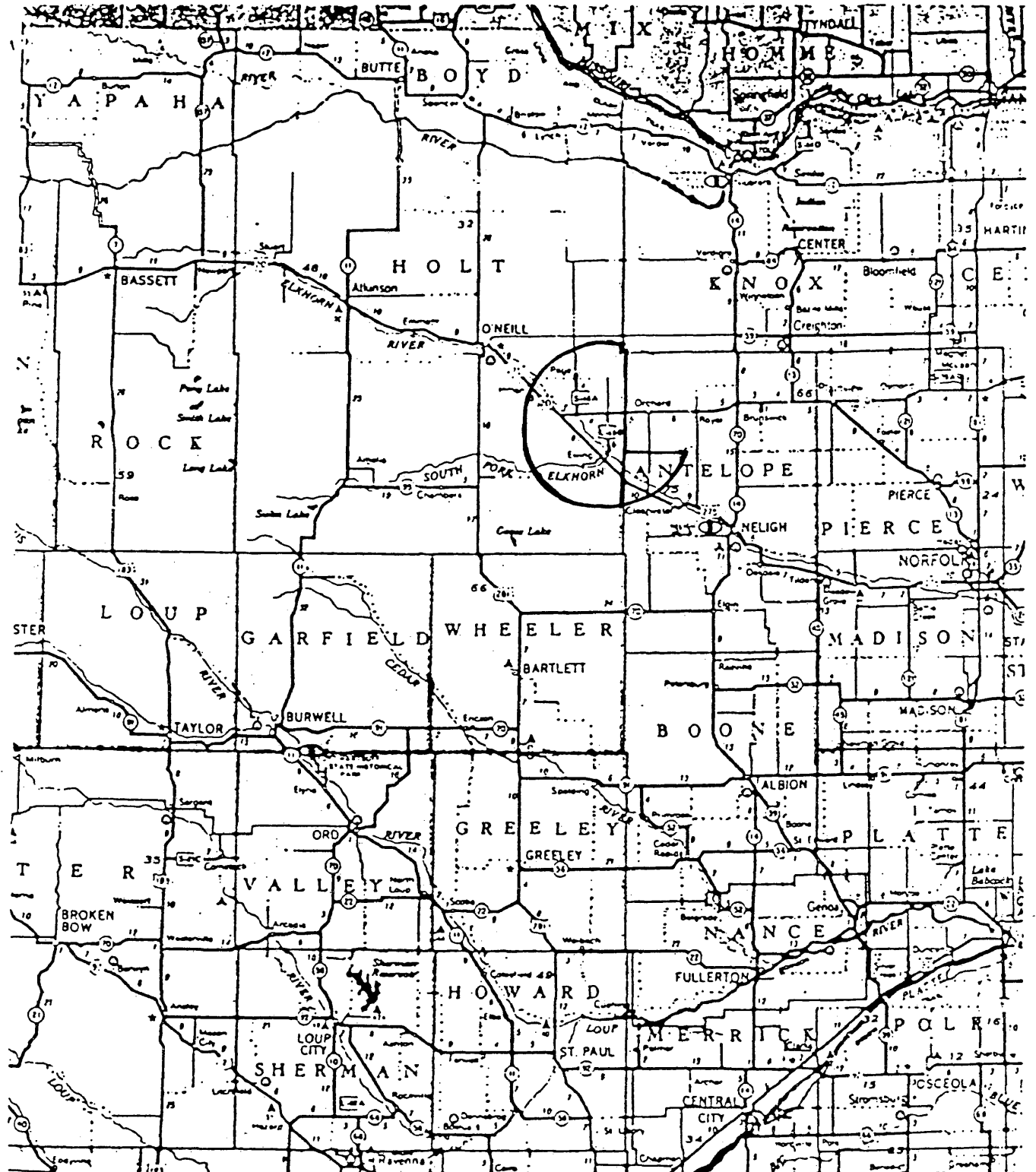
The general geographic area involved in this study was located between the cities of O'Neill and Neligh, Nebraska, along either side of Highway 20 (see Figure 1). This portion of the state was characteristically dependent upon agriculture (livestock and row crop farming) as the primary source of income and had a relatively sparse population density. Population concentrations were located in the Ewing community with fewer numbers in Page.

People within this geographic area commonly traveled to O'Neill and Neligh for trade and professional services. The city of Norfolk was also utilized as a major trade and professional center on a less frequent basis.

Population Patterns in the Area

The historical population pattern in Holt County showed the overall population trend in Holt County was downward from 1920 through the 1970 census figures when a low point was reached. However, from

Figure 1. Regional map, Holt County.



1970 to 1980 there was a growth in the population of Holt County that was reflected in the population of towns as well as rural or farm population. Figures available since 1980, such as the number of births as reported for all of Nebraska and as reported in Holt County would suggest that the population has declined since 1980. This would indicate that the rise in population in Holt County, and particularly in the rural area of the county as reflected in the 1980 census, was a fluctuation and not a trend. It can be predicted that the population in Holt County will be lower in the next decade (see Table 1).

The number of births, as reported by place of mother's residence and for which there are figures up through the year 1986, would indicate the area under review is in a pattern of declining population which will extend on into the next few years. As suggested previously, the economic conditions, the agricultural conditions and practices, and the family patterns of the next decade would suggest a continued drop in population, but a drop or decline at a rate slower than that which has occurred in past decades (see Table 2).

Holt County experienced a high in the number of births for the balance of the county of 251 in 1962 and a low of 130 in 1970. A dramatic increase in the number of births began to occur in 1979 and maintained itself through 1984. During this six-year period, the average annual birth rate was 196 children. These children will continue entering kindergarten through 1989. As shown in Table 2, the number of births recorded in the balance of the county since 1984 has been declining.

Table 1

Holt County Population, 1890-1980

	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980
<u>COUNTY POPULATION</u>	13,672	12,224	15,545	17,151	16,509	16,552	14,859	13,722	12,933	13,352
<u>TOWN POPULATION</u>										
Atkinson	701	595	810	1,300	1,144	1,350	1,372	1,324	1,406	1,521
Chambers	---	---	---	256	259	388	395	396	321	390
Emmet	---	---	---	130	88	89	62	66	70	73
Ewing	348	275	440	543	588	681	705	583	552	520
Inman	---	---	---	315	285	206	237	192	160	181
O'Neill	1,226	1,107	2,089	2,107	2,019	2,532	3,027	3,181	3,753	4,049
Page	---	---	---	608	359	335	275	230	177	172
Stuart	<u>245</u>	<u>382</u>	<u>467</u>	<u>739</u>	<u>763</u>	<u>760</u>	<u>785</u>	<u>794</u>	<u>561</u>	<u>641</u>
Total	2,520	2,359	3,806	5,998	5,505	6,341	6,858	6,766	7,000	7,547
<u>RURAL POPULATION</u>	11,152	9,865	11,739	11,153	11,004	10,211	8,001	6,956	5,933	7,805

Source: U.S. Bureau of the Census

Table 2

Number of Births by Place of Mother's Residence for Holt
County

Year	O'Neill	Balance of County	Holt County	State of Nebraska
1961	74	227	301	34,544
1962	87	251	338	33,886
1963	100	219	319	32,624
1964	98	203	301	30,727
1965	70	181	251	27,829
1966	76	147	223	25,618
1967	73	145	218	24,259
1968	67	132	199	24,236
1969	70	142	212	24,801
1970	74	130	204	25,877
1971	67	145	212	25,507
1972	67	131	198	23,473
1973	47	141	188	22,771
1974	64	142	206	23,695
1975	61	166	227	23,658
1976	58	168	226	23,767
1977	73	188	261	25,158
1978	60	161	221	25,104
1979	52	208	260	26,199
1980	71	202	273	27,335
1981	63	205	268	27,164
1982	75	173	248	26,954
1983	74	187	261	26,254
1984	67	198	265	26,099
1985	70	177	247	25,540
1986	71	141	212	24,425

School Districts and Boundaries

A total of six public school districts committed themselves as participants in this study. Of the six, one was a Class II school district offering education to students in grades K-12. This being Ewing (District No. 29), accredited for operation by the Nebraska Department of Education. All six districts were in Holt County (see Figure 2). Five of the participating districts were Class I schools offering an educational program to students in grades K-8. These districts were Nos. 2, 6, 18, 46 and 88. The total area encompassed by the six school districts was approximately 191 square miles with a maximum east/west distance of 12 miles and 35 miles north/south.

Preschool Census, Enrollment, and Enrollment Projections

Ewing Public School

Table 3 presents the preschool census and grade-by-grade enrollment for the Ewing School District from 1978 through 1987. Also presented are the computer-generated enrollment projections from 1988 through 1997. Enrollment growth was demonstrated at the elementary grades from 1983-84 with a count of 95 to 127 in 1987-88. A decline was experienced at the high school level from 113 in 1979-80 to 69 in 1987-88. The average number of children per grade in grades K-12 in 1987-88 was 15.

The enrollment projections indicate the Ewing District will grow over the next ten-year period by 22.2 percent. The high school count is projected to reach a high of 97 students in 1996-97 and the elementary to reach a high of 152 in 1997-98. The average number of students per elementary grade level is projected to be 17 in 1997-98.

Figure 2. Participating school districts.

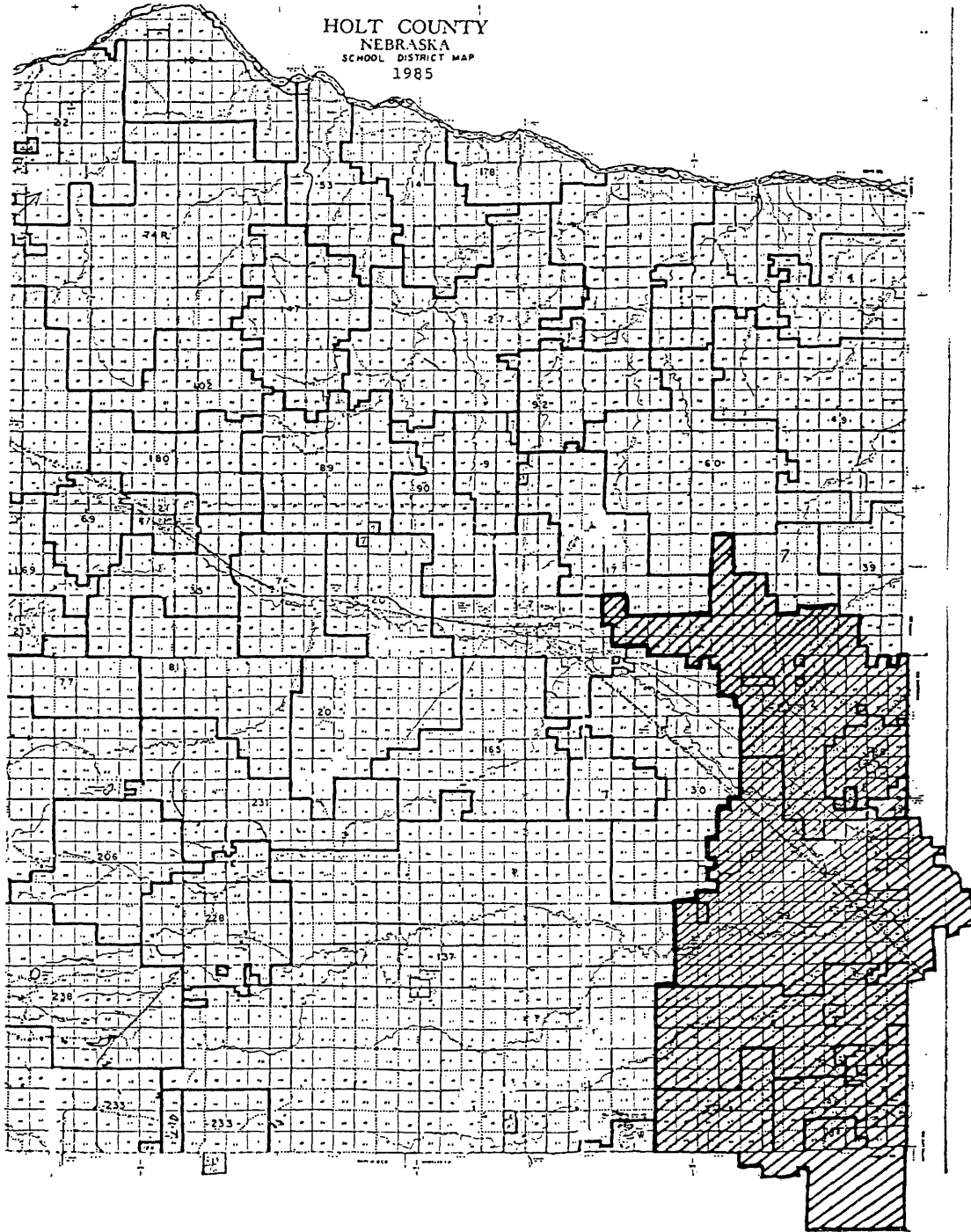


Table 3

Preschool Census, Enrollment, and Enrollment Projections, Ewing Public
School District No. 29 (Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	SECONDARY ENROLLMENT				TOTAL 9-12 ENROL.	TOTAL K-12 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8	GR. 9	GR. 10	GR. 11			GR. 12
1978-79	6	13	11	8	10	48	10	10	5	10	11	9	17	15	22	109	23	30	33	24	110	219
1979-80	17	7	12	11	12	59	10	9	9	7	11	11	7	20	15	99	31	22	28	32	113	212
1980-81	15	15	7	12	10	59	14	9	12	7	7	10	11	8	22	100	21	31	22	32	106	206
1981-82	12	16	15	8	12	65	13	15	11	14	7	7	10	12	10	99	27	23	30	24	104	203
1982-83	8	17	12	16	7	60	14	11	17	9	12	7	8	11	11	100	10	27	19	30	86	156
1983-84	9	13	21	14	16	73	7	15	9	14	11	10	9	9	11	95	19	10	26	18	73	166
1984-85	10	14	13	20	12	71	14	7	14	12	14	12	13	9	13	108	16	18	12	27	73	191
1985-86	6	18	14	11	18	67	15	13	8	17	14	15	13	13	11	119	25	16	21	12	74	193
1986-87	6	14	19	12	13	64	18	15	14	8	17	14	14	14	11	125	20	24	17	21	82	207
1987-88	10	10	14	19	14	67	13	13	14	15	8	16	15	13	15	127	11	18	24	16	69	196

