

A PROPOSED PLAN TO REORGANIZE THE LOCAL FINANCIAL  
AND  
ADMINISTRATIVE SCHOOL UNITS OF MCINTOSH COUNTY

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AND  
ADMINISTRATIVE SCHOOL UNITS OF MCINTOSH COUNTY

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## PREFACE

In undertaking the preparation of this thesis setting forth A Proposed Plan to Reorganize the Local Financial and Administrative School Units of McIntosh County, the author has been greatly influenced by his own personal experience in the schools of the county: in an independent city school system in which he received his high school education and afterwards served as rural school teacher, as well as principal and superintendent of village and consolidated school. Later as principal in a city school, followed by six years as county superintendent of schools. Then the author served one term as state representative from McIntosh County. This experience as teacher, principal, superintendent, county superintendent, and legislator, acquainted him with conditions of the schools of McIntosh County which this study may reveal could be improved.

If this study does show these weaknesses of the local financial and administrative units of McIntosh County, then the people of McIntosh County and the State Representatives should demand remedial school legislation.



## ACKNOWLEDGMENT

The author is under obligation to the following to whom  
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## INTRODUCTION

The purpose of this survey is to try to determine whether or not the schools of McIntosh County are functioning as well under the present local unit plan of organization as they would under a reorganized plan of larger units. Specifically the study will undertake to determine if the present plan provides reasonably adequate opportunities for all the children of the county; to seek for inefficiencies in finance and administration in keeping with modern trends in education; to seek the best method to provide for every child in McIntosh County an opportunity whereby he may attend a well equipped school with efficient teachers, and for a minimum period out of each year; and to suggest an organization with proper finance and administration which would serve as a guide for the reorganization of the schools of all the counties in Oklahoma. Finally, to suggest an organization which will improve the financial and administrative units without impairing the voice of the people in their school affairs thereby providing every child in McIntosh County an opportunity to develop to his utmost capacity in those activities which will make him a good American Citizen. These are my purposes in making this research study of A Proposed Plan of Reorganization of Local School.

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## CHAPTER I

## ORGANIZATION

In 1907, McIntosh County was organized by the first county superintendent, L. G. McIntosh,<sup>1</sup> into sixty-six local school units. McIntosh was authorized to do this by the state constitution which says,<sup>2</sup>

"It shall be the duty of the county superintendent of public instruction to divide the county into a convenient number of school districts and to change such districts when the interests of the people may require it, by making them conform to existing topographical or physical conditions; ... but no district shall be formed from other organized districts containing less than six (6) square miles of area... and fewer than eight persons between the ages of six and twenty years...."

These units for the early school were of necessity small in area and in most cases they contained only a small population, consequently, most of the original districts were of the one and the two teacher type of schools. In fact there were only two of a larger type, Checotah and Eufaula.

However, as the roads and other modes of travel improved, several of these small district units were abandoned by uniting them into larger financial and administrative units. Some were annexed to independent districts as, Soda Springs to Checotah, Independent #19; Cathey to Eufaula, Independent #1; others were united to form Consolidations as, Pierce Consolidated #1, Onapa Consolidated #25, Stidham Consolidated #3, and Hitchita Consolidated #27; still others were at first united into union graded districts as Victor Union Graded #1 and Central Hi Union Graded #2; however, both of these, Victor or Union Graded #1, changed

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1 L. G. McIntosh granted my first certificate to teach in Oklahoma in 1910.

2 Sec. 24, p. 9, School Laws of Oklahoma: 1937 or Article V, Section 7701, State Constitution.



to form a consolidated district in 1930. Central Hi changed to a consolidation in August of 1939. One other change is noted in each the Victor and the Central Hi districts by a voluntary step on the part of each to annex the high school to Checotah for the purpose of improving the elementary grades of both schools

#### Types of Schools in McIntosh County Today

There are nine types of local school units in this county, namely, (1) the Common School District, (2) the Independent District, (3) the Consolidated School District, (4) the Union Graded School District, (5) the Consolidated and Union Graded Elementary District, (6) the Separate School District, (7) the Joint District, (8) the Superimposed High School Transfer - Transporting District, (9) the Independent Consolidated District. This study may show that all of the nine types of local units listed above could be more economically financed and administered if all of them were changed to a larger and a more uniform system. This plan will be fully described in a later chapter.

