

A STUDY OF THE RELATIONSHIPS  
OF THE EDUCATIONAL  
PROGRAM  
AND  
STATE SUPPORT OF THE SCHOOLS IN JACKSON COUNTY

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AND  
STATE SUPPORT OF THE SCHOOLS IN JACKSON COUNTY

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## INTRODUCTION

The writer of this thesis has taught for many years in the schools of Jackson county. While teaching there, during the depression, he has noted the adverse effect of the depression on local support of schools, and the effect of state aid in counteracting the impoverishment of local support. He also noted that no comprehensive study has been made to determine exactly what effect this state support had actually had on the schools of Jackson county. Accordingly, in the summer of 1936, the author set about to prepare just such a comprehensive study, drawn both from his own observations of conditions in the county under study and from the school records for the years 1929 to 1936.

The purpose of this thesis is to study the public schools of Jackson county for a typical period of years and from this data to conclude whether increased state support to common schools has been beneficial to the schools in Jackson county.

In this study, the writer decided to include all white schools in Jackson county for the period of years between 1929 and 1936, with the exception of 1930-31 and 1932-33, which were not included since there are two other typical depression years considered.

The facts from which this thesis was written were

taken from the following sources: the records of the County Clerk of Jackson county; the records of the County Superintendent's office of the same county, including the Superintendent's reports to the State Board, the annual statistical report, annual personnel reports, and state enumeration reports; the records in the office of the State Department of Public Instruction; financial statements from the office of the State Equalization Board.

The author, for purposes of study, wished to divide the schools of Jackson county into three groups: Group A, to include schools of from 1 to 3 teachers in size, located in the most remote areas of the county; Group B, to include the schools having from six to eighteen teachers, which were rural and small town schools; and Group C, which included those schools of eighteen teachers and above. Throughout the thesis, schools will not be referred to by name, but will be said to belong to one of the three groups above defined.

It may be noted here that in Group A, as here defined, the schools had no transportation problems and had no highschool excepting one high school which was maintained during the first year studied, that of 1929-30. Group B schools included the schools in the towns of Blair, Martha, Olustee, Duke, and Eldorado. All these schools were either independent or consolidated



schools, and each served a relatively large territory. Group A consisted of the city schools of Altus, employing sixty teachers. This school also had no transportation problem and dealt with the children of city folks, working at varied trades.

The following terms used in this thesis will be defined: "Pupil Personnel", "Curriculum", "Fiscal Ability", "Fiscal Effort", "Federal Aid", "Local Funds," "ADA." "Pupil Personnel", as here used, will be taken to mean those pupils eligible to attend public schools; those who are in attendance in grade and high schools; and those who are in average daily attendance. "Teacher Personnel" will include the teachers, superintendents, principals and supervisors. The "Curriculum" means the units offered for credit which are accredited by the State Board of Public Instruction, and those which are offered, but which are not recognized by the State Board and cannot count toward graduation. "ADA" will be taken to mean the average daily attendance. "Fiscal Ability" is that ability to support a school as measured by the assessed valuation of the taxable property. "Fiscal Effort" is measured by the millage voted by the patrons of the schools up to the statutory limit on the assessed valuations. "Federal Aid" includes all funds paid by the Federal Government to the general fund or paid for current

operation. "Local Funds" in this study will include all funds raised by ad valorem tax, county and state apportionment which are spent by the local boards. State and federal funds are used here because they are constant and are not in any way affected by state aid. "State Aid" is taken to mean all funds provided by House Bill 241 of the year 1927 and supplementary appropriations by the legislature in 1931 and 1933, and House Bill 212 in 1935. These state funds were apportioned arbitrarily in the years up to 1934 by the State Boards upon the needs of each school. Following that year, however, the State Board set up standards which the schools had to meet in order to qualify for state aid.

Digest of  
House Bill 241

Length of term: All salaries provided for in these regulations shall be based upon the term of eight months except as otherwise provided for superintendents and principals. In the event there is sufficient money, state aided schools will be increased in length of term. In the event there is insufficient money to have eight months, state aided schools will be reduced in accordance to the amount of money available.

General maintenance costs: All types of schools will be allowed not to exceed \$150 per teacher for maintenance purposes.

Salaries: The salaries provided for in these regulations shall be the maximum which may be paid under the given conditions.

Number of teachers: State aid shall be allocated to districts on the basis of the average number of teachers in districts of similar size in Oklahoma.

Digest of  
House Bill 212

The state allotment and the gross production tax on oil will be apportioned during the fiscal year 1935-36. The gross production tax on lead and zinc will be apportioned in the same manner as the gross production tax on oil. House Bill 212 appropriated \$8,200,000 plus the amount derived from the Beverage Tax, from the general revenue fund of the state for the support of common schools. The law provides that the total amount shall be divided into two parts--primary aid and secondary aid.

## CHAPTER II

Pupil Personnel

Since the enumeration of school population will, of necessity, have a direct effect on the school enrollment, it will be first treated. Enumeration has been affected, during the years immediately past, by several factors both of national and local importance. The first of these has been because of the crop failure, which has been somewhat general over the Southwest and South since 1930. These failures have resulted in the population of Jackson county moving to better land, where conditions of drouth are less existent, and where crops are better. Then too, farm commodity prices with the beginning of the depression, 1930 to 1934, became and remained quite low in relation to manufactured goods and income. This discouraged many farmers who would otherwise have stuck by their farms through the depression. The conditions of the weather and crops, together with economic conditions over the country as a whole, tended to make the tenant farmer lose his faith in the farm as a source of income, with the result that many farmers moved to the cities, there to become charges of the government. There has been a gradual decrease in the elementary school population of the United States as a whole;\*

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\*Taken from a lecture given by Dr. Ault, Peabody College.

this has, no doubt, accounted in itself for a part of this decrease.

The following table No. 1, will enable us to analyze the variations of enumeration with the conditions as above set forth. It shows that, especially in group A schools, during the first years of the depression, the population was moving out of the country to seek better chances. Group A, in fact, shows a steady decrease until the enumeration in 1935-36 is but slightly over one-fourth of what it was in 1929. Group B shows a steady, but smaller decrease from 1929 until 1934, when a slight increase appears. This trend was, no doubt, due to the same conditions affecting group A schools, but was less pronounced due to the better financial conditions of the area containing them. Group C schools, on the other hand, shows a decrease until 1934, during which year there was an increase. This increase may be laid to the large number of rural people moving to town in order to gain government benefits and to those who secured jobs in town rather than staying on the farm, where conditions were very unfavorable. After 1934, Group C, shows another decrease. Improving conditions perhaps were instrumental during these years in inducing farm people who had been in the city to move back to the farm for another try.

It may be said of all these conditions and trends,

however, that they were not necessarily affected by the amount of state support supplied the various schools.