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	SECONDARY ENROLLMENT				TOTAL 9-12 ENROL.	TOTAL K-12 ENROL.	
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8	GR. 9	GR. 10	GR. 11			GR. 12
1988-89	14	13	18	14	15	8	17	16	14	129	21	11	18	24	74	203
1989-90	20	14	13	19	15	15	8	17	17	138	20	21	11	18	70	208
1990-91	15	20	15	14	19	15	16	9	18	141	23	20	21	11	75	216
1991-92	11	15	20	15	14	19	15	17	10	136	25	23	19	21	88	224
1992-93	15	11	15	21	15	14	20	16	17	144	16	24	22	20	82	226
1993-94	15	15	11	16	21	15	14	21	17	145	24	15	24	23	86	231
1994-95	16	15	15	12	16	21	16	15	22	148	23	23	15	24	85	233
1995-96	16	16	16	16	12	16	22	17	16	147	28	23	23	16	90	237
1996-97	17	16	16	16	16	12	16	22	18	149	22	28	23	24	97	246
1997-98	17	17	17	17	16	16	12	17	23	152	24	22	27	23	96	248

Page School District No. 2

Table 4 depicts historically what occurred at Page over the past ten years in its preschool census count and enrollment. As shown, the total preschool count remained relatively stable for the nine-year period from 1979-80 through 1987-88. The grades K-8 enrollment was relatively stable over the most recent five-year period ranging from a low of 78 students in 1983-84 to a high of 89 in 1984-85. The count of 84 in 1987-88 averaged 9 students per grade level.

It is projected that the Page District student population will grow slightly over the next six years to 107 students; thereafter, the enrollment is projected to stabilize.

Holt County District No. 6

As shown in Table 5, Holt County Class I District No. 6 has ranged from a total enrollment of 4 students in 1979-80 to a high of 13 in 1984-85. It is projected to maintain an enrollment of between 6 and 12 students over the next ten years.

Holt County District No. 18

This Class I district has historically demonstrated a total enrollment of between 12 and 16 students. According to the projections shown in Table 6, the stability should continue through 1993-94. After 1993-94, the enrollment is projected to decline.

Holt County District No. 46

As shown in Table 7, Class I District No. 46 experienced its highest enrollment count of 27 in 1982-83. Since then, the enrollment annually declined to 14 students in 1985-86. During the past three

Table 4

Preschool Census, Enrollment, and Enrollment Projections, Page District
No. 2 (Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1978-79	7	7	4	4	5	27	7	8	6	6	5	0	5	5	8	50
1979-80	5	11	11	6	5	38	11	8	11	12	5	5	0	5	5	62
1980-81	3	11	11	14	5	44	4	10	7	13	10	4	7	1	4	60
1981-82	8	4	10	11	14	47	10	4	12	8	12	10	7	3	3	69
1982-83	4	4	7	11	11	37	12	7	4	9	8	11	8	4	5	68
1983-84	7	6	11	7	11	42	10	10	8	4	11	9	11	8	7	78
1984-85	3	9	7	16	6	41	9	13	10	8	7	11	8	13	10	89
1985-86	4	5	8	8	13	38	11	8	12	10	8	8	9	9	13	88
1986-87	9	5	5	8	9	36	12	12	7	10	11	6	5	8	8	79
1987-88	6	9	6	6	10	37	10	13	13	10	11	10	6	4	7	84

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT									TOTAL K-8 ENROL.
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	
1988-89	11	10	13	14	10	11	10	5	5	89
1989-90	7	11	10	14	14	10	10	9	6	91
1990-91	8	7	12	11	15	14	10	10	10	97
1991-92	13	8	7	12	12	14	14	9	10	99
1992-93	12	13	9	8	13	11	14	13	10	103
1993-94	12	12	14	10	9	12	11	13	14	107
1994-95	12	12	12	14	10	8	12	10	14	104
1995-96	11	11	12	13	15	10	8	12	11	103
1996-97	11	11	12	13	13	14	9	7	12	102
1997-98	11	11	12	13	13	13	14	9	8	104

Table 5

Preschool Census, Enrollment, and Enrollment Projections, District No. 6
(Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1978-79	1	4	4	1	0	10	0	1	1	0	0	0	2	0	2	6
1979-80	5	1	3	5	1	15	0	0	1	1	0	0	0	2	0	4
1980-81	3	4	2	2	6	17	1	0	0	2	1	0	0	0	2	6
1981-82	2	3	3	2	2	12	4	1	0	0	2	1	0	0	0	8
1982-83	2	2	3	4	2	13	2	4	1	0	0	2	1	0	0	10
1983-84	1	3	2	3	3	12	2	3	3	1	0	0	2	1	0	12
1984-85	2	0	2	1	2	7	2	2	3	2	1	0	0	2	1	13
1985-86	0	2	0	1	3	6	2	3	2	2	2	0	0	0	0	11
1986-87	1	1	2	0	1	5	1	2	2	1	2	1	0	0	0	9
1987-88	2	1	1	2	0	6	2	1	1	2	1	3	1	0	0	11

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1988-89	0	2	1	1	2	1	3	1	0	11
1989-90	2	0	2	0	1	2	1	3	1	12
1990-91	1	2	0	2	0	1	2	1	3	12
1991-92	0	1	2	0	2	0	1	2	1	9
1992-93	1	1	0	1	0	2	0	1	2	8
1993-94	1	2	0	0	1	0	2	0	0	6
1994-95	2	2	1	0	0	1	0	2	0	8
1995-96	2	2	1	1	0	0	1	0	1	8
1996-97	2	2	1	1	1	0	0	1	0	8
1997-98	2	2	2	1	1	1	0	0	1	10

Table 6

Preschool Census, Enrollment, and Enrollment Projections, District No. 18
(Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1978-79	1	0	2	0	0	3	1	2	3	0	2	1	1	0	2	12
1979-80	4	1	1	1	0	7	0	1	3	4	0	2	1	1	0	12
1980-81	0	5	1	0	1	7	0	0	2	3	5	1	2	1	1	15
1981-82	3	0	5	1	0	9	1	0	0	2	3	5	1	2	0	14
1982-83	0	3	0	5	1	9	0	2	0	0	2	2	4	1	2	13
1983-84	2	1	4	0	5	12	2	0	2	0	0	2	2	4	1	13
1984-85	0	2	1	3	0	6	4	2	1	1	0	0	2	2	4	16
1985-86	1	0	2	1	3	7	1	4	2	1	1	0	0	1	2	12
1986-87	3	1	0	2	1	7	3	1	4	2	1	1	0	0	0	12
1987-88	0	2	0	0	2	4	0	3	1	4	2	1	1	0	0	12

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1988-89	2	0	3	1	4	2	1	1	0	14
1989-90	0	2	0	3	1	4	2	1	1	14
1990-91	0	0	2	0	3	1	4	2	1	13
1991-92	2	0	0	2	1	3	1	4	2	15
1992-93	0	2	0	0	3	1	3	1	4	14
1993-94	0	0	2	0	1	3	0	3	1	10
1994-95	0	0	0	2	0	1	2	0	3	8
1995-96	0	0	0	0	2	0	0	2	0	4
1996-97	0	0	0	0	0	2	0	0	2	4
1997-98	0	0	0	0	0	0	2	0	0	2

Table 7

Preschool Census, Enrollment, and Enrollment Projections, District No. 46
(Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1978-79	1	1	1	1	2	6	0	1	3	2	2	0	4	3	3	18
1979-80	1	3	2	0	1	7	0	1	0	3	2	2	0	4	3	15
1980-81	1	5	4	2	2	14	2	3	1	0	3	2	2	0	4	17
1981-82	4	1	4	3	3	15	0	1	3	1	0	3	2	2	0	12
1982-83	3	3	1	3	3	13	5	2	1	4	2	2	5	3	3	27
1983-84	4	4	3	1	3	15	1	5	2	0	4	2	2	5	3	24
1984-85	1	4	4	2	1	12	4	2	5	2	0	3	2	0	4	22
1985-86	1	3	3	5	2	14	1	3	2	4	0	0	3	1	0	14
1986-87	3	2	3	4	4	16	2	1	3	2	4	0	0	3	1	16
1987-88	1	4	2	4	4	15	3	1	1	3	2	4	0	0	3	17

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT									TOTAL K-8 ENROL.
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	
1988-89	4	3	1	1	3	2	4	0	0	18
1989-90	4	4	3	1	1	3	2	4	0	22
1990-91	2	4	4	3	1	1	3	2	4	24
1991-92	4	2	4	4	3	1	1	3	2	24
1992-93	2	4	2	4	4	3	1	1	3	24
1993-94	2	2	4	2	4	4	3	1	1	23
1994-95	2	2	2	4	2	4	4	3	1	24
1995-96	2	2	2	2	4	2	4	4	3	25
1996-97	2	2	2	2	2	4	2	4	4	24
1997-98	2	2	2	2	2	2	4	2	4	22

years, the enrollment remained stable. District No. 46 is projected to have a total enrollment of 18 to 25 students over the next ten years.

Holt County District No. 88

Table 8 shows that Class I District No. 88 educated 5 to 8 students annually over the ten-year period from 1978-79 through 1987-88. The enrollment projections indicate a slight drop to a low of 4 students in four of the next ten years and a high count of 11 students in 1997-98.

Combined Districts Enrollment and Projections

Table 9 shows historically what the preschool census and enrollment would have looked like if all six school districts had consolidated prior to 1978-79. Also included is the enrollment projection generated from the ten-year preschool census and enrollment history of the combined districts.

The total K-12 enrollment history showed a low of 301 students in 1983-84 and a high of 331 students in 1986-87. The average number of students per grade level in 1987-88 was 25 compared to 24 in 1978-79.

The projected enrollment figures indicate that the total K-12 enrollment will reach the number of students the combined districts experienced in 1986-87. The rebound will occur in 1988-89 and thereafter remain stable for the remainder of the projection period. Based on these projection figures, the author used a per grade student count of 30 for future planning purposes. Based on the projected enrollment figures for grades K-12, the author is of the opinion that a viable school district could be established and maintained throughout the foreseeable future.