The question arises have the changes from the small units to the larger units improved the financing and administration of the schools? This research shall attempt to establish that the new and larger units of (1) consolidation, (2) annexation, (3) and superimposed transfer Districts, have been an improvement. However, the facts will be presented according to the data collected and they will be interpreted with an open mind and always for the interest of the boys and girls of McIntosh County. Some investigators<sup>3,4</sup> seem to establish this as a

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3 Dawson, op. cit., p. 4.

4 Holley, Study of Local School Units in Oklahoma. p. 318.

fact that the larger units are better units for taxation and administration, however, a few of the surveys show that this is not always the case.

Practically every rural school survey made in recent years has pointed out that the prevalence of the small rural elementary school is not necessary or desirable. It is one of the chief obstacles to equality of educational opportunity.

That the intention of the present school law is to provide equal educational opportunities to all of the children of McIntosh County is unquestionable, but in the actual application of the present school law, equal tax burdens on the part of the citizens of the various school districts of McIntosh County do not obtain equal opportunities for all the children.

#### Limitations and Definitions of Terms

In order to understand and to evaluate this survey, it is necessary to give a brief explanation of its limitations and of the terms used.

At the present time there are nine different kinds of common school units. All of these should be eliminated and be replaced by a uniform system of sub units, i.e., the county is to be divided into nine financial and administrative units for white schools only. (This survey will not concern the separate schools except where they might affect the status of white schools). Sub unit is a unit which is smaller in area than a county. Sub-sub unit is a sub unit that does not include the high school.

Attendance areas are all areas from which children attend a school. (This is not to be confused with the taxing and administrative units for there may be several elementary grade attendance units within one taxing or one administrative unit).

This discussion will concern only McIntosh County except in the final conclusion where a generalization of the findings will be given.

It shall concern only three major issues regarding the schools of that county: (1) Taxation, (2) Administration, (3) Local Democratic Control.

It shall be based upon statistics obtained from the records found in the offices of county (1) treasurer (2) assessor (3) superintendent; Records of the various school districts and from personal interviews with the citizens of the county. Also upon records obtained from the state superintendents office and lastly upon surveys made in Oklahoma and in other states.

Comparisons will be made between the small and the large units as they are today. Comparisons will be made between the units as they are now and as they will be under the proposed plan.

Chapter II will show a brief history of the growth of finance and administration in the United States and in Oklahoma. Chapter III will give some criteria or gauges for evaluating the data. Chapter IV will include only data of McIntosh County as shown by the records. Chapter V will contain the proposed plan and the concluding Chapter VI will evaluate all data in the light of the proposed plan and of various surveys made by experts in this field.

The ideas expressed in this research shall be based upon facts obtained from otherwork done in similiar fields of research as: (1) Satisfactory Local School Units, by Dawson. (2) Study of Local School Units in Oklahoma by J. Andrew Holley (3) Seventeenth Year Book of N. E. A. (4) Bulletins compiled by N. E. A. (5) Articles written in



school magazines (6) Personal experience in schools of McIntosh County  
 (7) Constitution of Oklahoma and the United States (8) Data obtained from  
 the county records and from the records of the state superintendent of  
 schools.

Some idea of the need and the extent of this research problem may  
 be shown by stating that the efficiency of both the financial and the  
 administrative units is very poor, particularly in the small units. The  
 per capita cost is much higher in the small districts, the per cent of  
 attendance and the number of promotions is much lower in the smaller  
 districts, especially, in the one and two teacher schools than in the  
 larger schools. <sup>5</sup>

If the survey shows this to be true, then this earnest attempt to  
 help solve the school problems of McIntosh County will be worth while,  
 however, it may serve only as a guide for further study which may in turn  
 lead to voluntary action by the citizens of McIntosh County or it may  
 lead to legislative correction. In either case, the school children will  
 be given a better opportunity to reap the full benefit of an education  
 guaranteed them by the state constitution:

"that the legislature shall establish and maintain a system of  
 free public schools wherein all the children of the state may be educated."<sup>6</sup>

#### Hypothesis

In the light of past experience <sup>7</sup> with the common schools of McIntosh  
 County and by a study of various surveys which have been made in similar  
 counties in Oklahoma and in several of the other states, a hypothesis or

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<sup>5</sup> Brookings Report. P. 5

<sup>6</sup> Article XIII. Section 1

<sup>7</sup> The author spent over twenty years in the county in various school  
 capacities.



conclusion is reached that the proposed reorganization of the local school units in McIntosh County will give a decided advantage in efficiency of finance and administration of the schools by changing them to larger units. Also it is concluded that this change can be made without destroying the local control of the schools, which has been the chief objection to any reorganization of the local school units.