These conditions were, rather, beyond control of state support and arose from general social and economic conditions which were prevalent over the entire United States rather than just locally.

The economic conditions on the farm increased in 1934-35, with the growing farm benefit program. The average reduction payments and other governmental help to the farmers caused many land owners who had been on WPA in cities and towns to go back to the farm. This renewed faith in agriculture may have been influenced by state support of the schools which in turn, reduced the ad valorem taxes. This was a seldom, but welcome event, and may, in small measure, have brought about increased enumeration in those areas which had maintained a school during the general exodus from the country to the town. This would affect group A and B, in increasing enumeration. The failure of banks in rural centers, in 1932, forced people in rural communities to move to the cities in order to get on the government made work programs. These gave them at least a bare living, which was more than some could make on their farms.

The fact that, at the end of the school year 1934-35, three of the group A schools were absorbed by consolidation, caused another block of people to leave the farm for

the city, where better school facilities including high-school work were available.

The Group B schools remained fairly constant after a decrease the first two years. This shows that the people comprising this class were probably getting accustomed to lower standards of living and so did not mind the series of crop failures. Then, too, Group B schools were near, or in such population centers as Eldorado, Olustee, Duke, Blair, Martha, Elmer, and Headrick, all of which had a good share of the works program. The people seeing this aid near their homes, remained where they were and when financially unable to help themselves, went on relief, though still at home. Inefficient enumerators for the sake of economy were hired during lean years, a fact which may have had some effect on decreased valuation, and enumeration.

(Table No. 1)

Enumeration Scholastic					
Group No:	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	708	419	333	331	198
B	6412	5923	5940	5475	5538
C	2204	2145	2412	2383	2302
<b>Total</b>	<b>9324</b>	<b>8478</b>	<b>8685</b>	<b>8189</b>	<b>8038</b>

Source: State Annual Enumeration reports. State Department of Education.



The enrollment in Jackson county schools, during the period of time covered by this study varied in direct ratio with the scholastic enumeration. It was, however, subject to conditions other than enumeration. Among these was the attractiveness of the school program. The schools were forced to retrench their finances from 1930 until 1933; they then adopted a policy of cautious expansion which continued up to and through 1936. This affected both the attractiveness of the curriculum which could be offered (extra curricular activities draw many students) but this activity was limited, and the efficiency of the physical plant available. The attractiveness of the instructional staff which was available to these schools was another factor which affected the enrollment. The pupils were more apt to go to a school which had good instructors, than they were to go to a school where instructors were mediocre. Thus we find, in table No. 2, enrollment being increased in group B, concurrent with the general increase in teacher efficiency. Other factors had their effect, of course, but the coincidence here cannot be wholly ignored.

The financial status of the homes and the work for which children were needed at home affected enrollment. Many people were financially unable to buy books or any other necessity in order to send their children to

school. In 1932, the state furnished free books; prior to and following this year the county commissioners bought books for the needy, though during the depression the expenditure was limited. Others were financially able, but, to keep so, were forced to keep the children at home for farm work which they could not afford to hire done. To bear this out, it is shown that the rural schools, Group A and B show a general decrease or increase with the fall or rise of financial conditions.

The financial condition of some families who were unable to buy books for their children may have been relieved by the fact that the county and state agencies began furnishing free books to underprivileged children. It is a known fact that, through this aid, many children who could not have attended school through the depression years were enabled to stay in school and thus have something to do.

All of the schools studied were relatively accessible to pupils through out the depression; all schools except Group A maintained bus transportation facilities so that pupils could reach their schools even when they lived in remote areas. This service was not hindered by the weather, due to drouth in this section of the country until 1936. The comfort and efficiency of facilities, however, are noted to have steadily increased as business conditions grew better and state funds were used to

improve bus comfort and safety. These may have been factors in helping enrollment back to the pre-depression levels.

Most of the patrons of the schools in Group A and B were farmers, and those in Group C were of varied city types. It may be said that, from 1929-30 up to 1934, the attitude of these patrons toward the schools was not good. Because schools spent on "frills" of education before 1929, a sour taste was left in the mouths of the patrons who were themselves forced to retrench financially. At any rate, the attitude of the taxpayer toward the schools had become more friendly each year since 1934. This might have been more due to decrease taxation. This in turn might have been due to the decreased load local taxation has to carry by reason of increased state support for the schools.

Another thing worthy of note is that while the enumeration is increasing or decreasing, although the enrollment increases or decreases with the enumeration, the ratio of enrollment to the enumeration increases or decreases in exactly opposite ratio. This would seem to show that many of the young people who were attending school during the first part of the depression and immediately before it, were thrown out of work or whatever other employment that they had, and that they went to school because they had nothing better to do.

In Group C, however, the percentage decreased as the years went by. This may be explained in two ways. First, the children in Altus, comprising the Group C schools, graduated at a lower age level during the depression and thus leaving a smaller percentage of the

(Table No. 2)

Group	Enrollment Total				
	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	455	299	252	246	187
B	5886	5297	5509	5139	5273
C	2233	2038	2028	1977	2097
<b>Total</b>	<b>8574</b>	<b>7634</b>	<b>7789</b>	<b>7362</b>	<b>7557</b>

Source: Annual Statistical Report, State Department of Education.

(Table No. 2a)

Group	Percent Enrollment is of Enumeration				
	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	64.2	71.4	75.7	74.3	94.4
B	91.8	89.4	92.7	93.9	95.2
C	101.3	95.0	84.1	83.0	91.1

Source: Derived from Tables one and two.

enumeration in school than during the pre-depression years. Possibly, too, some of the city schools, when the patrons felt the pinch of the depression, had either to give up school entirely or go to work. Both of these factors would tend to decrease the percentage of children of

school age actually enrolled in school in Group C. Again, in the year 1935-36, NYA work for highschool students began and may have brought some of the absent students back to school, thus boosting the percentage in the last year studied.

The same conditions as affected enrollment and enumeration, affected average daily attendance. In table No. 3, groups under consideration show a decrease from 1929 to 1931. The next year, Groups B and C increased while Group A decreased and kept on decreasing. Group B then again decreased and remained fairly steady, while Group C showed a steady decrease from 1931 to 1934, with a slight decrease in 1936.

The ADA followed the population or enumeration trends fairly closely. State support of weak schools may have caused an increase from 1932 to 1936 in ADA due to direct support to the school and the pupil and also to consequently more attractive schools.

(Table No. 3)

Average Daily Attendance					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	291	190	193	159	132
B	4,423	4,052	4,342	4,148	4,166
C	1,688	1,556	1,160	1,707	1,642
Total	6,402	5,798	6,160	6,014	5,940

Source: State Dept. of Education; Annual statistical report.

It is interesting to note, that, in general, the ADA held fairly constant within certain bounds during the depression although enumeration was decreasing. This would prove that either the school program was being made more attractive, or that those persons whose families remained in the county were more able to stay in school, thus maintaining and even raising the average daily attendance.