Table 8

Preschool Census Enrollment and Enrollment Projections, District No. 88
(Holt County)

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE- SCHOOL	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1978-79	0	1	1	2	0	4	0	2	0	2	0	0	0	1	2	7
1979-80	0	0	0	1	1	2	0	1	2	0	2	0	0	0	1	6
1980-81	0	0	0	0	1	1	0	1	0	2	0	2	0	0	0	5
1981-82	0	1	1	0	0	2	1	0	1	0	2	0	2	0	0	6
1982-83	0	2	1	1	0	4	0	1	0	1	0	2	0	2	0	6
1983-84	0	0	1	0	1	2	0	0	1	0	1	0	2	0	2	6
1984-85	0	0	1	0	1	2	0	0	1	2	1	0	0	2	0	6
1985-86	0	0	0	1	0	1	2	0	0	1	2	1	0	0	2	8
1986-87	0	1	0	0	1	2	0	2	0	1	2	1	0	0	2	8
1978-88	1	0	0	0	0	1	1	0	2	0	0	1	2	1	0	7

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT								TOTAL K-8 ENROL.	
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7		GR. 8
1988-89	0	1	0	2	0	0	1	2	1	7
1989-90	0	0	1	0	2	0	0	1	2	6
1990-91	0	0	0	1	0	2	0	0	1	4
1991-92	0	0	0	0	2	0	2	0	0	4
1992-93	1	0	0	0	0	1	0	2	0	4
1993-94	1	1	0	0	0	0	1	0	2	5
1994-95	1	1	1	0	0	0	0	1	0	4
1995-96	1	1	1	1	0	0	0	0	2	6
1996-97	1	2	1	2	2	0	0	0	0	8
1997-98	2	2	2	2	2	1	0	0	0	11

Table 9

Class I Districts No. 2, No. 6, No. 18, No. 46, No. 48 and Ewing School District No. 29 Combined

PRESCHOOL CENSUS AND ENROLLMENT HISTORY
1978-1987

YEAR	PRESCHOOL CHILDREN					TOTAL PRE-SCHOOL	ELEMENTARY ENROLLMENT						TOTAL K-6 ENROL.	SECONDARY ENROLLMENT						TOTAL 7-12 ENROL.	TOTAL K-12 ENROL.	
	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5		KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5		GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	GR. 11			GR. 12
1978-79	19	26	23	16	17	101	18	24	18	20	20	10	29	139	24	39	23	30	32	24	173	312
1979-80	32	23	29	24	20	128	21	20	26	27	20	20	8	142	32	24	31	23	28	32	169	311
1980-81	22	40	25	30	25	142	21	23	22	27	27	19	22	161	10	33	21	31	22	32	149	310
1981-82	29	25	38	25	35	152	29	21	27	25	26	26	22	176	19	13	27	23	30	24	136	312
1982-83	17	31	24	40	24	136	33	27	23	23	24	26	26	182	21	21	10	27	19	23	128	310
1983-84	23	27	42	26	38	156	22	33	25	19	27	23	28	177	27	24	19	10	26	18	124	301
1984-85	16	29	28	42	24	139	33	26	34	27	23	26	25	174	28	32	16	18	12	27	133	327
1985-86	12	28	27	27	39	133	32	31	26	35	27	24	25	200	24	28	25	16	21	12	126	326
1986-87	22	24	29	26	29	130	36	33	30	24	37	23	19	202	25	22	20	24	17	21	129	331
1987-88	20	26	23	31	30	130	29	36	32	34	24	35	25	215	18	25	12	18	24	16	113	328

ENROLLMENT PROJECTIONS
1988-1997

YEAR	ELEMENTARY ENROLLMENT									TOTAL K-8 ENROL.	SECONDARY ENROLLMENT				TOTAL 9-12 ENROL.	TOTAL K-12 ENROL.
	KDGT.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8		GR. 9	GR. 10	GR. 11	GR. 12		
1988-89	33	30	38	33	35	22	35	24	19	269	16	11	18	25	70	339
1989-90	33	34	31	38	33	33	23	36	26	287	9	14	11	19	53	340
1990-91	25	34	36	33	39	33	34	23	36	293	17	9	14	12	52	345
1991-92	30	26	34	36	33	37	32	32	25	285	29	17	9	15	70	355
1992-93	31	30	27	36	37	31	38	33	35	298	15	29	17	10	71	369
1993-94	30	32	32	28	36	35	32	37	34	296	24	15	29	18	86	382
1994-95	31	33	34	31	29	35	36	32	38	299	31	24	15	28	98	397
1995-96	31	33	33	33	33	27	36	36	33	295	25	30	24	16	95	390
1996-97	32	32	33	34	34	31	27	35	36	294	26	26	31	24	107	401
1997-98	32	32	33	35	35	34	31	28	36	296	33	26	24	30	113	409

Nonresident High School Attendance Pattern

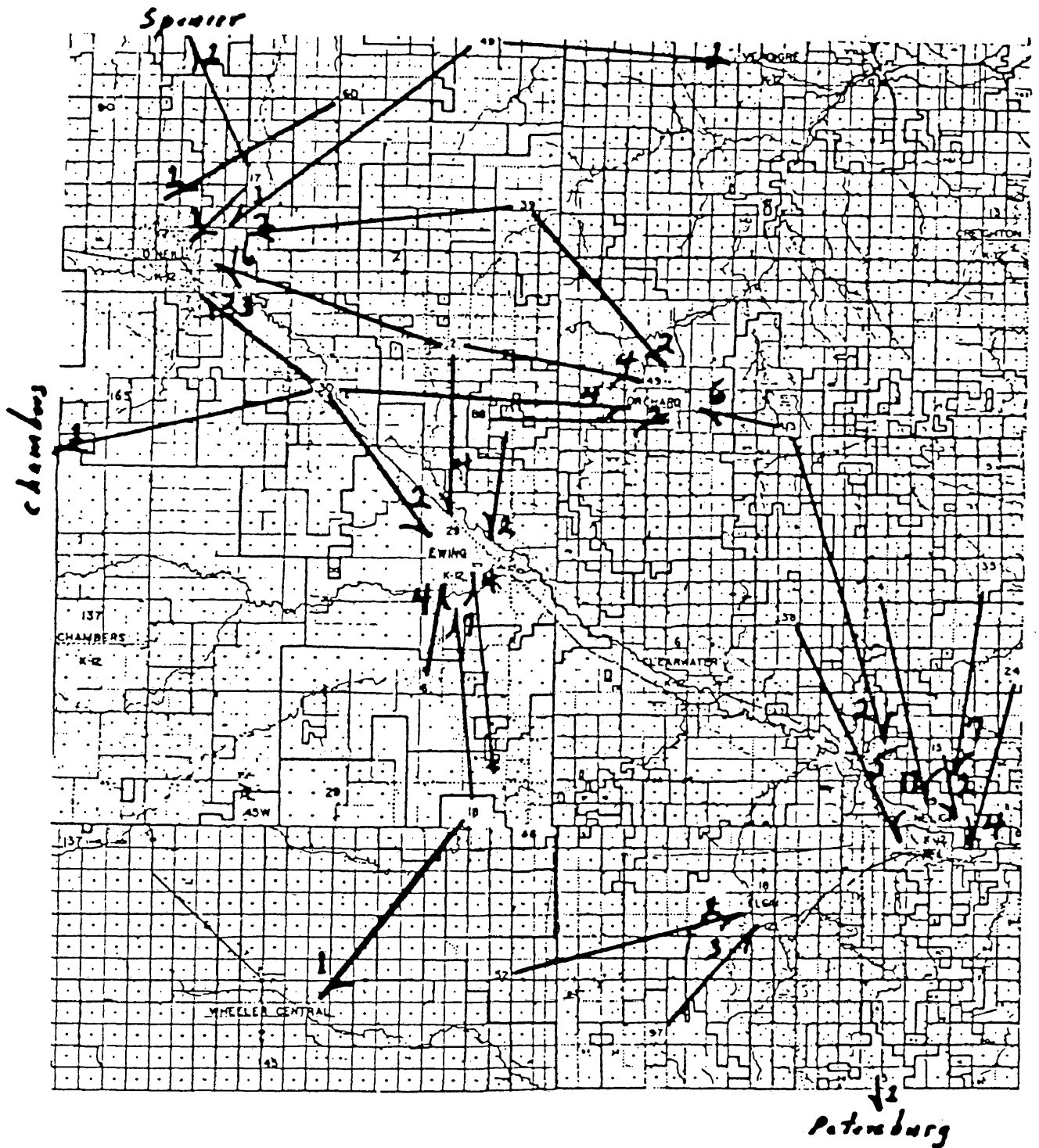
Nonresident high school students must be accounted for when reviewing student population figures. When students who have been attending Class I elementary schools reach high school age, they may select to attend a school district that offers a high school program. Tuition charges for their education are reported and a tax levy is charged to all the Class I property to generate monies to cover the tuition costs.

Inclusion of the nonresident high school attendance data in a survey report serves two purposes. First, it shows the number of students attending the various Class II and III districts; and secondly, it gives the author the indicator as to what Class II and III districts the people living in the Class I districts may merge with if reorganization were to occur.

Figure 3 shows the 1987-88 nonresident attendance pattern for the Holt County area included in this study. The highest number of students were enrolled in O'Neill followed by Neligh, then Ewing and Orchard. Surprisingly, no students were shown to be attending Clearwater district. Orchard and Ewing combined were educating 41 nonresident high school students which was 32.3 percent of the total.

A glance at Figure 3 definitely shows that if the districts involved in this study would decide to merge into one school district, not all the territory in the peripheral Class I districts would become part of the new district. Only a portion of the territory in No. 2 (Page) would do so. Due to this probability, the author is of the opinion that a maximum of approximately 75 percent of the existing valuation and students could be expected to be included in a new school district configuration.

Figure 3. Nonresident high school attendance pattern, 1987-88.



IV. EDUCATIONAL PROGRAMS AND STAFF PATTERNS

Major factors to be considered in school district reorganization planning is the nature of the educational program and professional staff being provided. An analysis of the current curriculum and staffing densities along with what is anticipated is very useful. This type of information is dealt with in the following text.

Educational Programs

Elementary

The educational program of offerings in all the Class I elementary school districts participating in this study was presented to the students in a self-contained classroom environment. The curriculum was universally the same and covered the subjects of reading, writing, mathematics, science, social studies, and health. Specialized educational offerings taught by specialized staff were not common. Subject areas such as physical education, art, music, shop, and home economics were noticeably absent except at the Page school. Here accommodations were available for indoor physical education. The area educational service unit did provide some services in speech therapy, special education, health services, and art.

Ewing uses self-contained classrooms to educate its students in grades K-6. The curriculum presented to the elementary students was similar to that found in the Class I districts with additional course offerings in specialized areas. Course offerings such as art, physical education, health, Chapter I reading and math, vocal and instrumental

music, speech therapy, and special education were presented in a specialized environment or classroom.

Secondary

Ewing. A summary of the program offered for grades 7-12 in the Ewing district is presented in Table 10. The various subject areas, along with measures of the breadth of offering and the extent of student participation in each, are shown. The subject areas are divided into four general categories: academic, vocational, fine arts, and health/physical education.

An indicator of the breadth of the curriculum in each subject area and category is the number of course units offered. One course unit is equivalent to 15 clock-hours of classroom instruction; for example, a class that meets 50 minutes each day for 180 days would account for 10 course units. Because the comprehensiveness of the program depends on the number of different courses offered, only separate and distinct courses were included in the calculation; multiple sections of the same course were not considered. A measure of the level of student participation in each subject area and category can be obtained by calculating the number of enrollment units. One enrollment unit is equivalent to one student enrolled for one course unit.

As shown in Table 10, Ewing Junior/Senior High School offered a total of 490.69 course units; of these, 54.6 percent were in academic subjects, 23.2 percent in vocational courses, 13.7 percent in fine arts, and 8.5 percent in health and physical education. The Nebraska Department of Education regulations set 390 as the minimum number of total course units that must be offered by a secondary school to

Table 10

Secondary Course and Enrollment Units, Ewing Junior/Senior High School
Grades 7-12, 1987-88

Subject Area	Course Units	Percentage of Total	Enrollment Units*	Percentage of Total
<u>Academic</u>				
English-Language Arts	72.10	14.7%	1,112.40	17.3%
Foreign Language	10.30	2.1	41.20	.6
Mathematics	51.50	10.5	638.60	9.9
Science	61.80	12.6	793.10	12.3
Social Science	61.74	12.6	1,141.68	17.7
Computer Language	10.30	2.1	30.90	.5
<u>Vocational</u>				
Business Education	41.20	8.4	381.10	5.9
Home Economics	14.12	28.8	123.64	1.9
Industrial Arts	58.68	12.0	398.42	6.2
<u>Fine Arts</u>				
Art	33.02	6.7	279.00	4.3
Music	34.32	7.0	827.02	12.8
<u>Health/Physical Education</u>				
Physical Education	41.61	8.5	672.67	10.4
Academic	267.74	54.6	3,757.88	58.4
Vocational	114.00	23.2	903.16	14.0
Fine Arts	67.34	13.7	1,106.02	17.2
Health/Physical Education	41.61	8.5	672.67	10.4
TOTAL	490.69	100.0%	6,439.73	100.0%

*Computed by taking the total enrollment times the number of course units in each subject unit.

maintain an accredited status. Ewing exceeded this number by approximately 100 course units.

Staffing Patterns

Economic efficiency is closely tied to the effectiveness of staff utilization in educational systems. This is due to the fact that education is labor intensive. An indicator of the effectiveness of professional staff utilization is the pupil/teacher ratio that exists in schools. Table 11, along with other information, shows the pupil/teacher ratio and average for all the schools included in this study.

The pupil/teacher ratio ranged from a low of 6.0 students to one teacher in Holt County District No. 88 to a high of 17.6 students per teacher at Page for the elementary grade levels. The mean or average for all six schools was 10.1 students for each full-time equivalent teacher. The pupil/teacher ratio at Ewing was 11.4

Table 11

Selected Certificated Personnel Data, Combined Districts in Study
1987-88

County	No.	District Name	Class	Full-Time Equivalency		Pupil/Teacher Ratio		Percent of Endorsed Units
				Elem.	Sec.	Elem.	Sec.	
Holt	29	Ewing	II	8.00	9.35	12.5	11.4	91.30
Holt	2	Page	I	4.50	--	17.6	--	--
Holt	6		I	1.00	--	9.0	--	--
Holt	18		I	1.60	--	7.5	--	--
Holt	46		I	2.00	--	8.0	--	--
Holt	88		I	1.00	--	6.0	--	--
Mean (Average) or Total				(T) 18.10	(T) 9.35	(M) 10.1	(M) 11.4	(M) 91.30

V. FINANCES

A brief review of some pertinent financial data was done to ascertain the levels of resources available, tax effort, unit costs, and valuation per resident student. A ten-year history of the data aids in identifying significant trends that may have an impact on future reorganization.