#### Conclusion

In this first chapter the author has attempted to give a clear analysis of the organization of the schools of McIntosh County, the types of schools now in operation there, the material to be used in this problem, the limitations of the subject and the terms applicable to the problem, the hypothesis and a short conclusion.

The purpose of the remaining chapters will be to further analyze the problem toward a final conclusion that will be a definite measuring stick for those who wish to improve the finance and administration of the schools of McIntosh County without destroying the local control of them by the people or the various districts.

## CHAPTER II

## GROWTH OF SCHOOL FINANCE AND OF SCHOOL ADMINISTRATION

The purpose of this analysis of the growth of school finance and of school administration is that the reader may become better acquainted with the facts so that he may better understand the purpose, analysis, evaluation, and recommendations found in the various chapters of this problem.

Certainly the full meaning of the Bible cannot be understood without a knowledge of the background of the peoples and their country, both political and social, so it is true of this problem of a reorganization of the local units in order that they may have better financial and administrative units.

In analysing the growth of the school financial units, it is necessary to begin with the formation of the Constitution of the United States. It will then tell of the financial units at the early part of Oklahoma history. Lastly, it will concern the local units which are in all cases smaller than the county.

In the second part of this chapter a discussion of the growth of Administration is given. It will begin about Sixteen hundred and forty-three with the formation of the first local school units in Massachusetts. It is hoped that the reader will see that the growth of school units has been parallel with the growth of other units in the various parts of our society, yet it has not kept pace with the other units. In fact, the school units are antiquated. The Problem of Financing Government in Oklahoma as Related to Financing Public Education.

The Federal Constitution makes no mention of financing education;

however, the tenth amendment to the Federal Constitution leaves the financing of schools to the state government. The constitution of the state of Oklahoma provides <sup>1</sup> "The Legislature shall establish and maintain a system of free public schools wherein all the children of the state may be educated."

The State government of Oklahoma left the support of its public schools largely (at its beginning) to local units but the state as a whole has supported its institutions of higher learning.

The State has assumed an increasing share of the burdens for the support of the schools. In nineteen hundred and fifteen, the State contributed fourteen and two tenths percent of the total cost of public education, while in nineteen hundred and thirty-five, the State support was forty-nine and eight tenths percent of the total cost.

The reason for this change from local financial support between nineteen hundred and fifteen and nineteen hundred and thirty-five, was because the source of the local revenue which was obtained from ad valorem taxes gradually decreased until the local unit of taxation was unable to support the schools adequately.

Therefore the state has gradually assumed its obligation provided for in its constitution, which guarantees a minimum program for all of the schools. Until nineteen hundred and nineteen, the state only contributed from two funds, namely the interest derived from the School Land Department and one-fourth of one mill the total assessed valuation of the state; however, the one-fourth mill support was erased by an amendment to the constitution in nineteen hundred and thirty-five. These two sources accounted for the

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<sup>1</sup> Article XIII, Section 1.



fourteen and two tenths percent of state support before nineteen hundred and nineteen. In nineteen hundred and nineteen the legislature appropriated \$100,000 for each of the two years following to help pay current expenses of weak rural schools. This fund was increased to \$500,000. in nineteen and twenty-five. And again in nineteen hundred and twenty-seven it was increased by a law creating the State Equalization Fund of \$1,500,000. derived from the gross production tax-based on sixteen and two-thirds percent of the three percent tax. This law remained in effect until nineteen hundred and thirty-five. However, it was supplemented by an appropriation of \$250,000, in nineteen hundred and twenty-nine--\$175,000.--in nineteen hundred and thirty-one, and \$600,000. in nineteen hundred and thirty-three. Then in nineteen hundred and thirty-five the first major reorganization school finance bill known as House Bill 212 was passed. It appropriated \$8,200,000 based upon the needs of the local districts to be distributed according to levels of primary and secondary aid. As stated above the total aid from the state was now forty-nine and eight tenths percent of the money expended for the common schools of Oklahoma. Still there was an insufficient amount of revenue because of two things-(1)-local valuations continued to decrease-(2)-the new homestead law caused a further decrease in local valuations, so the legislature in nineteen hundred and thirty-seven increased House Bill 212 from \$8,200,000 to \$12,800,000.