The same conditions that affected enrollment and enumeration may be said to hold, in general. Taking the groups separately, however, it is noticed that group one showed a variation of 8.6% from 1929-30 to 1933-34. This was true because the CWA work then in full force was centered around schools in rural areas. The next year, however, the ADA and percent of attendance shifted back to normal when the work programs went back to normal when they were moved to the cities. The year 1935-36 was another better year for this group,

(Table No. 4)

Percent ADA is of Enrollment					
Group	: 1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	64.	64.	72.6	64.6	70.5
B	75.3	76.4	78.8	80.6	79.9
C	75.5	76.2	80.6	86.3	79.9

Source: Derived from tables two and three.

since government crop and land control benefits made

better financial conditions and caused better enrollment, ADA, and percent of attendance.

But in group B, while the same conditions hold, in part and the increase in the percent of ADA was constant until 1935, the city element came in for consideration. The better financial conditions of Group B and C caused an increase in these groups through the years from 1931. Group C, however, showed a decrease between 1934 and 1936 due to the relative prosperity of the farms in 1936 as compared with that of the city.

The conditions affecting high school enrollment were the same as those affecting ADA and enrollment. The high school enrollment from 1929 to 1936 remained fairly constant. Tables 5 and 5a show there was a slight increase in the larger schools, of Group C (Altus), while Group B showed a decrease in one year, 1933-34, and an increase after that year. Group A had only one small high school during the first year, and it was discontinued the following year.

The fact that the high schools were able to hold their own and show even a slight increase in the face of adverse conditions of decreasing enumeration and total enrollment, is a good measure of the holding power of the high school. Some factors that increased this holding power are improved teacher qualifications, finances, and curriculum.

(Table No. 5)

High School Enrollment					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	6	6	6	6	6
B	1177	1278	1164	1255	1216
C	495	411	408	437	473
<b>Total</b>	<b>1678</b>	<b>1689</b>	<b>1572</b>	<b>1692</b>	<b>1689</b>

Source: Annual Statistical Reports, State Department of Education.

(Table No. 5a)

Percent High School Is Of Total Enrollment					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	.13	.13	.13	.13	.13
B	20.	24.1	21.1	24.4	23.1
C	22.2	20.2	21.1	22.2	22.6

Source: Derived from tables two and five.



## CHAPTER III

Teacher Personnel

The fluctuation in the number of teachers as shown by table No. 6, in the six year period from 1930 to 1936, covered by this study, was affected to some extent by (1) a trend of decrease in population, (2) a decrease in the average daily attendance of students, (3) the comparative size of the teacher load, (4) special courses which have been offered during the last two years, (5) building facilities, (6) elimination of "Frills" in education, (7) consolidation, and (8) the general economic conditions of the country. It has been observed from various statistics, that the elementary school's population of this country has tended to decline of late years. This may account for a lag during the studied time, in the average daily attendance of students, and necessarily, in the number of teachers. During the peak of the depression, in 1932, the teacher load became heavier; however, the schools did not really feel the peak until 1933. It is during that year that teacher loads were heaviest and average daily attendance was lowest. In the school year beginning in the autumn of 1929, fifteen teachers in a Group A school had a average nineteen students each, and in 1935-36 school term, seven instructors taught an average of eighteen and eight-tenths students each. There was a

decrease in the teacher load from 1933-34 up to 1935-36. Since these schools were one teacher schools, and the patrons concerned thought it inadvisable to consolidate with other districts, they either had to continue the smaller classes, disorganize, or have their schools classified as isolated by the state department and continue with smaller teaching loads, since the number of teachers could not be reduced without the elimination of some schools. The increase in the teacher load in the last year was due to the consolidation, and consequently discontinuation of three of the schools in Group A.

Group B, in the following table, showed a slight fluctuation throughout the period of study, but this deviation from constancy was not enough to change the number of teachers, assuming that thirty-five students to one instructor is the most efficient teaching load.\* At times, the fiscal status of some schools had been lowered; but it also follows that in general at such times, the average daily attendance and enrollment decreased correspondingly, keep the teacher load almost constant.

One high spot in table No. 6a, covering teaching load is noted in group C, of the Altus schools during the per-

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\* Oklahoma State Planning Board, Preliminary Report, Chapter VIII, page 139.

iod of this study. The reason for this is the fact that the Altus teachers had not been paid for three months of their services in 1933-34. In the opinion of the Board of Education, it was considered preferable to lower the number of teachers and to retain only the most qualified ones in order to pay them a full year's salary. By not keeping all the teachers that were employed in previous periods, the load of students per teacher became much heavier. However, the next school year found the teaching load back to normal, for the reason that prospects seemed much better because of more favorable school legislation. State aid, in this year, enabled this school

(Table No. 6)

Number of Teachers					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	15	12	11	10	7
B	172	166	163	163	160
C	60	57	51	45	51
<b>Total</b>	<b>247</b>	<b>235</b>	<b>225</b>	<b>218</b>	<b>218</b>

Source: Group A - County Superintendent's Annual Report, State Superintendent's Office

Group B - Annual Statistical Reports, State Superintendent's Office.

Group C - Annual Statistical Reports, State Superintendent's Office.

to employ more teachers. Since the change in enrollment was negligible, the teacher load consequently became less.

(Table No. 6a)

Annual Average Teacher Load					
Group :	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	19	15.8	16.6	15.9	18.8
B	28.5	24.4	28.5	25.4	26.1
C	28.1	27.3	27.4	37.9	32.2

Source: Derived from tables three and six.

The following factors directly affected teachers' salaries in Jackson County during the period of this study: (1) general financial conditions, (2) competition, (3) amount of state support, (4) qualifications, (5) experience, (6) extra curricular duties and activities, and (7) home teachers.

During the period immediately following 1929, depressed business and economic conditions caused all fields of business endeavor to be over crowded. There was, naturally, an excess of school teachers. However, regulations by the state board had a definite and marked tendency to keep the salaries of teachers from falling. State financial aid was another factor of great importance in maintaining the standard of teachers' salaries. At first, the state aid went primarily for salaries of instructors, but later on the legislature made appropriations for other educational purposes, as well as the administration and instruction. During the middle period of this study, the general attitude of

the patrons of the schools affected, turned definitely against the employment of two members of one family in a given school system. For this reason, many well qualified and experienced married women who had been employed as school teachers lost their positions to single men and women. Reasoning by the law of supply and demand, it is seen that when married women were forced to retire from teaching, many less-qualified applicants entered the field. Another factor that counteracted the above cited reason for poorly qualified teachers to enter the field was found in the circumstance that called for all instructors to be able to perform various extra-curricular duties. The demand for these duties which had to be performed in addition to the regular classroom activities, was felt from 1934 to the end of this study. This demand tended to raise the salaries of the teachers, also causing them to go back to college to improve themselves. This improvement in itself raised salaries because of state regulations calling for increases in salaries along with increases in experience.