Financial Data by School District

Ewing Public School

As depicted in Table 12, Ewing had an actual valuation of \$19,452,807 in 1987-88, a 108.7 percent increase over the 1978-79 figure of \$9,320,000. The total levy in 1987-88 (1.7090) was 16.0 percent lower than the 2.0346 recorded in 1978-79. Ewing's bonded indebtedness was retired in 1978-79, which is one of the reasons the most current total levy was less than the levy in 1978-79. The 1986-87 cost per resident pupil was \$3,360.25, up 71.5 percent from the 1978-79 figure of \$1,959.64. In 1986-87 the Ewing district had \$119,126 of actual valuation behind each of their students.

Page School District No. 2

The Page School District had an actual valuation of \$21,122,104 in 1987-88 which was 202.2 percent higher than the \$6,990,020 recorded in 1978-79. Since Page was a Class I school district, a separate levy was attached to the general fund levy to pay for nonresident high school tuition. This levy (under "other" on Table 13) was .6366 in 1987-88. The total levy was 1.3834 in 1987-88, a decrease of 9.5

Table 12

Selected Data, Ewing Public Schools District No. 29, Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL
		GEN'L	BOND	OTHER TOTAL			
1978-79	\$ 9,320,000	1.7493	.2853	0	2.0346	\$1,959.64	\$ 52,065
1979-80	13,131,974	1.2280	.1431	0	1.3711	2,284.44	76,794
1980-81	14,194,031	.8746	0	0	.8746	2,530.62	85,522
1981-82	15,981,217	1.2279	0	0	1.2279	2,822.87	96,272
1982-83	16,478,837	1.1431	0	0	1.1431	3,288.94	101,721
1983-84	17,169,316	1.2445	0	0	1.2445	3,710.76	122,840
1984-85	18,479,109	1.3939	0	0	1.3939	3,552.69	124,021
1985-86	22,982,050	1.2929	0	0	1.2929	3,535.34	140,994
1986-87	20,847,050	1.5911	0	0	1.5911	3,360.25	119,126
1987-88	19,452,807	1.7090	0	0	1.7090		

Table 13

Selected Data, District No. 2 (Page), Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL	
		GEN'L	BOND	OTHER TOTAL				
1978-79	\$ 6,990,020	.8333	0	.6948	1.5281	0	\$1,407.09	\$132,512
1979-80	16,349,068	.5470	0	.5520	1.0990	0	1,759.23	263,695
1980-81	17,852,631	.5359	0	.4714	1.0073	0	2,048.48	287,945
1981-82	19,087,670	.6768	0	.5259	1.2027	0	2,524.60	276,633
1982-83	19,421,971	.5959	0	.6444	1.2403	0	2,498.79	285,617
1983-84	19,698,209	.7386	0	.6151	1.3537	0	2,232.60	201,352
1984-85	20,679,219	.7599	0	.6248	1.3847	0	2,308.76	232,350
1985-86	23,629,657	.5761	0	.5836	1.1597	0	2,637.87	268,518
1986-87	25,144,529	.5489	0	.6071	1.1560	0	3,118.00	318,285
1987-88	21,122,104	.7468	0	.6366	1.3834	0		

percent from the 1.5281 levied in 1978-79. This district expended \$3,118.00 per pupil and had a valuation per resident pupil of \$318,285 in 1986-87.

Holt County District No. 6

This school district lost \$1,553,287 in its actual valuation between 1985-86 and 1987-88. The 1987-88 actual valuation was \$4,986,353. As shown in Table 14, the total levy increased by 12.2 percent over the ten-year period from 1.0580 in 1978-79 to 1.1876 in 1987-88. District No. 6 had \$676,636 actual valuation behind each student in 1986-87 and a per pupil cost of \$2,929.26.

Holt County District No. 18

District No. 18 was another school that experienced a decline in its actual valuation between 1985-86 and 1987-88. The total dollar decline was \$1,109,745 and the 1987-88 actual valuation was \$3,836,152 (see Table 15). A ten-year increase in total levy occurred by 16.9 percent to the 1987-88 figure of 1.3980. In 1987-88 District No. 18 expended an average of \$2,339.49 per pupil and had \$374,790 valuation behind each student.

Holt County District No. 46

As shown in Table 16, District No. 46 had an actual valuation of \$5,167,945 in 1987-88, a decrease of \$958,220 since 1985-86. Their total levy was 1.1471 in 1987-88, a decline of 11.9 percent from the 1.3023 figure in 1978-79. They had \$383,633 in actual valuation behind each student and a per pupil cost of \$2,694.57 in 1986-87.

Table 14

Selected Data, District No. 6, Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL	
		GEN'L	BOND	OTHER				TOTAL
1978-79	\$3,023,997	.3633	0	.6947	1.0580	0	Not Available	\$ 504,000
1979-80	4,750,560	.3048	0	.5520	.8568	0	\$3,224.98	1,187,640
1980-81	5,376,025	.2880	0	.8215	1.1095	0	2,474.31	1,334,006
1981-82	5,413,170	.4060	0	.5259	.9319	0	2,311.24	676,646
1982-83	5,612,358	.1164	0	.6444	.7608	0	2,212.32	561,236
1983-84	6,783,709	.2369	0	.6151	.8520	0	2,089.66	503,967
1984-85	5,951,968	.2436	0	.6006	.8442	0	2,674.82	457,843
1985-86	6,539,640	.3366	0	.5622	.8988	0	3,010.98	503,049
1986-87	6,089,726	.4524	0	.5870	1.0394	0	2,929.26	676,636
1987-88	4,986,353	.5510	0	.6366	1.1876	0		

Table 15

Selected Data, District No. 18, Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL	
		GEN'L	BOND	OTHER				TOTAL
1978-79	\$3,228,128	.5015	0	.6948	1.1963	0	\$1,357.51	\$269,011
1979-80	3,937,608	.4630	0	.5600	1.0230	0	1,543.72	328,134
1980-81	4,159,962	.3640	0	.4714	.8354	0	1,467.70	346,663
1981-82	4,693,138	.4492	0	.5259	.9751	0	2,409.97	335,224
1982-83	4,715,359	.4420	0	.6444	1.0864	0	2,264.75	362,720
1983-84	4,843,118	.4883	0	.6151	1.1034	0	2,593.53	367,099
1984-85	4,775,318	.5560	0	.6006	1.1566	0	2,723.95	298,457
1985-86	4,945,897	.6123	0	.5622	1.1745	0	3,278.41	412,158
1986-87	4,497,476	.6771	0	.5870	1.2641	0	2,339.49	374,790
1987-88	3,836,152	.7614	0	.6366	1.3980	0		

Table 16

Selected Data, District No. 46, Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL	
		GEN'L	BOND	OTHER TOTAL				
1978-79	\$2,849,342	.6076	0	.6947	1.3023	0	\$1,184.40	\$153,852
1979-80	4,072,600	.2951	0	.5520	.8471	0	1,487.97	226,256
1980-81	4,571,008	.4623	0	.4715	.9338	0	1,615.41	253,944
1981-82	4,856,738	.5302	0	.5259	1.0561	0	2,517.87	404,728
1982-83	5,005,031	.0527	0	.6444	1.1471	0	1,312.21	294,414
1983-84	5,295,017	0	0	.6151	.6151	0	1,767.92	390,292
1984-85	5,481,712	.4156	0	.6006	1.0162	0	1,947.16	249,168
1985-86	6,126,165	.3319	0	.5622	.8941	0	3,029.58	437,583
1986-87	6,138,132	.3425	0	.5870	.9295	0	2,694.57	383,633
1987-88	5,167,945	.5105	0	.6366	1.1471	0		

Table 17

Selected Data, District No. 88, Holt County, 1978-1987

YEAR	ACTUAL VALUATION	LEVY PER HUNDRED DOLLARS ACTUAL VALUATION			BONDED DEBT	COST PER PUPIL	VALUATION/RESIDENT PUPIL	
		GEN'L	BOND	OTHER TOTAL				
1978-79	\$1,310,394	.8830	0	.6948	1.5778	0	\$1,560.26	\$174,487
1979-80	2,119,185	.5029	0	.5821	1.0850	0	2,157.30	302,741
1980-81	2,301,985	.5635	0	.4714	1.0349	0	3,823.41	328,855
1981-82	2,410,604	.7095	0	.5259	1.2354	0	3,770.25	401,767
1982-83	2,337,995	.5682	0	.6444	1.2126	0	3,912.97	333,999
1983-84	2,264,934	.7909	0	.6151	1.4060	0	3,919.64	331,447
1984-85	2,380,019	.6993	0	.6006	1.2999	0	4,095.98	396,669
1985-86	2,460,777	.6083	0	.5622	1.1705	0	3,214.70	307,597
1986-87	2,493,541	.2420	0	.5870	.8290	0	5,132.98	415,590
1987-88	2,197,217	.4252	0	.6366	1.0618	0		

Holt County District No. 88

District No. 88 experienced an increase of 67.7 percent in their actual valuation between 1978-79 (\$1,310,394) and 1987-88 (\$2,197,217). Their total levy decreased by 32.7 percent to the 1987-88 figure of 1.0618 over the same ten-year period (see Table 17). Their valuation per resident student was \$415,590, and their per pupil cost was \$5,132.98 during the 1986-87 school year.

Financial Summary

It is relevant to note that none of the school districts discussed in this report has outstanding bonded indebtedness. Also of interest is the fact that all the districts lost actual valuation between 1986-87 and 1987-88. The total actual valuation for all six districts in 1986-87 was \$58,029,089; and in 1987-88 it was \$56,762,578, a decline of 1.3 million dollars.

Table 18 shows a summary of selected financial data for the six school districts included in this study. The data was for the 1987-88 school year. As shown, the total combined actual valuation was \$56,762,578, the mean levy was 1.3145, the mean per pupil cost was \$3,262.43, the total student enrollment was 327, and the combined districts valuation per resident student was \$173,586.

Table 18

Selected Data for Six Combined School Districts, Holt County, 1987-88

School District & County		Actual Valuation	Total Levy	Cost Per Pupil (ADM) 1986-87	Total Enrol.
Ewing #29	Holt	\$19,452,807	1.7090	\$3,360.25	196
Page #2	Holt	21,122,104	1.3834	3,118.00	84
District #6	Holt	4,986,353	1.1876	2,929.26	11
District #18	Holt	3,836,152	1.3980	2,339.49	12
District #46	Holt	5,167,945	1.1471	2,694.57	17
District #88	Holt	2,197,217	1.0618	5,132.98	7
TOTAL OR MEAN		\$56,762,578(T)	1.3145(M)	\$3,262.43(M)	327(T)

Combined Districts Valuation Per Resident Student = \$173,586

VI. SCHOOL BUILDINGS AND SITES

An important component of this study was an inventory and analysis of the school buildings and sites of all the districts participating in the study. A general floor plan of the building(s), a summary of available floor space by function, a building space discrepancy analysis, and a summary of site space by function is provided for each school district.