What is change in attitude of the people of Oklahoma?

and nineteen, the general public felt that it  
 government to support the common schools and  
 government should support the higher institutions



After nineteen hundred and fifteen and after the depression of nineteen hundred and twenty, a new school of thought developed. It was caused by the economic depression and by the high rate of local ad valorem taxes. This new school of thought was that the state owed an obligation to its future citizens by helping the local tax units maintain an eight month's term of school.

As shown above, this state amount of aid increased from \$100,000 in nineteen hundred and nineteen to nearly \$17,000,000 in nineteen and thirty-seven. Now the question is, has this increase in the amount of money by the state to help support the local tax units been a burden on the state tax units? Taxes are not burdens unless they are out of balance, i.e., taxes should be levied on all according to their ability to pay. So before we can answer this question it will be necessary to analyze the other interrelated tax units.

Dean Thomas says, "There is a close relationship between tax problem for all functions of state government."<sup>9</sup> The problem in Oklahoma is so interrelated that both local and state tax units must be studied carefully in order to attack the school finance problem intelligently.

As we stated above, the gradually increasing of local school finance became more burdensome on the local units, it was shifted to the state. Likewise did the local town, city and county taxes increase out of proportion to its incomes, hence it too, in the period from nineteen hundred and nineteen to nineteen hundred and thirty-seven, was shifted from the local units to the state. An example of this is shown by the state's aid to the

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<sup>9</sup> Lecture given in School Finance Class in 1939.

building and maintenance of the county roads, the support of widows and orphans, and more recently the direct relief given local units. These new and increasing functions enhanced the state tax problems.

The author wishes to use McIntosh County as an example to show this shifting from local to state obligations.

McIntosh County	
Val-	1919 -- \$12,000,000
Val-	1937 -- <u>\$ 6,793,432</u>
A loss of	\$ 5,206,568 or 43%
County Bud-	1919 -- \$ 80,000 for County gov.
County Bud-	1937 -- <u>\$ 51,130</u> for County gov.
A loss of	\$ 28,870 or 36%
State Aid-	1919 -- none for county gov.
State Aid-	1937 -- \$ 91,223 for county gov.
Schools-	1919 -- \$ 170,000 Local
State Aid-	1919 -- <u>\$ 25,000 State</u>
	\$ 195,000
The State Aid equals 13 % of the Total.	
Schools-	1937 -- \$ 95,900 Local
Schools-	1937 -- <u>\$ 158,212 State</u>
Total-	\$ 254,112.

State Aid- 62% of the Total

The preceding table shows the local revenue in nineteen hundred and nineteen to be \$170,000 for schools plus \$80,000 for local county government or a total of \$250,000 with only \$25,000 state aid or a grand total

of \$275,000. While in nineteen hundred and thirty-seven the local county budget is \$51,130 plus \$95,900 for local schools or a total of \$157,030 but the aid for schools, roads, etc. by the state grew to \$249,435 in nineteen hundred and thirty-seven compared to \$25,000 of state aid in nineteen hundred and nineteen or an increase of nine hundred percent. Thus it shows that McIntosh County has shifted about sixty-two percent of its taxes to the state. This has been true in all other counties of Oklahoma. The Tax Commissions report of nineteen hundred and thirty-eight shows the total amount assumed by the state to be \$45,000,000 or fifty-eight percent of the total state budget.

Since these burdens on the state are caused by the schools, roads, welfare, direct relief, inefficiency in county and local school government, it is our purpose to correct some of the evils in the present system of the state tax structure. The following chapters indicate how these inefficiencies may be corrected. This can be done by making the school units larger, thereby, taking out the tax pockets which are found in every county.