Sometimes a local boy returning from college would apply for a job teaching the school close to his home; and if he "played the proper politics," and his father had the right influence, he would get the job. These conditions tended to lower the qualifications for teachers by lowering the education and experience required,

and, as a result, lessened the compensation received. "There was a dearth of teachers for the handicapped in the midst of a glut of unemployed teachers.\*" When made work for teachers was furnished under divers governmental agencies, rigid qualifications were not required. The poorest qualified people in WPA works were employed as readily as were well qualified persons, and new under-qualified men and women rushed into this field of employment. This consequently raised the standard of education in local schools by removing these poorly qualified teachers and placing them on governmental made work, thus leaving the schools with the better qualified teachers. "The depression made new demands upon craftsmanship in teaching.\*\*"

In analyzing the table on teachers' salaries, it is noticed that Group C schools (Altus) remained practically constant so far as teachers' salaries were concerned, barring a slight decrease in 1933-34. Group A showed a continual and drastic decrease in 1933-34, and prior years, with a marked increase the next year, though the

(Table No. 7)

Total Teachers Salary					
Group:	1929-30	1931-32	1933-34	1934-35	1935-36
A	12,505	10,416	5,980	8,274	6,665
B	161,873	147,983	59,720	129,601	153,353
C	47,747	53,616	39,505	40,421	47,353

Source: Financial Statement, Office State Equalization Board, State Capital.

following and last year there is a second decrease due to loss of three schools by consolidation. The effect of state aid on Group A schools is shown by the fact that in 1933-34, 21.38 days of school were supplied through state aid; in 1934-35, 51 days; and the next, 74 days of school were paid for by the state. This amount of teachers' salaries would have been lost to Group A teachers during these years with a consequent loss in salary of the teachers. Group B showed a similar marked decrease up to 1933-34 and a steady increase thereafter, due again to increased state aid. The year 1933-34 marked a very low point in teachers' salaries; however, during that year, \$32,171.27 in Federal aid was received by Group B schools. This sum was all paid out in teachers' salaries, making the low point in reality not so low as it may seem. The increases up to the end of this study, from 1934 was due to increased state aid and more rigid regulations by the State Board of Education. In group C, the Altus schools, received no state aid until the last year of this study. In that year, Altus schools received over nineteen thousand dollars of state funds, but raised their teachers' salaries only seven thousand and their total expenditures only five thousand. The teachers' salaries in Altus, therefore, did not in-

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\* J. W. Wallin, School and Society, p. 39:543, '34

\*\* X. M. Hilleal, Q Sec. Ed., 8:5-11 Oct, 1932.



crease enough to be noticeable, even though considerable state aid was received. This was probably due in part to expenditures of general funds on a building program.

Divers conditions tend to modify the qualifications required for teachers in all three groups covered by this study. An increase or decrease in the compensation paid to instructors will invariably cause the qualifications for teachers to change. In the event that salaries are lowered, the qualifications of employees secured will be lower; if salaries are raised, the standard for instructors to be hired will be raised.

A second factor influencing teachers' qualifications is the length of employment given by the contract offered to the instructor by the school board. If teachers are able to work more months than usual, they will probably be willing to offer their services for a smaller consideration per month than they would if their term of employment were shorter. When this condition exists, the effects will be found to be the same as recited pertaining to salary increases and decreases, as has been treated in this chapter.

No single factor can have so much effect on the teachers' qualifications, as does the general economic condition of the nation as a whole. If the affairs of a given school are handled with economy, it does not, necessarily, follow that salaries and qualifications required will be



lowered. In its proper meaning, economy signifies "wise management;" therefore, salaries and qualifications of employees may well be raised if a school practices economy. The requirements of the school boards were lowered, too, during the depression. Because, when the pinch of the depression hit the districts which hitherto had high standards of teachers' qualifications, these same districts employed teachers of even doubtful qualifications. They employed teachers regardless of their qualifications, but teachers who would work for the low salaries these school boards offered. As a result, with each lowering of salary there came a lowering in teacher qualifications; with this lowering came a lowering in school morale; and so the schools started on a downward path not retraced until 1935-36, when the state required higher teacher standards in order for schools to be eligible for state aid. By state law, teachers were required to have the extent of their training certified. The regulations for certification did not become higher in standards, however, until the last two years of this study, when the State Board set up regularions covering teacher qualifications as well as other school standards. These teaching standards include a minimum salary scale for teachers in schools according to their qualifications and experience. That is to say, a teacher who worked during summers or otherwise to improve his qualifications

as a teacher was rewarded with increased salary. These standards, with the depression and the resulting oversupply of teachers had lowered, now raised, the natural desire of teachers to better their qualifications.

The table on teacher qualifications showed in Group A, an increase during the first period of study, possibly because of that teachers, unworried as yet by the depression, went on going to summer schools. At the end of 1932, however, due to reduced school finances, many had donated so much of their services or had received unhonored warrants that they were unable to go to summer school to improve their qualifications.

In early March, 1934, the Federal Government relief agencies made a proposition to the State Board of Education, which said that if the schools would take their cash on hand and spend it for buildings and maintenance, or equipment, the federal government would then pay the teachers \$60 per month for the remainder of the term, though they may have been contracted at much higher figures. This made it impossible for the teachers to receive more than \$60 per month for the last three months of school. This situation causing considerable discontentment among the teachers, discouraged them from improving their qualifications. Consequently, among the teachers in Jackson county, many instructors who failed to go to school that year, were discouraged as to

the future of their profession.

Although the increase in teachers' qualifications in Group A took a sharp increase, then a decrease, and finally a gradual increase during the latter part of the period covered by this study; the increase in qualifications required by both Group B and C was steady throughout the period. A possible reason for this circumstance was that then practically all teachers were forced by the state, through its certifying service, to be better fitted in order to raise their salary. The best of the instructors went to centers of population, thus accounting for the absence of a rapid rise as is noted in Group A. Since during this period of study, the teachers availed themselves of going to college in summer, no fall in their qualifications occurred after the rise.

(Table No. 8)

Teachers' Qualifications - Average Hours Credit					
Group :	1929-30	1931-32	1933-34	1934-35	1935-36
A	84.0	93.4	77.5	72.2	79.6
B	92.1	93.8	100.1	108.7	113.9
C	100.7	108.1	109.	116.2	118.7

Source: County Superintendent of Jackson county; Register, Altus, Oklahoma. Personnel reports to State Superintendent's Office.

## CHAPTER IV

Curriculum

It will not be necessary for the writer to treat the curriculum of grade schools in this study, because the state department of public instruction fixes the program. During the period of study, little or no change was made in requirements of grade schools; therefore, it will be sufficient to say that all grade schools in Jackson county followed the prescribed courses as regulated by the State Department of Education.