Ewing Buildings and Site

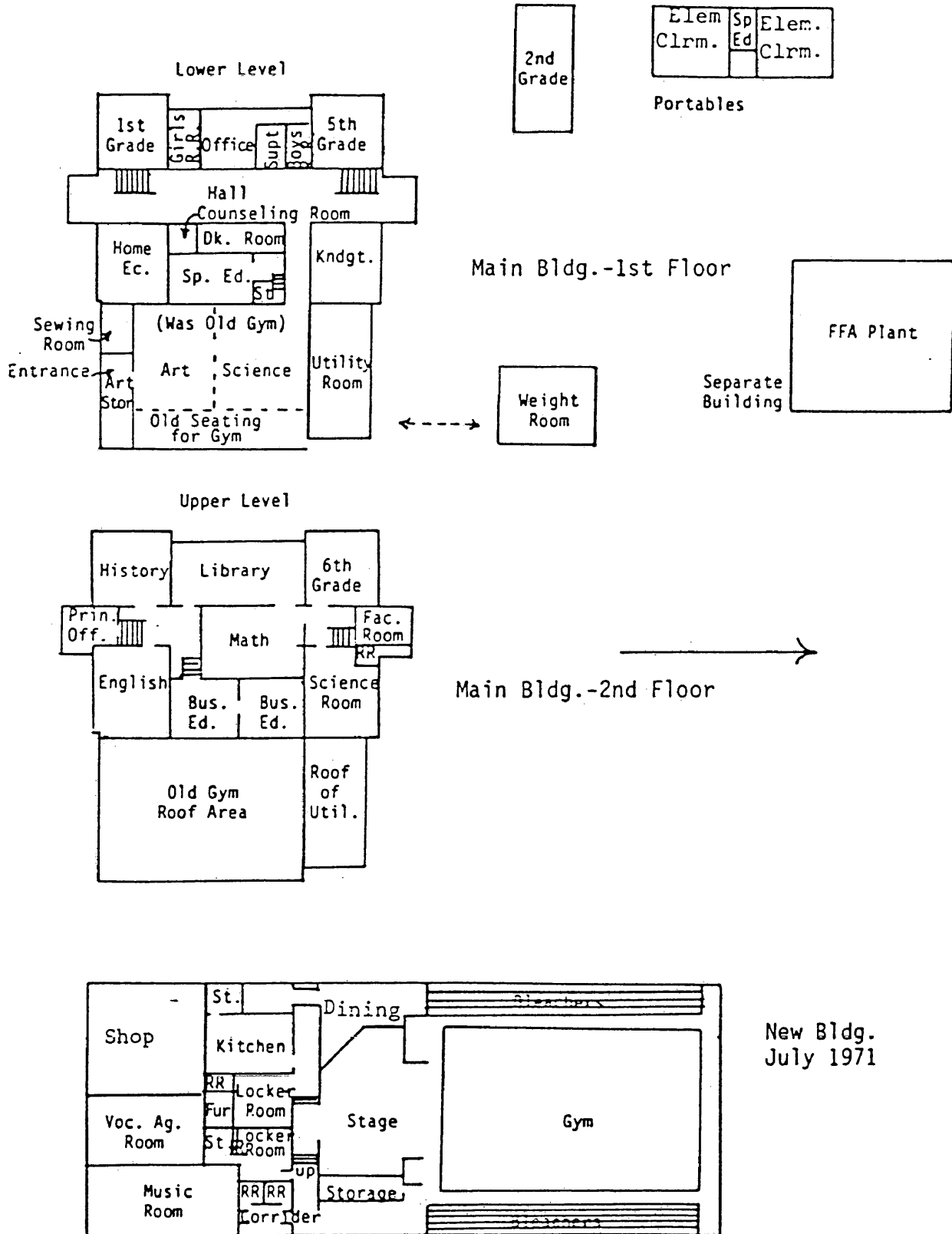
School Buildings

Figure 4 depicts the floor plan of the existing buildings on the Ewing campus. At least three separate vintages of construction were represented; the oldest was a two-story structure built in 1933. It was of masonry construction with brick veneer and housed the elementary students, high school academic classes, business education, home economics, and administrative offices. It appeared to be structurally sound; however, the location of supporting walls and their arrangement made it difficult to renovate the building to the needs of present-day instruction. It had not been made accessible to the physically handicapped.

Two portable buildings were placed on the school site in 1967, both of which were used to house three elementary classes. A small special education room was also located in one of the buildings.

In 1971 a metal frame building was erected on the Ewing school site. This building housed a gymnasium, lockers, dining, food

Figure 4. Buildings floor plan, Ewing School District No. 29 (Holt County). Constructed 1933, 1967, and 1971.



preparation, vocational agriculture, and music. This was a single-story building maintained in excellent condition.

Table 19 displays a summary of square feet of floor space by function and a discrepancy analysis between existing and recommended space for the entire Ewing school plant. As shown, the buildings contain a total of 39,500 square feet of floor space with 1,075 devoted to administration, 5,320 to general instruction, and 23,153 to specialized instructional space. The recommended building space for a school designed to house 90-100 students in grades K-6 and 125-150 students in grades 7-12 is 66,400 square feet. This is 26,900 square feet more than existing space. Those functions that came up excessively short of space or not present were: principal's office, nurse's office, conference/board room, business education, computer laboratory, home economics, library media, multi-purpose room, music, physical education/athletics, resource/Chapter I, and speech therapy.

School Site

The main Ewing school site was centrally located within the city and contained all the school buildings. Another site located on the northeast edge of the city contained the athletic field. As shown in Table 20, both sites combined totaled 7.42 acres in size.

Table 20 also depicts a discrepancy analysis between existing and recommended site space by function. If the Ewing school officials were to relocate their school on a new site, it is recommended that approximately 19 acres would be appropriate for such a move.

Table 19

Building Space Discrepancy Analysis, Ewing Public School District, Grades K-6, Enrollment 90-100, Grades 7-12, Enrollment 125-150

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Administration			
Supt's Office & Recept. (33)	642	500	+ 142
Sec. Principal's Office (33)	163	500	- 337
Counselor's Office (33)	120	300	- 180
Nurse's Office	-	200	- 200
Faculty Workroom (33)	150	400	- 250
Conference/Board Room	-	300	- 300
Subtotal	<u>1,075</u>	<u>2,200</u>	- 1,125
General Instructional Space			
3 Elem. Classrooms @ 559 (33)	1,677	-	+ 1,677
2 Elem. Classrooms @ 544 (67)	1,088	-	+ 1,088
1 Elem. Classroom (67)	760	-	+ 760
6 Elem. Classrooms @ 800	-	4,800	- 4,800
2 Sec. Classrooms @ 559 (33)	1,118	-	+ 1,118
1 Sec. Classroom (33)	677	-	+ 677
3 Sec. Classrooms @ 800	-	2,400	- 2,400
Subtotal	<u>5,320</u>	<u>7,200</u>	- 1,880
Specialized Instructional Space			
Art (33)	1,330	1,200	+ 130
Business Education (33)	697	1,800	- 1,103
Computer Laboratory	-	450	- 450
Darkroom (33)	300	200	+ 100
Home Economics (33)	716	1,800	- 1,084
Kindergarten (33)	559	900	- 341
Library/Media (33)	987	2,700	- 1,713
Multipurpose Room	-	3,200	- 3,200
Music (71)	1,174	2,700	- 1,526
Phys. Ed./Athletics (71)	9,324	14,000	- 4,676
Resource/Chapter I	-	800	- 800
Science (33)	1,574	2,000	- 426
Special Education (33)	585	800	- 215
Speech Therapy	-	150	- 150
Stage (71)	1,085	1,085	-
Vocational Arts	4,822	5,000	- 178
Subtotal	<u>23,153</u>	<u>38,785</u>	-15,632

(table continues)

<u>Function</u>	<u>Existing Space (Square Feet)</u>	<u>Recommended Space (Square Feet)</u>	<u>Discrepancy (Square Feet)</u>
Other Areas			
Dining	595	900	- 305
Food Preparation	680	750	- 70
Layout, Circulation, Storage, Restrooms, Custodial, and Mechanical Space	<u>8,677</u>	<u>16,565</u>	<u>- 7,888</u>
Subtotal	<u>9,952</u>	<u>18,215</u>	<u>- 8,263</u>
	=====	=====	=====
TOTAL SPACE	39,500	66,400	-26,900

Table 20

A Discrepancy Analysis between Existing and Recommended Site Space, Ewing Public School District, Grades K-12, 215-250 Students

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Buildings	28,512	66,400	- 37,888
Football/Track Area	143,520	198,400	- 54,880
Practice Field	-	92,400	- 92,400
Softball/Soccer Area	-	119,700	-119,700
Playground	30,000	25,000	+ 5,000
Stadium Seating	1,620	2,500	- 880
Bus Loading/Unloading	-	5,000	- 5,000
Off-street Parking	<u>51,600</u>	<u>52,100</u>	- <u>500</u>
Subtotal	255,252	561,500	-306,248
Aesthetic Space	<u>67,968</u> =====	280,750 =====	-212,782 =====
TOTAL SPACE	323,220	842,250	-519,030
TOTAL ACRES	7.42	19.34	- 11.92

Page Building and Site

School Building

Figure 5 illustrates the floor plan for the Page school building. The original structure was of masonry construction with a brick veneer and was built in 1917. It was renovated after a fire in 1948. This building housed all the functions except music and kindergarten. An addition to the original structure was constructed in 1965.

A summary of available floor space by function is shown in Table 21. According to this table, the Page school plant contained a total of 16,464 square feet which, when compared to the recommended building space, was all that was needed to accommodate 90-110 students.

School Site

Table 22 shows that the total site space for Page was 1.80 acres. Recommended space for a school with a K-8 enrollment of 90-110 students is 4.60 acres.

Holt County District No. 88 Building and Site

School Building

The school building was constructed entirely of wood in 1923. As shown in Figure 6, the main floor was one large room with a moveable divider; the basement contained an activity room, restrooms, and mechanical space.

According to Table 23, the District No. 88 building had 2,720 square feet of floor space with a total of 952 square feet devoted to classroom instruction on the main floor. More than enough building space was available for instructing the 7 students enrolled in 1987-88.

Figure 5. Buildings floor plan Page Elementary School District No. 2 (Holt County).

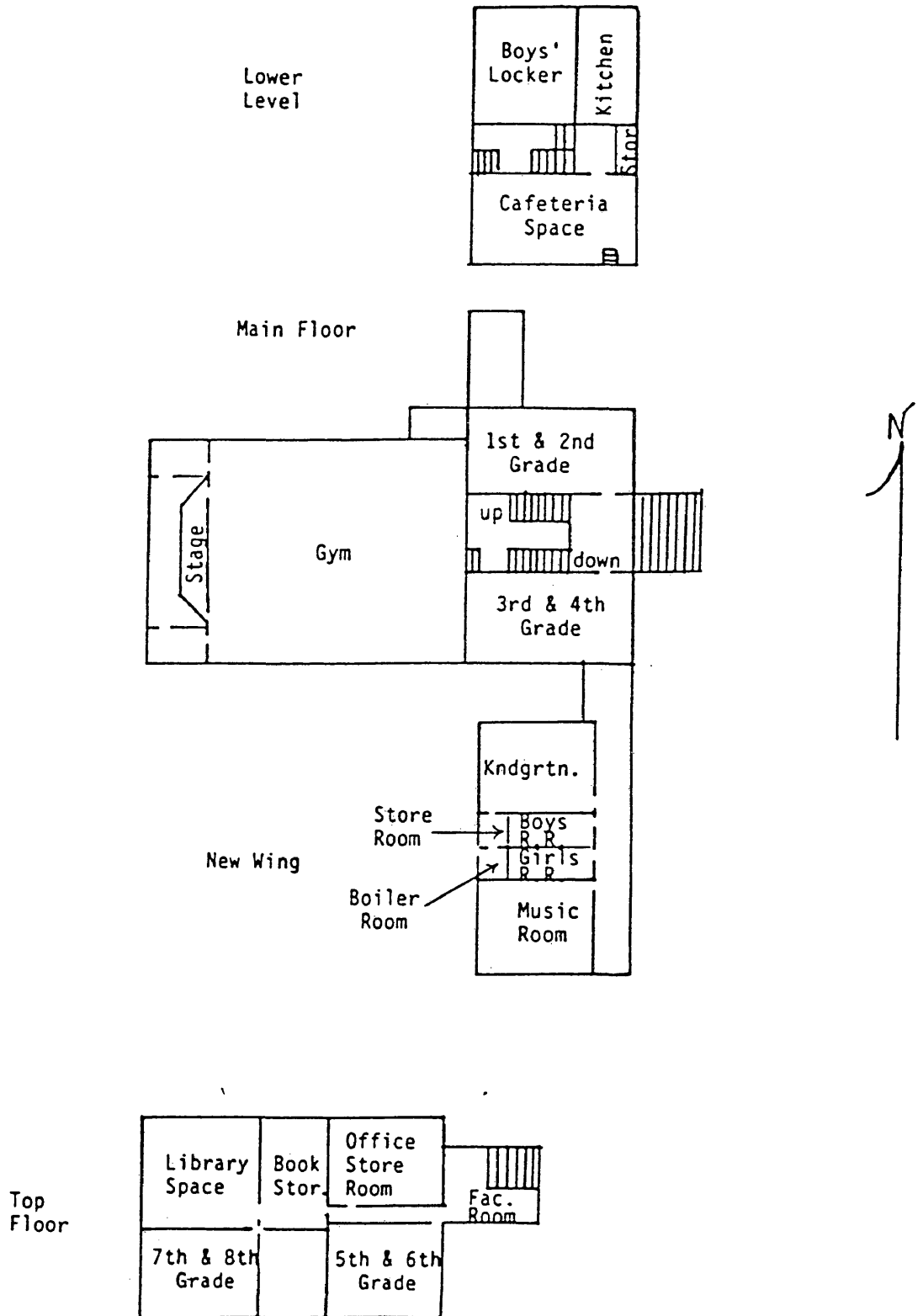


Table 21

Building Space Discrepancy Analysis, Page Elementary School District No. 2,
Grades K-8, Enrollment 90-110

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Administration			
Office and Work Area	585	400	+ 185
Conference Room/Speech Therapy	-	150	- 150
Faculty Work Area	<u>117</u>	<u>200</u>	- 83
Subtotal	702	750	- 48
General Classrooms			
2 Classrooms @ 825	1,650	-	+ 1,650
1 Classroom	577	-	+ 577
1 Classroom	662	-	+ 662
4 Classrooms @ 800	-	<u>3,200</u>	- 3,200
Subtotal	<u>2,889</u>	<u>3,200</u>	- 311
Specialized Learning Areas			
Kindergarten	696	600	+ 96
Library/Media/Computer Area	1,292	1,000	+ 292
Multipurpose/Locker Area	3,677	3,200	+ 477
Music	696	900	- 204
Chapter I Resource	-	450	- 450
Special Education	328	450	- 122
Stage	<u>506</u>	<u>506</u>	-
Subtotal	<u>7,195</u>	<u>7,106</u>	+ 89
Other Areas			
Dining	825	1,100	- 275
Food Preparation	351	330	+ 21
Circulation, Layout, Restrooms, Storage, Custodial, and Mechanical Space	<u>4,502</u>	<u>4,164</u>	+ 338
Subtotal	<u>5,678</u>	<u>5,594</u>	+ 84
	=====	=====	=====
TOTAL SPACE	16,464	16,650	- 186

Table 22

A Discrepancy Analysis Between Existing and Recommended Site Space,
 Page Public School District, Grades K-8, 90-110 Students

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Buildings	9,531	9,531	-
Playground	-	27,500	- 27,500
Softball/Soccer Area	-	88,140	- 88,140
Off-street Parking	-	6,120	- 6,120
Vehicle Loading/Unloading	-	<u>2,200</u>	- <u>2,200</u>
Subtotal	9,531	133,491	-123,960
Aesthetic Space	68,869 =====	66,745 =====	+ 2,124 =====
TOTAL SPACE	78,400	200,236	-121,836
TOTAL ACRES	1.80	4.60	- 2.80

Figure 6. Building floor plan District No. 88 (Holt County).