#### School Administration in the Local School Units of Oklahoma

Doctor Fretwell said in his recent lecture, "Schools are organized that they may be administered and administered that they may be taught."<sup>10</sup>

The purpose of this discussion will be to show how the local district units may be better organized for administration purposed that we may in turn have more efficient teaching.

In presenting the case, it will be necessary to present minor phases of the school finance problem for the administration and finance are so interrelated that both questions may be considered as one question.

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<sup>10</sup> Lecture given at Oklahoma A. and M. College, 1939.



In the beginning, it may be well to give a brief history of the district formation and the organization. As early as sixteen hundred and thirty-six, Massachusetts passed measured requiring the various communities to organize for school purposes. Soon other colonies did likewise. They were always small units in area and in population for every child must be within walking distance of the school. More recently, in the formation of schools in the Old Oklahoma Territory no district could be over nine square miles in area.<sup>11</sup> This meant a small population within it and necessitated the establishment of schools of the one and the two teacher type. At statehood in 1907, the newly elected county superintendent organized all districts of the various Oklahoma Counties on a similar plan for even then most communities were small units.

Andrew J. Holley, who made a recent survey of the local school units of Oklahoma, said, "Progress is retarded when the local units of school administration are not efficient and economical units."<sup>12</sup> He also said, "The progress that has been made to date in Oklahoma is only the beginning of the progress that will be made during the coming years." But Mr. Crable said, "School authorities are not unanimous on the question of the administrative unit, but they generally agree that many expensive and inadequate units exist."<sup>13</sup> There has been, in recent years, a trend away from the small units in Oklahoma. This is shown in the chart which is given below. It is expected that these charts and the graph will impress

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11 Holly, Study of Local School Units in Oklahoma, 1937, p. 11.

12 Holley, Survey of Local School Units in Oklahoma, 1937, p. 13.

13 *ibid.* p. 5.



the reader that this problem is analyzed in accordance with the progress made in the past which is graphically shown by Mr. Holley's recent survey of the local school units in Oklahoma.

Some progress began in this field before 1915 i. e. by uniting the small units into larger units of administration. This was the consolidation, union graded, and independent districts. The table below shows this progress.

NUMBER OF ADM. UNITS OF EACH TYPE <sup>14</sup>  
1915 - 1935

MAJORITY	1915	1920	1930	1935
Independent	14	237	293	280
Ind. Con.	2	28	59	110
Ind. U. C.	-----	2	5	11
Dependent Con.	36	117	242	234
Dependent U. C.	-----	41	99	106
Dependent Common	5722	5158	4235	4043
MINORITY			110	
Independent	49	109		11
Dependent (counit)	55	53	52	56
TOTALS.....	5978	5745	5095	4951

Thus you see that units of administration were reduced 1027 in number which made them much larger and of course more efficient.

These new units being larger in the number of pupils and in the number of teachers afforded not only better administrative service but it afforded it to both the elementary students and to the high school students

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<sup>14</sup> Holley, Op. Cit. p. 43.

also. These new and larger units gave time and opportunity for better supervision and administration. This forced program has induced the people of Oklahoma to realize that the small unit is unable to provide those administrative services which have been possible in larger units. This is proved by the fact that since 1920 the number of administrative units has been decreased from 5745 to 4951 or 794.

So the proposed plan is based upon one not new for a similar plan is in use in a few states nor is it new in Oklahoma. Yet it has never been tried here; however, the fifteenth session of the Oklahoma Legislature did pass House Bill 453 which was defeated in the Senate. It was a county Sub-Unit Plan.

The plan is similar to it but with some modifications. It is that each county be divided into districts according to the Transportation Areas now designated in every county in Oklahoma. All information regarding the boundaries of such districts may be obtained from the Transportation Department of the State Superintendent's Office at Oklahoma City.

The map below shows how this may be done in McIntosh County. Also on page 290 of the recent Study of Local School Units in Oklahoma by Holley it gives a map of Bryon County which is similar to the one on the following page.

In this chapter there has been a general discussion of school finance and administration. It states the general view of these two questions as related to schools. No particular data is given; however, a general reasoning supported by some research material. This will give the reader some idea of what the proposed reorganization will do for any

small school system.