On the other hand, however, the curriculum of high school offered an interesting study. Due to a somewhat distressed condition, the retrenchment program brought about by the business depression tended to eliminate some of the "Frills" in education. The high schools in group A offered four units of study in 1929-30. However, since the high schools in this group were discontinued after that year, no other courses of study were offered.

An unusual change was noted in the curriculum of the high schools in Group B. During the period preceeding 1929, which is not covered by this study, a steady program of expansion was continued up the school term of 1931-32. Although the patrons of the high schools in this group were thoroughly sold on the idea of education

before the depression, they were forced by such conditions as the drouth, depression, and general economic status, to adopt a program of retrenchment and to eliminate some of the frills in their system of education. Inasmuch as the patrons of these schools did not adopt a program of retrenchment from choice, they did not hesitate to start building and expanding their curriculum as soon as possible. These people, with increasingly better times, became more broad-minded about education, realizing the value of the high school, and demanded a larger program. This re-expanded program had a tendency to include a few of the frills that were present in the period before the great business and economic depression starting in 1929. In the last year of this study, the greatest improvement and enrichment occurred when 259 units were offered, even though three schools had been discontinued, with their students transferred to a larger units. One of the most important factors in bringing about the added units was the financial aid given by the state.

The non-consolidated high schools which composed group C, had approximately the same circumstances to deal with as did the institutions in group B. They suffered the same demands from an academic point of view each year since the patrons were education-minded. Being from every walk of life, these parents saw the

need of education for their children. Had they been all from one field of employment, the various extra-curricular activities probably would not have been reinstated, with some of the academic courses not being offered. But, since all types of people were patrons of these schools, the patrons wished to have the students educated in elementary forms of various trades. These facts called for a rather broad curriculum, and hence more frills and more units for study.

In analyzing Table No. 9 on "Total High School Units Offered for Credit" and Table 9a, "Average Units Offered Per High School Per Year", we find that in Group A of Table 9, only four total units were offered the first year, and none thereafter. This would eliminate Group A from consideration.

Group B showed an increase the second year studied, both in total and average units. This is explained by the unusual fiscal situation that year, by virtue of which the schools actually had more tax money to use than in 1929-30. After 1931-32, we find a gradual decrease in total number of units offered; however, when we analyze this with the aid of average units offered per school, we find that the average number of units offered held steady through 1933 to 1936, actually increasing to a peak level in 1935-36. This shows that state aid was really benefiting the Group B schools

so far as enrichment of a curriculum was concerned. Group C comprised but one high school, that of Altus. This high school showed a steady increase in number of units offered, which increase is much more than Group B. This was because the ADA was increasing during this period, making a natural demand for more work, and more diversified units. This high school dealing with transient people had to offer more units to accomodate these people.

The same conditions that caused a decline, and later an increase in academic units offered in high schools were responsible for the deviation in the number of units offered in high schools without credit. The schools within Group A will not be treated with reference to this subject, inasmuch as they had no high schools except during one year, thus offering no basis for comparasion.

Group B and C showed the same changes in non-academic units presented.. The trend of change showed a marked decrease from the beginning of the period studied in this thesis, up to and including the school year 1933-34. Since that time, a practically identical counter-change was noticed because the total units offered were practically the same as those offered in 1929-30. The most interesting example was found in band instruction. Although eight high schools had band instruction in 1929, none had it in 1933, and at the end of the studied

period, ten schools offered instruction in band music.

(Table No. 9)

Total High School Units Offered for Credit					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	4	--	--	--	--
B	261 $\frac{1}{2}$	278	261	260 $\frac{1}{2}$	259
C	25 $\frac{1}{2}$	26	27	29	32 $\frac{1}{2}$

Source: Taken from Card filed--High School Record Cards,  
Chief High School Inspector's Office.

(Table No. 9a)

Average Units Offered For Academic Credit					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	.5	--	--	--	--
B	13.7	14.4	13.7	13.6	15.23
C	25.5	26.	27.	29.	32.5

Source: Derived from table number nine.



(Table No. 10)

Total Number of Schools Offering Units for non-  
academic Credit

Subject :	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
Band	8	4	--	6	10
Glee Club	19	14	10	19	19
Debate	9	9	3	5	7
Dramatic	6	4	2	5	8
Little Theater--		--	--	5	9
Journalism	5	4	1	7	12
Speech	14	14	8	9	16
Typing	4	--	--	7	16
Short Hand	4	--	--	--	1
H.S. Spelling	10	4	3	4	6
H. S. Pen- manship.	10	4	3	4	6
Physical Ed- ucation-Boys	19	19	19	19	19
Physical Edu- cation-Girls	19	18	14	18	18
<b>Total</b>	<b>127</b>	<b>114</b>	<b>63</b>	<b>108</b>	<b>127</b>

Source: Taken from High School programs in the office of the local superintendents.

In this table, Groups A and C have not been shown. The reason for this is that Group A had high school credit only one year; and Group C, Altus High School offered all units above named in all years.

## CHAPTER V

Length of Term

State support, undoubtedly, kept the schools of Jackson County, open longer than they would have been had it not been for the appropriations shown by the table. Had it not been for the increased state financial support which was received by the schools, as is clearly indicated by tables No. 13 and 132, some of them would have undoubtedly closed, or been forced to shorten terms. This condition is wholly shown even more emphatically by the two tables on Annual Average Days on Local Funds, and Annual Average Number of Days taught, respectively. If state support had not been present in these school budgets, schools would have been forced either to close, or to decrease salaries, and use equipment beyond repair. Replacement of much of the equipment would have been essential, and everything would have been in run down condition.

Group A and B show decreases in the first part of the six year period embraced in this study. That part of the period was the part when the state support was least. On the other hand, a steady increase was noted after that, with one exception. Group B, in 1934-35 decreased an average of five and three-fourths days. The cause of this went back to the previous year when teachers were paid only \$60 per month for the last three

months of school. Since this was supplied by Federal Aid, some teachers did not receive even this small amount for three or four months after it was promised. Consequently, the teachers decided that when the schools ran out of funds, rather than to teach in the hope of being paid \$60 per month or more, they would quit for that year. There was, too, a growing sentiment among teachers that donating time to schools was a poor policy, since the patrons were prone to think that when the schools were out of money, the teachers owed it to the community to keep on teaching to the end of the nine months term. Many leaders in the teaching field were telling the teachers not to donate any extra work again. Consequently, in 1934-35, the schools did discontinue when they ran out of local funds and the allotted state funds.