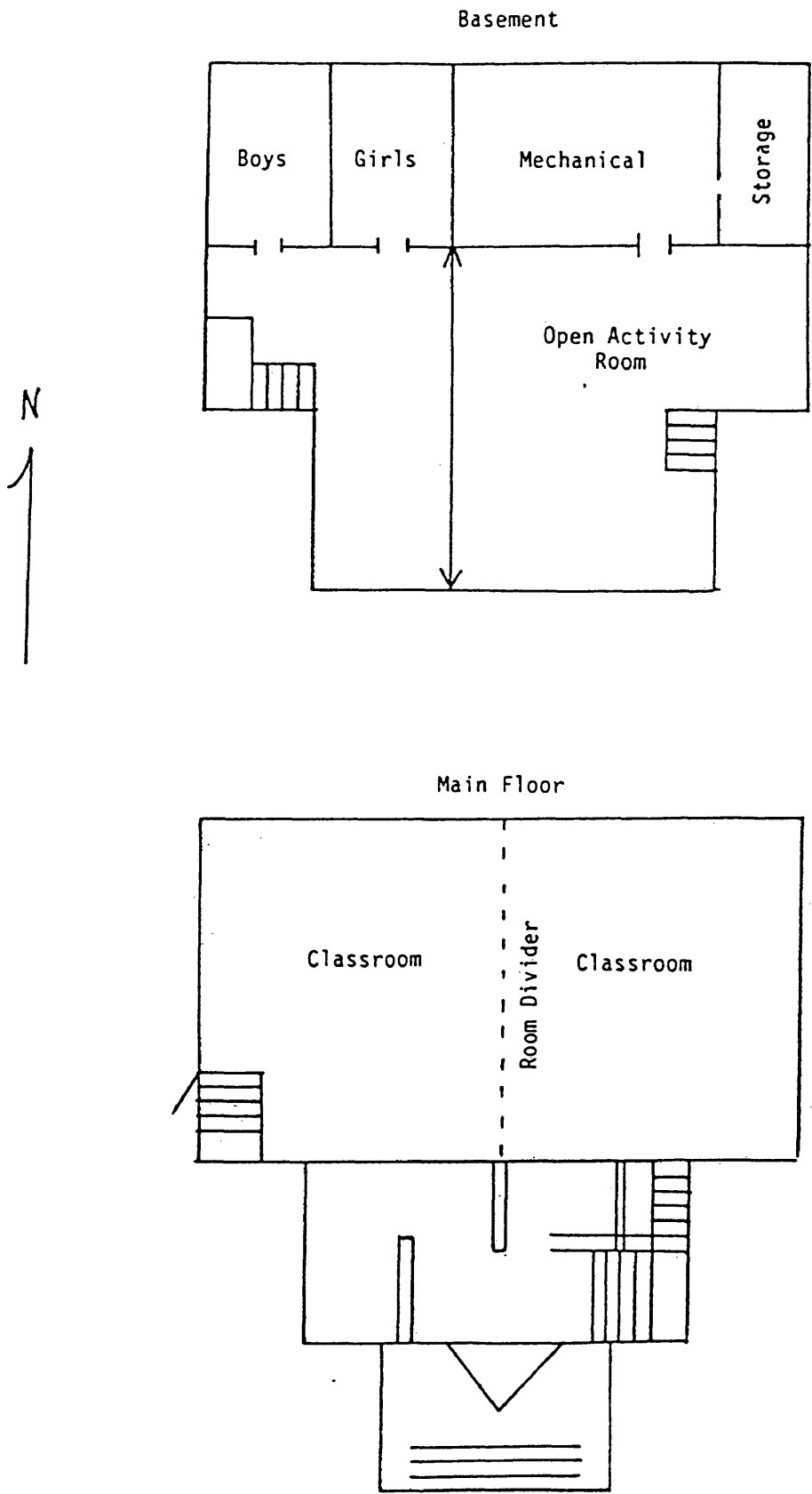


Table 23

A Summary of Available Building Space by Function, District No. 88

(Holt County)

Function	Square Feet
General Instructional Areas	
1 Classroom (23)	488
1 Classroom (23)	464
Subtotal	<u>952</u>
Specialized Learning Areas	
Multipurpose Room	677
Subtotal	<u>677</u>
Other Areas	
Storage, Restrooms, Circulation, Mechanical, Building Layout	<u>1,091</u>
Subtotal	<u>1,091</u>
	=====
TOTAL	2,720

School Site

An adequate amount of space was available of the school site. Table 24 shows that it contained 2.12 acres.

Holt County District No. 6 Building and Site

School Building

Figure 7 and Table 25 shows the floor plan and available building space by function for the District No. 6 building. Constructed in 1961 of wood, the structure had two classrooms on the main floor and an activity room in the basement. This well-kept facility contained a total of 3,688 square feet of space with 1,250 devoted to two classrooms and 1,652 square feet in an activity room. Adequate space was available for the 11 students being taught there in 1987-88.

School Site

As shown in Table 26, the School District No. 6 site contained a total of 1.27 acres. A sufficient amount of space was provided to accommodate the students' program and services.

Holt County District No. 46 Building and Site

School Building

District No. 46 had a wood structure building erected in 1957. The facilities floor plan and summary of available space are presented in Figure 8 and Table 27. Similar to District No. 6, the building had a multipurpose room in the basement and two classrooms on the main floor. Total square footage in the building was 3,304 with 1,244 devoted to classrooms and 1,425 square feet to the multi-purpose room.

Table 24

A Summary of Available Site Space by Function, District No. 88 (Holt County)

Function	Square Feet
Building	<u>1,360</u>
Subtotal	1,360
Aesthetic Space	91,040 =====
TOTAL SPACE	92,400
TOTAL ACRES	2.12

Figure 7. Building floor plan District No. 6 (Holt County).
Constructed 1961.

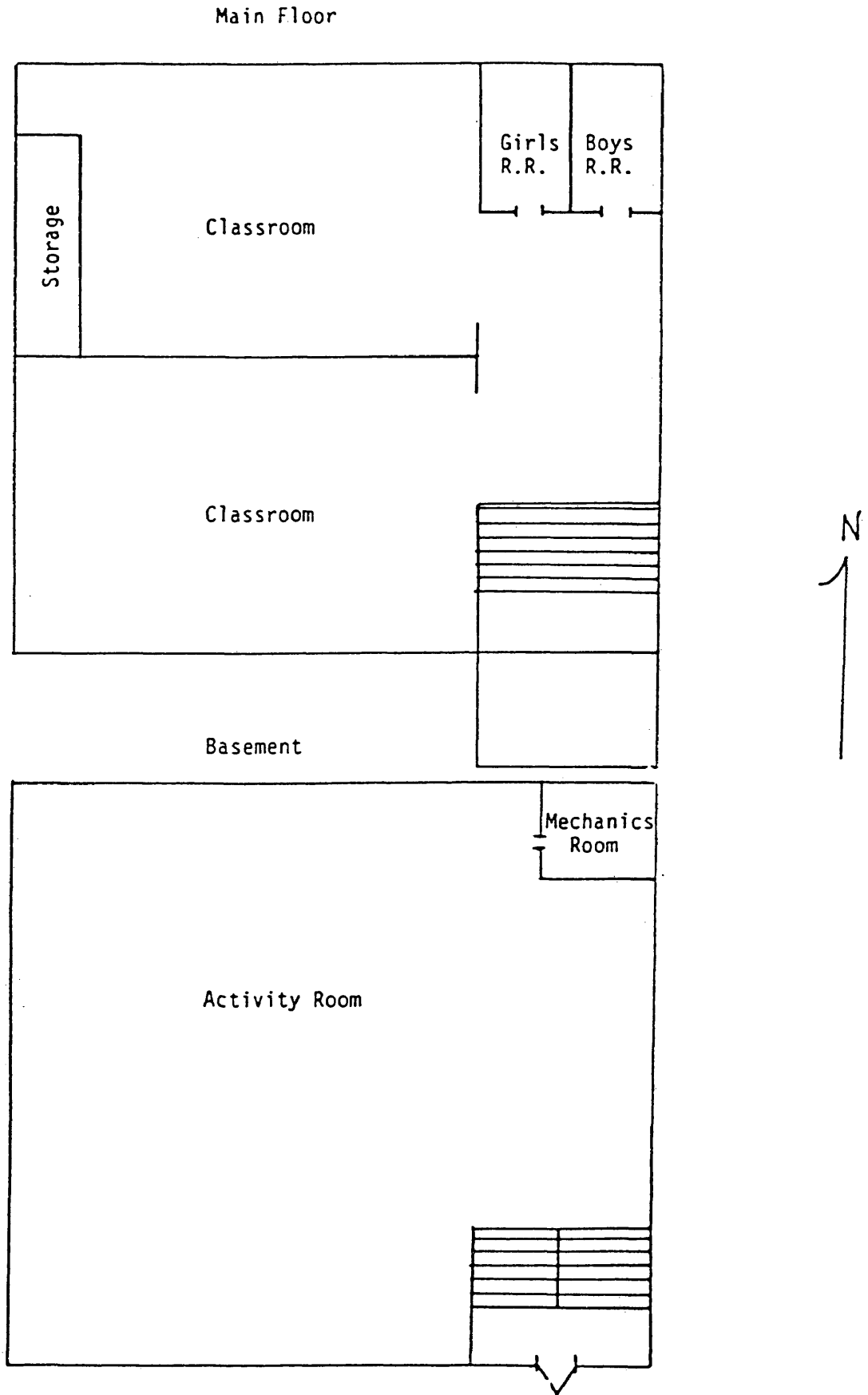


Table 25

A Summary of Available Building Space by Function, District No. 6 (Holt County)

Function	Square Feet
General Instructional Areas	
1 Classroom	579
1 Classroom	<u>671</u>
Subtotal	1,250
Specialized Learning Areas	
Activity Room	<u>1,652</u>
Subtotal	1,652
Other Areas	
Storage, Restrooms, Circulation, Mechanical, Building Layout	<u>786</u>
Subtotal	786
	=====
TOTAL	3,688

Table 26

A Summary of Available Site Space by Function, District No. 6 (Holt County)

Function	Square Feet
Building	<u>1,884</u>
Subtotal	1,884
Aesthetic Space	53,616 =====
TOTAL SPACE	55,500
TOTAL ACRES	1.27

Figure 8. Building floor plan District No. 46 (Holt County).
Constructed 1957.