It gives an idea of how the following data can be applied to the small school units the of it, if they were reorganized into larger units.



## Schools - Numbers of Teachers - 1915-1935

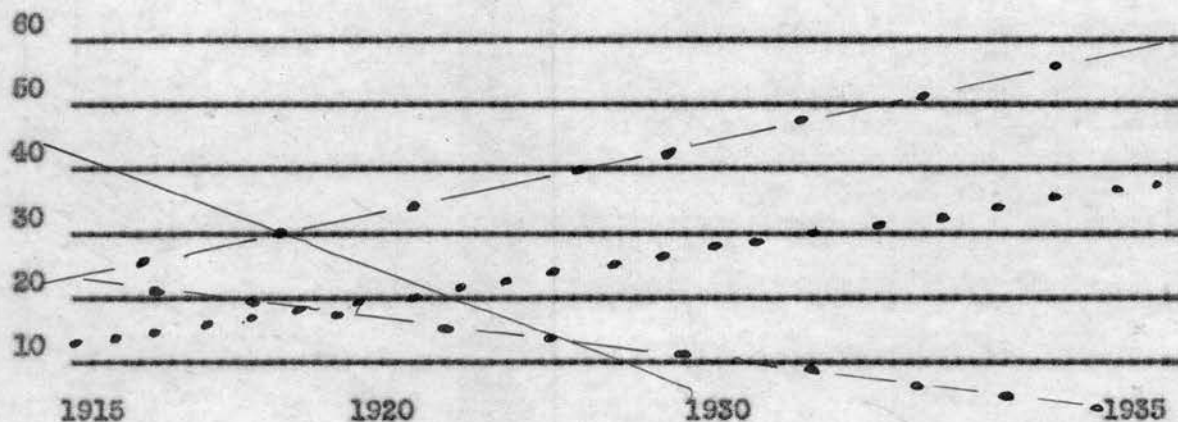
	W	C	W	C	W	C
One Teacher -	4180	215	3490	463	2488	312
Two Teacher -	1070	34	1136	90	1126	119
Three Teacher -	275	19	281	42	326	45
4 - 5 Teacher -	190	10	245	31	340	46
6 - 9 Teacher -	98	2	121	6	226	19
10 & up " " -	80	10	144	11	141	9

W = White

C = Colored

This table shows progress made by the white and the colored schools of Oklahoma.

Kelley, Study of Local School Units in Oklahoma, 1937, p. 14.



One Teacher \_\_\_\_\_

Two Teacher \_\_\_\_\_

3 - 5 Teacher \_\_\_\_\_

6 or more .....

## CHAPTER III

## SCHOOL DATE OF MCINTOSH COUNTY AUGUST, 1939

A brief sketch of the history of the Organization and growth of the local school units of McIntosh County was given in Chapter I. It showed that there were sixty-six local districts formed by the first county superintendent, Mr. L. G. McIntosh. The demand for larger units began about 1915. In 1917, the first consolidation was organized. It was consolidated #1 at Pierce. Since 1917, others large units have been formed by consolidations, union graded, and annexation, until today, 1939, there are only forty-six local units remaining out of the sixty-six original units. Four of these are negro majority districts leaving only forty-two white majority local units. Seven of these large units maintain a four year high school and two other large units have only elementary grades. Each of the two large elementary grade units is consolidated Central Hi, changed from a Union Graded district to a consolidated district in August 1939. This seems to indicate that there is a sentiment in this county for the larger administrative and financial units. In fact, there has been a steady growth from the small unit to the larger unit, since the organization of the first consolidation in 1917.

Subtract the nine large units from the total or forty-two units which the records show as the total in August 1939 and it leaves only thirty-three small local units, most of these are of the two teacher type schools; however, there are three employing three teachers each and four employing only one teacher each.

The data shown in the following tables will give a brief analysis of the enrollment, of the A.D.A., of the attendance, of the valuation,

and of the per capita cost. Each of these tables is presented in the light of the facts obtained from the county superintendent's office. In some cases these facts are different from those obtained by the Brookings Report of 1937.<sup>15</sup> An explanation will be given of each table indicating briefly what is shown by the table.