Group C showed a constancy with the exception of a loss of one day for the last two successive years. The writer sees no reason for the loss of the day, but he refers the reader to a statement made by Mr. A. G. Steele, Superintendent of Altus Schools; "The Board of Education set up our program, and though we did not qualify for secondary aid, which would have affected us adversely in other ways, we could have had more days of school." Mr. Steele meant by this that if the schools accepted state aid, the salaries of several

teachers who had been with the system for a considerable length of time would have had to be lowered, as well as the salaries of certain administrative officers. The school board felt that this was too great a price to pay for two or three additional days of school. Too, their expenditures for maintenance and equipment had always been greater than was allowed secondary aid

(Table No. 11)

Annual Average Number of Days Taught					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	158.25	160.51	159.57	162.86	170.
B	165.16	161.89	165.74	160.	172.06
C	176.	176.	176.	175.	175.

&

Source: Group A - County Superintendent's Annual Reports.  
Group B and C - Annual statistical reports,  
1929-1936.

schools. The acceptance of aid would, therefore, have necessitated the loss of some equipment and maintenance.

(Table No. 12)

Annual Average Days on Local Funds					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	153.51	153.53	138.19	111.56	97.1
B	134.28	138.58	115.85	91.36	78.12
C	176.	176.	176.	175.	175.

Source: Derived from tables eleven and thirteen.

(Table No 13)

Annual Average Number of Days on State Funds					
Group	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	4.74	8.99	21.38	51.30	74.29
B	30.88	23.31	49.89	68.64	93.94
C	"	"	"	"	51.10

Source: Derived from tables eleven and thirteen-a.

As valuations decreased, the amount of local funds available for school purposes decreased sharply. The irregular amount and uncertainty of funds, along with the steadily decreasing valuations and delinquent taxes, tended to lower the number of days of school which could be paid for out of local funds. Although the financial ability of a district is measured by the valuations, the effort is measured by the levy voted, and Jackson county throughout the time of this study voted all the school funds which were allowed the district by statute.

Group B had an average of approximately four days more school in 1931-32 than in the preceeding year, because the funds furnished by ad valorem taxes actually increased. From this point in the study, a gradual decrease in the days of school taught on local funds was noticed.

Group C had never applied for state funds for their schools until after the passage of House Bill 212, which

made primary funds available for every school district that had voted a levy of at least five mills, and had a minimum of sixteen children regularly enrolled in each school that applied for state financial aid. From these facts it is concluded that the number of days on local funds were directly affected more by state aid than by any other factor that has been studied in connection with this thesis.

## CHAPTER VI

Fiscal Ability and Effort

Many a complete thesis might be written on the trends of valuation. However, as treated here, it will be sufficient to indicate a few of the recent trends pertaining directly to the subject matter. State support did not affect valuation during this study as it spurred a tendency to bring faith in the schools and in turn brought a new citizen into the community, who possessed more taxable property. This item has been a factor denoting the ability of a given community to support a school. The effort of the district in supporting schools is based upon the levy voted, up to the statutory limit. In no instance, has Jackson county failed to give its schools the utmost support possible by voting the statutory limit of 10 mills to supply funds for the support of schools, according to the records of the State Equalization Board. On the other hand, it is altogether possible that some landholders have not had their property assessed for a normal amount of its value, but that condition might prevail any place. Such a condition might be the fault of the assessor, or the times, the method of assessing, or even the statutory regulations set by law for the assessors.

The property valuations in group A schools showed

a steady decrease over the period of years covered by this study. Drouth and the depression accounted for this decrease in the valuation. Economic conditions in general, and crop conditions being bad, and the like had forced a continual though less severe decrease in valuation through the last period of this study.

An increase of \$5000.00 in valuation the first year of group B schools is unaccountable for unless we say that the property owners in this class brought additional personal property.

Group C schools showed a gradual decrease in valuation throughout the period of the study until the last year, which showed a slight increase. This is accounted for by the fact that the city schools compris-

(Table No. 14)

Total Assessed Valuation					
Group:	1929-30	1931-32	1933-34	1934-35	1935-36
A	829,708	609,313	447,666	406,335	351,975
B	10,133,323	10,629,299	7,037,529	6,787,682	6,780,090
C	5,612,201	5,602,000	3,365,765	3,235,466	3,264,855

Source: Financial Reports, State Equalization Board Office, Capitol Building.

ing Group C felt the effect of the economic upturn more quickly than the others.

In table fifteen, the deviation from the regular



15 mill levy on the assessed valuation is accounted for by the fact that there always was considerable delinquency in taxes each year, and from 1933 to the last year of study, special legislation supplied tax reduction, from the income tax, the sales tax, and other state sources. In the writer's opinion, the taxation for school support had better be based on actual ability to pay rather than arbitrary valuations which are really inconsistent. A farm might have an assessed value of \$15,000, and yet not produce \$100 during over year to pay the fifteen mill tax levy. So, then, we find during this period of the depression much delinquency in taxes. A complete reorganization of our present taxation systems would be desirable, since it would enable some property to be justly taxed higher, some taxed less, and some not even taxed. Also, with the ever changing purchasing power of the dollar, we notice a change in the ease and amount of tax collection, under the present system.

Prior to 1931, no great amount of state funds was available and no regulations were installed for the distribution of such funds, with the exception of appropriations for distribution by the State Board of Education with specified purposes of expenditure. During the school year of 1933-34 the State Board published a pamphlet containing its first printed regulations and

standards. House Bill 212 in 1935 made it possible for districts to have better school buildings and equipment, as well as better instructors. The amount of state aid which was to be received by a given school was determined to a great extent by the strictness with which the school followed the State Board's rules, and regulations.

In table sixteen, Group A showed a gradual increase each year up to the last, and a marked increase in the last year in proportion of the others. This was due, in part, to the need of the schools, and in part to their greater ability to follow the regulations of the state department of education.

Group B showed a decrease in 1931-32, since their demands on state aid that year were less. This was true because this group had increased funds from ad valorem taxation in that year. In each year following 1931-32, the amount of state aid was approximately doubled, due to the proportionate decrease in funds raised by ad valorem taxation.

Group C made no application for state aid prior to 1935-36, at which time, they qualified for primary aid. This year's state aid in group C did not increase their expenditures anything like the total amount of state aid received. This fact is difficult to explain in the light of the fact that there was a decrease in valuation.

This item was affected materially by state aid only in the last two periods. When state aid was given to the schools, it was in cash, meaning that all warrants issued against those funds were honored upon presentation. To most school boards in Jackson county, it was a new experience to operate on a cash basis. However, in the latter part of the period covered by this study, there had been a steady decline in the number of warrants outstanding and unhonored by banks, except by special discounts. The reason for this gradual decline is found in the improved general economic conditions of the nation as a whole, and the fact that state aid had been received.

(Table No. 16)

Funds from State Aid					
Group :	1929-30	1931-32	1933-34	1934-35	1935-36
A	500	734	975	2,885.27	4,834.57
B	43,425	28,368	89,968	89,968.63	142,248.65
C	--	--	--	--	19,735.41

Source: County Superintendent's Report to excise Board Jackson County, Altus, Oklahoma.