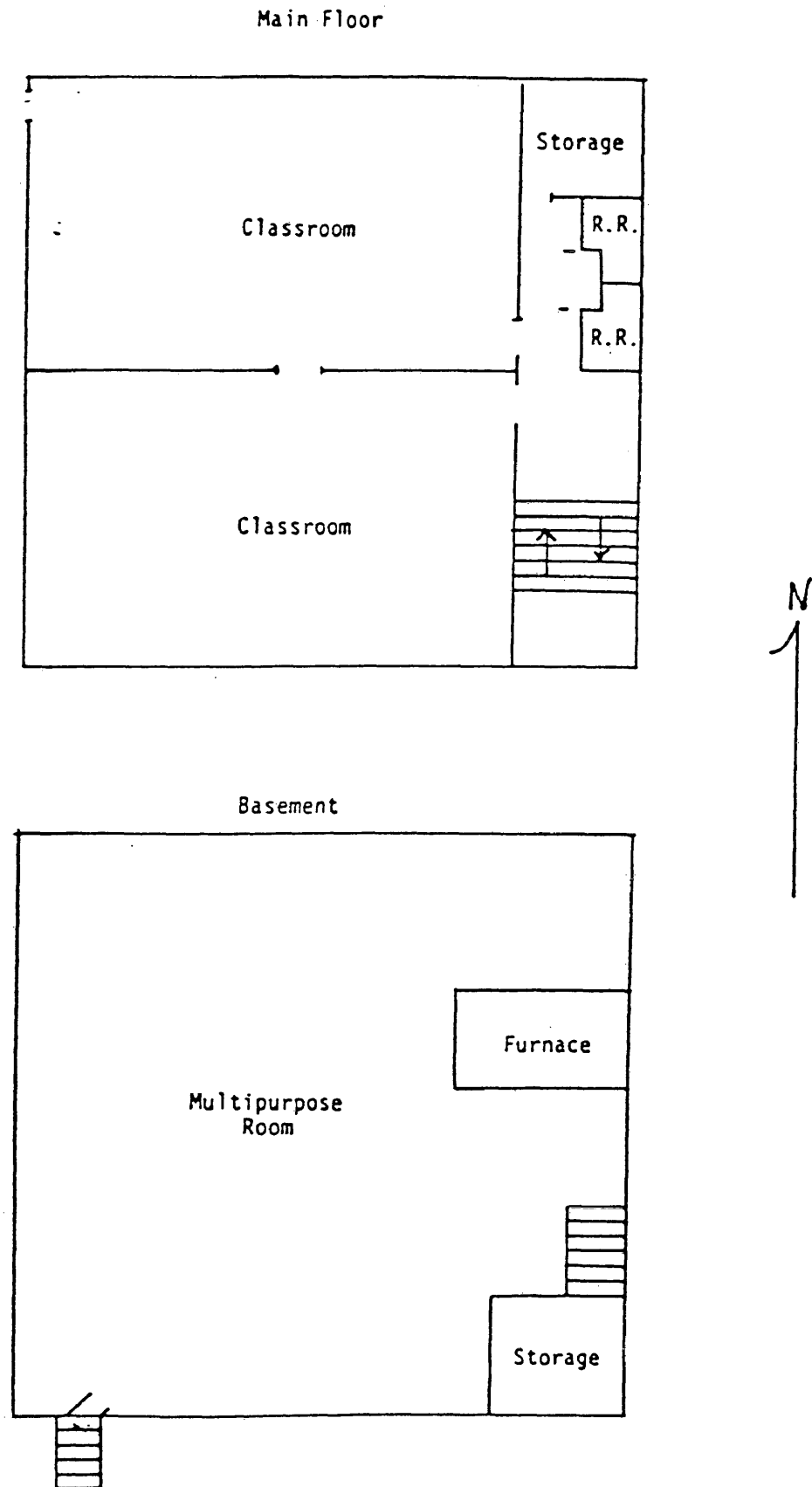


Table 27

A Summary of Available Building Space by Function, District No. 46 (Holt County)

Function	Square Feet
General Instructional Areas	
2 Classrooms @ 622	<u>1,244</u>
Subtotal	1,244
Specialized Learning Areas	
Multipurpose Room	<u>1,425</u>
Subtotal	1,425
Other Areas	
Storage, Restrooms, Circulation, Mechanical, Building Layout	<u>635</u>
Subtotal	635
	=====
TOTAL	3,304

A sufficient amount of space was provided for the 17 students and the educational program offered to the students. This building was also well maintained and cared for.

School Site

Table 28 shows that the school site contained a total of 3.02 acres, and adequate amount of space to accommodate the district's students, program and services.

Holt County District No. 18 Building and Site

School Building

Unique in its construction materials, District No. 18 had a building made of concrete block and was designed as a one-room school (see Figure 9). The single room contained a temporary divider to accommodate two teachers. As depicted in Table 29, the structure had a total of 1,147 square feet of floor space. Of this total, 792 was committed to classroom space. The 12 students enrolled in 1987-88 were comfortable in the space provided.

School Site

The total space in District No. 18 was .60 acres (see Table 30). It appeared to properly accommodate the needs of the district.

When the author visited the school, it was evident that the adjacent road was frequently traveled, and the traffic gave little indication of slowing down when passing the school. These conditions could lead to a severe accident, and it is suggested that measures be taken to correct the potential danger.

Table 28

A Summary of Available Site Space by Function, District No. 46 (Holt County)

<u>Function</u>	<u>Square Feet</u>
Building	<u>1,560</u>
Subtotal	1,560
Aesthetic Space	130,110 =====
TOTAL SPACE	131,670
TOTAL ACRES	3.02

Figure 9. Building floor plan District No. 18 (Holt County).

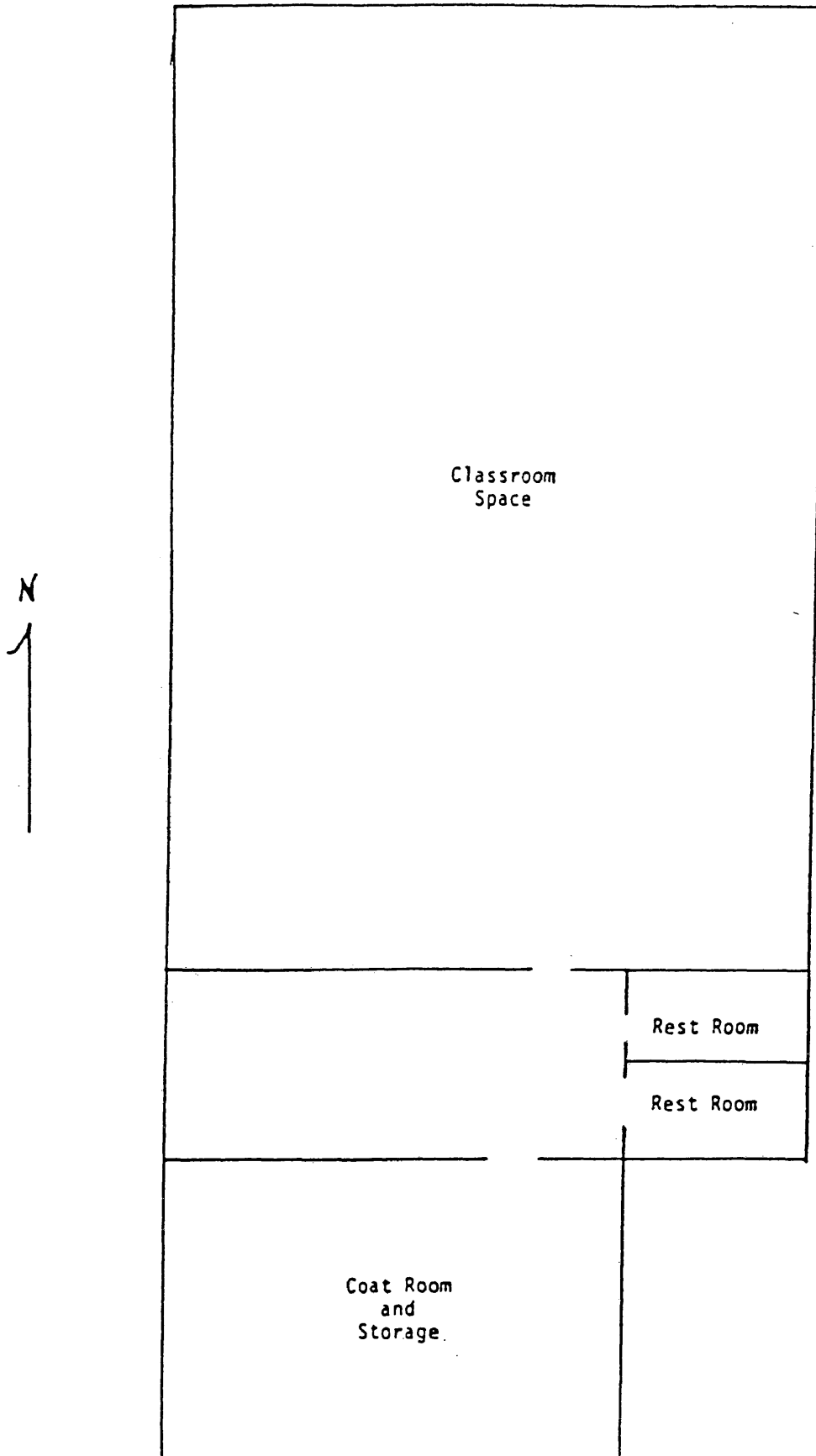


Table 29

A Summary of Available Building Space by Function, District No. 18 (Holt County)

<u>Function</u>	<u>Square Feet</u>
Administration	
None	
General Instructional Areas	
1 Classroom	792
Subtotal	<u>792</u>
Specialized Learning Areas	
None	
Other Areas	
Circulation, Restrooms, Coatroom,	
Storage, Layout Space	355
Subtotal	<u>355</u>
	=====
TOTAL	1,147

Table 30

A Summary of Available Site Space by Function, District No. 18, (Holt County)

<u>Function</u>	<u>Square Feet</u>
Building	1,147
Playground	<u>13,536</u>
Subtotal	14,683
Aesthetic Space	<u>11,317</u> =====
TOTAL SPACE	26,000
TOTAL ACRES	0.60

A Summary of School Buildings

A summary of all the districts' buildings, construction dates, total floor space, enrollment in 1987-88, and recommended renovation or abandonment dates are presented in Table 31. As shown, the buildings range in construction dates from 1917 to 1971 and contain a total of 66,823 square feet. Three hundred twenty-seven students were housed in the buildings in 1987-88 for an average of 204.4 square feet of building space per student. A single building constructed to accommodate 327 students in grades K-12 would occupy approximately 63,000 square feet.

Relevant to long-range planning are the recommended dates for building abandonment or major renovation. Based on a 70-year life expectancy for typical construction and 15 years for portable type buildings, one building in the six districts had passed the date and another would be ready for replacement in 1993. The original building in Ewing would come due in 15 years. This information needs to be seriously weighed when making decisions for future school district reorganization.

Table 31

A Summary of School Building Construction Dates, Total Floor Space and Renovation or Abandonment Dates for the Six Participating Districts

District	Vintage(s)	(Square Feet)	Total Enrollment (1987-88)	Renovation or Abandonment Date*
Ewing #29, Grades K-12	1933	39,500	196	2003
	1967			1982
	1971			2041
Page #2, Grades K-8	1917 (Renovated 1948)	16,464		2018
	1965			2035
District #88, Grades K-8	1923	2,720	7	1993
District #6, Grades K-8	1961	3,688	11	2031
District #46, Grades K-8	1957	3,304	17	2027
District #18, Grades K-8	--	1,147	12	--
Total		66,823	327	

*Renovation or abandonment dates are based on a 70-year life expectancy for regular construction and a 15-year life expectancy for portable type buildings.

VII. REORGANIZATION ALTERNATIVES

Data pertinent to two separate reorganization scenarios are presented in this chapter. The first one is a Class III type district that would be organized to educate students in grades kindergarten through twelve. The district would have a total valuation of \$56,762,578 and a total student population of 327 students. The second scenario presents data that deals with a Class VI school district. This type of arrangement would retain all the existing Class I districts, causing Ewing to become a Class I district, then organize a single secondary school district (grades 7-12) to educate all the secondary students coming from the Class I districts.

Scenario No. 1: Class III District
Valuation--\$56,762,578; Enrollment--327 Students

This scenario creates a hypothetical school district which has an actual valuation and total student enrollment of all the geographic territory in all six school districts included in this study. In other words, no portion of any of the six districts would attach themselves to Neligh, O'Neill, or some other school district if reorganization should occur.

Financial Data

The mean actual valuation of \$56,762,578 would exist if all six Holt County districts would organize. The mean or average levy for the six combined districts was 1.3145. An average or mean cost per pupil was \$3,262.43 for Holt County districts. The amount of valuation behind each student was \$173,586 for the six combined districts.

A significant factor in causing greater expenditures for school districts is the number of educational attendance centers a district would maintain. It is very likely that at least three would be maintained; one each at Ewing, Page, and another in the rural area to the south.

Secondary Educational Program

An effort was made to depict what might be a representation of the type of secondary course offerings at a school the size of the six combined Holt County school districts. The number of course units offered by the Ewing secondary school is 490.69. Obviously, the number of different course titles will increase as more students are available to take more course offerings.

Certified Personnel

Three indicators related to professional school personnel were dealt with. One was the number of staff (called FTE), another the ratio of pupils to teachers, and finally the percentage of course offerings being taught by teachers properly certified and endorsed to teach the course.

The six combined districts in Holt County had a total of 18.10 full-time equivalent elementary teachers in 1986-87 and 9.35 full-time equivalent secondary teachers all in the Ewing secondary school.