Group A showed an increase from 1929 and 1932, the early part of the depression of over six thousand dollars or double. The next year, however, there was a decrease of approximately nine thousand dollars; that must be due, in part, to the fact that the federal government supplied

these schools with some funds and the fact that state aid funds also increased double over the preceeding year. From that year to the end of the study, there is a marked increase in state aid. Groups B and C are accounted for in the same manner as group A.

(Table No. 17)

Current Warrants Outstanding					
Grp:	1929-30	:1931-32	: 1933-34	: 1934-35	: 1935-36
A	4,226.69	10,362.82	1,556.64	888.19	775.99
B	76,159.14	112,405.25	25,322.90	18,098.83	7,647.61
C	32,634.75	56,126.17	19,849.18	5,894.15	4,040.59

Source: Financial statements for each year. State Equalization Board.

(Table No. 15)

Total Funds Raised by Ad Valorem Tax					
Grp:	1929-30	: 1931-32	:1933-34	:1934-35	: 1935-36
A	9,955.36	8,761.31	4,657.20	4,764.79	4,843.57
B	140,120.77	153,410.92	88,074.11	86,589.03	65,676.64
C	79,961.70	74,093.14	42,690.81	42,777.82	37,735.24

Source: Financial Statements, State Equalization Board Office.

## CHAPTER VII

Expenditures

All the available funds received by Jackson County school districts were expended each year. With a constant local levy, an increasing amount of state aid, and some federal aid caused the available funds to increase. The number of teachers decreased in ratio to the enumeration, although the total expenditures increased. From 1933-34, enrollment had greatly increased. Generally speaking, the length of the school term had been increasing all through the period of time embraced in this study. Again, during some parts of the depression, the school board did not know whether they would have a school term the following year or not, so they purchased no equipment. As a result, the physical plants of these schools, had all deteriorated. Their buildings were in poor shape, and much money had to be spent to make the schools again safe and convenient places for the students. The federal aid project paid \$60 per month for teachers, providing the local board would spend its funds for maintenance, equipment and repairs in 1933, which started a general uptrend in the building operations of these schools.

Federal works programs had helped during the period after 1932 to keep buildings and grounds in better con-

cition, but as stated before nothing was done to replace worn and used fixtures. This the schools were able to do, however, with the increased total expenditures coming through state aid.

In Chapter III of the thesis, the matter of expenditures for teachers salaries have been discussed fully.

The total expenditures of all three groups decreased up to 1933-34. In that year, however, federal aid was supplied as teachers' salaries for the last three months of the term and not counted in the total of school expenditures. The expenditures, even with this federal aid, included, showed a decline. This decrease was due to general economic conditions. The increased expenditures which we find after this time were probably due to increased state support. The increased total expenditures at this point, are more noticeable in Group A, where a total increase in expenditures of two thousand dollars appear for 1935-36, although three schools had been discontinued and the number of teachers decreased from ten to seven. In Group B, the increase in expenditures started in 1934 considering the total of federal funds received in 1933 to be thirty thousand dollars. In 1934, the total expenditures increased another twenty thousand dollars, and 1935 found them increased fifty thousand dollars, although three teachers were lost by Group B in the last year. The trend in Group C is

approximately the same, though some of these schools received no federal aid in 1933 and received no state aid until 1935. The increased state support in this group, as the writer has stated before, did not give a marked increase in expenditures in view of the fact that the number of teachers increased six in that year. For all groups covered in this table, the writer concludes that if with increased state aid an increase in the total expenditures has appeared, and if we assume that the schools are buying as much value with their dollar as heretofore, then the quality of the schools must have increased. It is noted that state support seems to have benefited Groups A and B schools more, relatively speaking, than it did Group C. Leonard P. Ayres in his "Index Numbers for State Schools" attaches considerable importance to expenditures for school purposes other than salaries.

(Table No. 18)

	Total Expenditures				
Grp:	1929-30:	1931-32	: 1933-34	: 1934-35	: 1935-36
A	16,777.	13,667.20	7,289.45	9,162.38	11,067.90
B	232,445.	197,567.69	156,905.52	209,713.37	260,566.27
C	85,491.	75,244.95	53,216.22	62,644.45	67,550.17

Source: Financial Statements - State Equalization Board

In Group A, a considerable and steady increase in Expenditures up to 1934-35 is noted. The decreases up to 1934 may be due generally to the depression; however,



in 1934, we must account for the further decrease by noting that, in Group A schools, the attitude of the patrons was bad. They did not even know whether they would have schools the following year, and, having no transportation facilities, spent little, if any, money on upkeep and repairs to buildings. Transportation expense was, of course, nil.

The decrease from 1929 to 1932 in group B follows the normal trend; but the increase in the next year may be accounted for by the fact that in that year the federal government paid for approximately the last three months of teachers' salaries upon the consent of the school boards to spend their available funds on maintenance and repair work. After 1933-34, the increase in non-salary expenditures was to be expected with increased state support. Group B spent considerable funds in improving transportation equipment, safety and comfort.

Group C had a fluctuation that was normal with the times, considering the growth of state aid. This was true except for the last year, where no increase is found where it might reasonably be expected. This is possibly due to the fact that, throughout the period of this study, Group C schools had paid out proportionately larger amounts for non-salary expenditures and less for teachers' salaries. In the last year, they paid out more for teachers' salaries, consequently, did not



(Table No. 19)

Expenditures Other Than Salaries					
Group	1929-30:	1931-32 :	1933-34 :	1934-35 :	1935-36
A	4,272	3,251.20	1,309.45	888.38	4,402.90
B	70,582	49,593.20	97,185.52	80,112.37	106,835.27
C	37,744	21,628.--	13,711.22	22,223.45	20,197.17

Source: Derived from tables eight and eighteen.

have as much to spend on maintenance and equipment.

In general, expenditures for non-salary purposes may have increased during the depression because of the fact that, in the rural districts, school boards made unusual appropriations for the material which the patrons were unable to purchase for their children, and which the children would otherwise have been expected to furnish. The regulations set up by the State Board of Education increased each year the amount of money the schools were permitted to spend in qualifying for state aid; this increased non-salary expenditures, and should

(Table No. 20)

Annual Average Expenditure per Child ADA					
Group :	1929-30:	1931-32:	1933-34:	1934-35:	1935-36
A	56.91	58.91	39.00	57.27	72.94
B	54.02	48.60	37.30	53.29	60.79
C	50.65	48.36	32.55	36.70	41.13

Source: Derived from tables three and eighteen.

have increased school efficiency.