Pupil/teacher ratios in the Holt County school averaged 10.1 at the elementary level; at the secondary level, Ewing had an average of 11.4. If economic efficiency is directly related to the number of professional staff members a school employs and how well they are utilized, then combining schools becomes more efficient. In the area

of teachers teaching courses in which they were endorsed, the mean of 91.30 was in the acceptable range for the Holt County schools.

School Building Utilization

How the existing educational facilities would be most effectively utilized if reorganization would occur is an important factor that must be dealt with. Knowing that there would be an insistence on the part of all the village communities in the area that attendance centers be retained in their villages and also that at least one elementary attendance center would be retained in the southern portion of the area under study, the author proceeded with planning on how best to utilize three different educational complexes. The author also assumed that elementary grades only would be attending school in Page, and one building in the south portion of the area. Ewing would retain its elementary school and house the secondary school for all students grades 7-12.

Based on the enrollment projections discussed in Chapter III, a total of approximately 175-200 students will have to be accommodated at the junior-senior high school over the next ten years.

Table 32 shows a discrepancy analysis between existing and recommended building floor space at Ewing for 175-200 students in grades 7-12 and 90-120 students in grades K-6. Again, a total negative discrepancy of 9,450 square feet was derived; however, the author is of the opinion that the facility would accommodate the students and educational program since almost all the functions are present.

Table 33 shows a discrepancy analysis for the Page school building. The recommended space is for 60-80 students in grades K-6. Obviously,

Table 32

Building Space Discrepancy Analysis, Ewing Public School District, Grades K-6, Enrollment 90-120, Grades 7-12, Enrollment 150-180

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Administration			
Supt's Office & Recept. (33)	642	-	+ 642
Sec. Principal's Office (33)	163	400	- 237
Counselor's Office (33)	120	200	- 80
Nurse's Office	-	200	- 200
Faculty Workroom (33)	150	400	- 250
Conference/Board Room	-	200	- 200
Subtotal	<u>1,075</u>	<u>1,400</u>	- 325
General Instructional Space			
3 Elem. Classrooms @ 559 (33)	1,677	-	+ 1,677
2 Elem. Classrooms @ 544 (67)	1,088	-	+ 1,088
1 Elem. Classroom (67)	760	-	+ 760
6 Elem. Classrooms @ 800	-	4,000	- 4,000
2 Sec. Classrooms @ 559 (33)	1,118	-	+ 1,118
1 Sec. Classroom (33)	677	-	+ 677
3 Sec. Classrooms @ 800	-	<u>3,200</u>	- <u>3,200</u>
Subtotal	<u>5,320</u>	<u>7,200</u>	- 1,880
Specialized Instructional Space			
Art (33)	1,330	900	+ 430
Business Education (33)	697	800	- 103
Computer Laboratory	-	450	- 450
Darkroom (33)	300	-	+ 300
Home Economics (33)	716	900	- 184
Kindergarten (33)	559	900	- 341
Library/Media (33)	987	2,000	- 1,013
Multipurpose Room	-	3,200	- 3,200
Music (71)	1,174	900	+ 274
Phys. Ed./Athletics (71)	9,324	10,000	- 676
Resource/Chapter I	-	800	- 800
Science (33)	1,574	1,500	+ 74
Special Education (33)	585	800	- 215
Speech Therapy	-	150	- 150
Stage (71)	1,085	1,085	-
Vocational Arts	<u>4,822</u>	<u>2,000</u>	+ <u>2,822</u>
Subtotal	<u>23,153</u>	<u>26,385</u>	- 3,232

(table continues)

<u>Function</u>	<u>Existing Space (Square Feet)</u>	<u>Recommended Space (Square Feet)</u>	<u>Discrepancy (Square Feet)</u>
Other Areas			
Dining	595	1,000	- 405
Food Preparation	680	900	- 220
Layout, Circulation, Storage, Restrooms, Custodial, and Mechanical Space	<u>8,677</u>	<u>12,065</u>	- <u>3,388</u>
Subtotal	<u>9,952</u>	<u>13,965</u>	- <u>4,013</u>
	=====	=====	=====
TOTAL SPACE	39,500	48,950	- 9,450

Table 33

Building Space Discrepancy Analysis, Page Elementary School District No. 2
 Grades K-6, Enrollment 60-80

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Administration			
Office and Work Area	585	200	+ 385
Conference Room/Speech Therapy	-	150	- 150
Faculty Work Area	117	200	- 83
Subtotal	<u>702</u>	<u>550</u>	+ 152
General Classrooms			
2 Classrooms @ 825	1,650	-	+ 1,650
1 Classroom	577	-	+ 577
1 Classroom	662	-	+ 662
4 Classrooms @ 800	-	2,400	- 2,400
Subtotal	<u>2,889</u>	<u>2,400</u>	+ 489
Specialized Learning Areas			
Kindergarten	696	600	+ 96
Library/Media/Computer Area	1,292	1,000	+ 292
Multipurpose/Locker Area	3,677	3,200	+ 477
Music	696	800	- 104
Chapter I Resource	-	450	- 450
Special Education	328	450	- 122
Stage	506	506	-
Subtotal	<u>7,195</u>	<u>7,006</u>	+ 189
Other Areas			
Dining	825	700	+ 125
Food Preparation	351	210	+ 141
Circulation, Layout, Restrooms, Storage, Custodial, and Mechanical Space	4,502	3,534	+ 968
Subtotal	<u>5,678</u>	<u>4,444</u>	+ 1,234
	=====	=====	=====
TOTAL SPACE	16,464	14,400	+ 2,064

a positive discrepancy was revealed since the building has demonstrated a capability of holding 89 students in grades K-6 in past years. Either school building in Class I Districts No. 6 or No. 46 could accommodate all the anticipated students in grades K-6 for all three Class I's in their area. The projected maximum number of K-6 students in the three districts was 51.

Scenario No. 2: Class VI District
Valuation--\$56,762,578; Grades 7-12; Enrollment--113 Students

A Class VI would entail a school district configuration where all existing Class I districts remain intact, and the Ewing school district would have to convert from Class II to Class I status. All the six Class I districts would then be responsible for educating their students in grades K-6. Another school district would then be created (Class VI) for the education of all students in grades 7-12. This new Class VI would "umbrella" all the existing Class I districts and have a separate board of education and tax levy for its control and operation costs.

It must be made clear that, at the time of this writing, no Class VI school district could form unless it educates students in grades 7-12; and its boundaries could not come within five miles of an existing Class II-VI school district.

Financial Data

The average general fund levy for all the Class I's in the survey was .5877 when the secondary school and other levies were added to the general fund levy, an average total levy for the array was 1.4228. It needs to be pointed out that in some cases when a village community

converts to a Class I school district, in order to be part of a Class VI district, their levy raises significantly. Often times these communities have many school children and a lower than average valuation, a combination that contributes to higher taxes.

Secondary Educational Programs

The secondary educational program (grades 7-12) would be identical as depicted in scenario No. 1.

Certified Personnel

The six Class I school districts that would be formed in this scenario would have a total of 18.10 full-time equivalent elementary teachers and a 9.35 full-time equivalent secondary teaching staff. Pupil/teacher ratios would be 10.1 in the elementary (Class I) schools while the junior-senior high school (Class VI) at Ewing would be 11.4.

A percentage of 91.80 teachers would be teaching in their endorsed areas of specialization.

School Building Utilization

Two criteria are inherent in the formation of a new Class VI school district which dictate how facilities will be utilized. First, all the existing and newly created Class I districts would be intact each with their own attendance center. Second, a Class VI district would be responsible for educating students in grades 7-12.

Consequently, the Class I districts would offer education only in grades K-6 and the Class VI in grades 7-12. No dilemma exists in accommodating the grades K-6 students in the Class I districts since adequate space existed for all students in grades K-8.

It has been demonstrated that the higher the student grade levels, the more building space required.

Table 34 shows a discrepancy analysis between existing and recommended building floor space at Ewing for 125-170 students in grades 7-12. Again, a total negative discrepancy of 9,450 square feet was derived; however, the facility would accommodate the students and educational program since almost all the functions are present.

Table 34

Building Space Discrepancy Analysis, Ewing Public School District,
 Grades K-6, Enrollment 100-115, Grades 7-12, Enrollment 125-170

Function	Existing Space (Square Feet)	Recommended Space (Square Feet)	Discrepancy (Square Feet)
Administration			
Supt's Office & Recept. (33)	642	-	+ 642
Sec. Principal's Office (33)	163	400	- 237
Counselor's Office (33)	120	200	- 80
Nurse's Office	-	200	- 200
Faculty Workroom (33)	150	400	- 250
Conference/Board Room	-	200	- 200
Subtotal	<u>1,075</u>	<u>1,400</u>	- 325
General Instructional Space			
3 Elem. Classrooms @ 559 (33)	1,677	-	+ 1,677
2 Elem. Classrooms @ 544 (67)	1,088	-	+ 1,088
1 Elem. Classroom (67)	760	-	+ 760
6 Elem. Classrooms @ 800	-	4,800	- 4,800
2 Sec. Classrooms @ 559 (33)	1,118	-	+ 1,118
1 Sec. Classroom (33)	677	-	+ 677
3 Sec. Classrooms @ 800	-	2,400	- 2,400
Subtotal	<u>5,320</u>	<u>7,200</u>	- 1,880
Specialized Instructional Space			
Art (33)	1,330	900	+ 430
Business Education (33)	697	800	- 103
Computer Laboratory	-	450	- 450
Darkroom (33)	300	-	+ 300
Home Economics (33)	716	900	- 184
Kindergarten (33)	559	900	- 341
Library/Media (33)	987	2,000	- 1,013
Multipurpose Room	-	3,200	- 3,200
Music (71)	1,174	900	+ 274
Phys. Ed./Athletics (71)	9,324	10,000	- 676
Resource/Chapter I	-	800	- 800
Science (33)	1,574	1,500	+ 74
Special Education (33)	585	800	- 215
Speech Therapy	-	150	- 150
Stage (71)	1,085	1,085	-
Vocational Arts	4,822	2,000	+ 2,822
Subtotal	<u>23,153</u>	<u>26,385</u>	- 3,232

(table continues)

<u>Function</u>	<u>Existing Space (Square Feet)</u>	<u>Recommended Space (Square Feet)</u>	<u>Discrepancy (Square Feet)</u>
Other Areas			
Dining	595	900	- 305
Food Preparation	680	795	- 115
Layout, Circulation, Storage, Restrooms, Custodial, and Mechanical Space	<u>8,677</u>	<u>12,070</u>	<u>- 3,393</u>
Subtotal	<u>9,952</u>	<u>13,765</u>	<u>- 3,813</u>
	=====	=====	=====
TOTAL SPACE	39,500	48,750	- 9,250

VIII. CONCLUSIONS

Recommendations for joining specific school districts by consolidation are often futile; however, general recommendations for improved educational opportunities are possible. At present, the consolidation of a Class I district, not encompassing a city or incorporated village, can only be realized by a vote of the legal residents of that district.

Obtainment of an efficient school system has been linked to enrollment numbers of a school system; however, this alone cannot give direction to the size of a local attendance center without due consideration of the students' travel time. Under either of the two scenarios presented, the longest distance for a student to travel from home to school would be less than ten miles.

In applying the various tests of quality education, one finds the rural schools of this survey group without staff endorsed in the areas of music, art and physical education. Other specialized needs, particularly in special education, are available through Educational Service Unit No. 8. Many other academic and support services are also available to the Class I districts through the area educational service unit. Of particular interest to the rural schools are the film library, computer programs and science center.

Presently the rural Class I school districts of the survey group maintain approved school systems. According to Sharon Meyer, an Approval and Accreditation Consultant with the Nebraska Department of Education, Class I school districts were first required to comply with

approved standards in the 1975-76 school year. She further indicated all Class I districts in the survey group have consistently maintained that status without penalty. However, to attain accreditation, each of the Class I districts would be required to employ a part-time, endorsed library-media person and head administrator, as well as to increase its instructional materials.

The Ewing school district maintains the status of accredited and would import that distinction to any of the Class I districts that become a part of the larger district by merger.

The legal voters of the existing Class I districts in the survey group are the ultimate judge as to whether consolidation, which can offer the attainment of accreditation, individual grades taught exclusively by one teacher, and endorsed staff available in nonacademic areas, does in fact outweigh the disadvantages of merger. Not only must the loss of individual attention and increased travel be considered for the student, so must the loss of local control of the school, which may result in significant changes in cost and efficiency to the school district.

As one analyzes the aforementioned criteria for reorganization and how the characteristics and capabilities of the six school districts within the survey meet that criteria, one can only speculate as to what the school district configuration in southwest Holt County, Nebraska will look like in the next decade.

This survey is available as a reference document to be utilized if school district reorganization decisions are made in the southeast Holt County area. The successful implementation of school district reorganization will depend on both the decisions of the Boards of Education and the support of the citizens and staff the Boards represent.

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