Ayres also considers the annual average expenditure per child in average daily attendance and the annual average expenditure per teacher to be valuable indices of the efficiency of the schools. In the two tables covering this point it is seen that, with one exception, all

(Table No. 21)

Annual Average Expenditure Per Teacher					
Grp:	1929-30	:1931-32	:1933-34	: 1934-35	: 1935-36
A	1,089.65	929.40	651.87	890.09	1,137.26
B	1,313.73	1,080.92	945.77	1,292.36	1,541.08
C	1,424.85	1,320.09	1,043.46	1,392.10	1,317.06

Source: Derived Tables six and eighteen.

three groups followed the normal trend; that is to say, downward with depression until 1933-34, then upward with the increase of state aid. This one exception is found in table 20, Average expenditure per Child. In Group A of this table, the year 1931-32 showed an actual increase in annual expenditure per child. This is accounted for by the fact that the ADA decreased far more, proportionately, than the total expenditures did, so raising the per child expenditure.

## CHAPTER VIII

## Conclusion

From the conclusions drawn in the body of this thesis, it would appear that the pupil personnel of Jackson County's schools has not been greatly affected by the increasing amounts of state support furnished to the schools during the period of this study. It is certain that enumeration, as it affects school children, could hardly be affected by increased state support directly. The only possible way in which state support could have affected enrollment would be through a reduction of ad valorem taxes, brought about concurrently with state support by the special legislation. A reduction in ad valorem taxes might possibly be the means of encouraging land owners to move back to the farm.

Enrollment, as is naturally true, has been influenced by enumeration. It is true that, the fewer pupils enumerated in a given year, the fewer pupils would enroll in and come to school in that same year under normal conditions. Enrollment, however in a county which is made up of transient students for most part, is really no index of the efficiency of the schools whether with state support or without it. With a transient population it is possible to enroll many more students than are actually enumerated. This case is found to be true, in the chapter on pupil personnel.

The average daily attendance over the period of this study shows an increase. There are other factors beside state support which could affect this, however; these are favorable or unfavorable weather conditions, the economic depression, and the attractiveness of the curriculum. There is, however, a rather marked upward trend in ADA through the six years this study covers, which trend must have been a result of state support, and could not have been brought about by even very favorable weather conditions over a long period of time or by the depression alone. It is, therefore, reasonable to assume that state support of common schools played the major part in increasing the per cent of average daily attendance of those pupils enrolled in school.

The increase in high school enrollment and the rising percentage of high school enrollment with reference to the total school enrollment shows that during this period, the holding power of the high school had increased. The fact that this had happened shows that the high schools were certainly being made more attractive to the prospective enrollee. This increasing attractiveness concurs exactly with the increased expenditures for supplies, for school libraries, and for a broader curriculum. The writer concludes, therefore, that state support had at least some influence in increasing the percentage of high school enrollment, and the holding power of the high school.

In the body of this thesis, a continual increase in the quality of the teachers in the schools of Jackson County is noticed. It is true that the number of teachers employed in all the schools of the county changed but little, and even in decreased in some cases. The lack of increase or decrease may be ascribed to the more efficient operation of the schools as required through the regulations permitting state aid.

Teachers' qualifications show a steady increase throughout this study. Teachers were continually given added incentive to improve themselves through the regulations of the State Board of Education, which prescribed increased salaries for those teachers with increased college preparation.

Salaries, naturally, increased with the increase in qualifications and experiences as prescribed by the above-named regulations, and showed a steady increase throughout the period of the study. It is more noticeable in increase of annual salary than in monthly pay-check since state support actually was responsible for more days of school.

State aid, taken as a whole, did not affect the quality of the curriculum offered by the school of Jackson County until 1936-1935. Through the six-year period, the group A schools, as has been shown, had no increase or decrease in curriculum because their course of study was and is pre-

scribed by law. Group B schools, however, were able to broaden their curriculum concurrently with the advent of increased state aid into the picture. The most noticeable broadening of the curriculum is in 1935,36. It can be concluded that, while state support undoubtedly had some small effect on curriculum prior to this year, it was not radically felt until the year already mentioned. Group C schools have a steady increase over the years; however, in the last year, these schools received state aid. The slightly increased expenditure that resulted was at least partly due to state aid, and it undoubtedly helped in maintaining the increase in curriculum of this group.

The length of term the schools of this county were able to offer was directly and greatly affected by the amount of state aid available throughout this period. As state aid increased, there is a noticed increase in the number of days of school the state was paying for, and another, steady, yet not so noticeable, increase in the length of term. That is to say, those schools which qualified for state aid, as it was set up during the last two years of this study, qualified for a good, solid program of at least eight months' school, which time was at least as much and sometimes more than the community had been having. Then, too, state aid improved confidence in those schools whose school boards even thought of discontinuing them until state aid came along. At the end of this study, approximately half the days of

school taught in Jackson County were being paid for by the state, as against next to none at the beginning of this period. In fact in 1929-30, the state paid for 4.74 days, lowest number and 1935-36, 93.94 days highest.

From the material presented in this thesis, the writer concludes that the fiscal ability of the schools in Jackson County has not been materially affected during the period of this study except by the increased amount of state aid furnished them. In support of this statement, it has been shown through the tables included in the body of this thesis that the valuations of both real and personal property decreased during the period studied; that concurrently with the decrease in valuation, the funds the schools derived from ad valorem taxation decreased; and that funds from state aid increased. While this was happening, the amount of outstanding warrants each year was decreasing, the schools were holding longer terms of school, were hiring better qualified teachers, enriching their curriculum and spending more money for upkeep and maintenance.

The financial effort of the patrons was the same in all years which were studied, since the maximum statutory levy was voted consistently.

In group A schools, the expenditures for school purposes had nearly returned to 1929 levels at the end of this study, the year 1936. Group B schools had increased at the end of this study over 10% over 1929 levels; and Group C schools



had, at the end of the time studied, decreased 14% from 1929 levels in their expenditures. In group A schools, \$72.94 was spent on the average for each child in Average Daily Attendance; in Group B, \$60.77; and in Group C, \$41.13. These figures contrast with a average for the State of Oklahoma of \$57.32 and for the nation as a whole of \$81.36<sup>1</sup> From these facts, it appears that Group A and B schools were benefited more by State support than were Group C schools.

The writer concludes from his analysis and study of the educational program of the schools in Jackson County and their relation to state support that state support of common schools has had a marked favorable effect on the teacher personnel of these schools, on their fiscal ability, on the length of term the schools were able to offer, on the extra-curricular program the schools offered, and on the expenditures the schools made. State support, the author finds, had a less but still favorable marked effect on the pupil personnel of these schools and on the financial effort of their patrons. The writer concludes finally, that state support of the common schools in Jackson County has done more to advance the educational program in Group B Schools than in either of the other two groups. Taken as a whole, it is found that the larger schools as found in group C were little affected by state aid, even when it is considered that

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1 State Planning Board prelim report 1936, Ch. 8 p. 139.



these schools received state aid for only the last year of this study.

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