In Table the data of all of the white schools is given. It is followed by a map which shows all of the forty two school units as they are to-day. Then there will be given a table of each of the proposed units accompanied in most cases by a snap shot picture indication that all of the central school buildings are large enough to accommodate the children who are to attend there. As the smaller attendance units within the larger units are abandoned, the buildings, can easily be enlarged to care for the growth in attendance. In some cases the buildings are sufficient now to care for all the children in the entire administrative unit.

It might be well here to state that the bus routes pass through all of these small attendance units except one. Most of the children live within walking distance of the bus lines. In most cases the buses are not loaded with high school pupils so the grade pupils could be transported with very little additional cost.

In Table only the white districts are given. The data given is for the year 1938 - 39. From this data the figures presented in the following tables A to I were taken.

TABLE NO. I

## ATTENDANCE AND PER CAPITA COST DATA OF ALL DISTRICTS IN MCINTOSH COUNTY

DIST.	VAL.	BUDGET	ENROLL	A.D.A.	ENUM.	PER. CAP.
65	\$ 62,791	\$ 2360.14	70	53	106	\$ 44.50



(Continued)

TABLE NO. I  
ATTENDANCE AND PER CAPITA COST DATA OF ALL DISTRICTS IN MCINTOSH COUNTY

Dist.	Val.	BUDGET	ENROLL	A.D.A.	ENUM.	PER. CAP.
66	\$ 62,195	\$ 2,365.95	78	49	122	\$48.28
62	25,685	2,174.41	66	51	86	42.63
13	44,330	2,537.06	70	60	110	42.28
64	115,372	10,734.74	225	196	244	54.76
40	65,553	2,087.10	49	32	54	65.22
32	50,375	2,006.51	81	44	107	45.64
38	39,471	1,975.88	42	32	113	61.74
4	57,165	2,400.36	57	47	72	51.07
Ind. 1	1,069,612	34,013	914	707	1100	48.10
28	28,585	2,994.54	112	71	164	42.17
6	31,940	2,258.63	72	59	102	38.29
49	32,369	2,074.45	75	48	89	43.21
52	152,583	2,832.35	66	36	154	76.67
51	35,285	2,137.48	89	50	102	42.74
54	82,714	2,405.78	97	50	122	48.11
53	23,110	1,980.09	71	42	91	47.14
Con. 3	112,050	18,469.00	400	375	437	
8	149,859	3,936.69	102	62	208	61.88
36	37,190	2,014.43	55	37	80	54.44
37	68,750	4,289.09	157	107	176	39.26
39	37,125	1,071.88	49	34	56	31.50

(Continued)  
TABLE NO. I

## ATTENDANCE AND PER CAPITA COST DATA OF ALL DISTRICTS IN MCINTOSH COUNTY

DIST.	VAL.	BUDGET	ENROLL	A.D.A.	ENUM.	PER.CAP.
Con. 25	\$339,880	13,704.58	275	244	309	
17	102,214	2,546.97	68	49	97	\$51.97
9	88,791	2,679.66	72	41	130	65.33
50	64,312	2,233.18	43	29	69	77.00
59	62,729	2,342.27	81	48	100	48.71
44	35,455	2,031.95	72	40	72	
Ind. 19	750,999	39,288.26	730	675	802	
15	80,666	2,546.97	68	49	67	47.29
12	97,233	2,590.36	88	51	135	55.11
13	46,347	2,414.16	106	31	55	77.87
Con. 1	\$274,410	\$12,669.14		211	496	60.04
43	23,890	1,101.39	18	10	28	110.13
46	55,940	2,267.35	68	44	100	51.53
Con. 27	\$444,151	18,600.24	439	356	514	52.24
Con. 2	\$412,234	\$13,546.10	245	170	312	79.08
23	118,779	2,839.30	69	51	116	55.69
Con. 4	<u>\$194,804</u>	<u>\$ 6,915.94</u>	<u>254</u>	<u>175</u>	<u>258</u>	<u>39.54</u>
TOTAL	5,583,804	238,366.12	5733	4529	7378	

The following page, number 22 a map showing all of the districts of McIntosh County from which this data is taken will be found. A study of this map will reveal that McIntosh County still contains several small and unnecessary units.



This map shows all the school districts before reorganization

**ABSTRACT OF TITLE**

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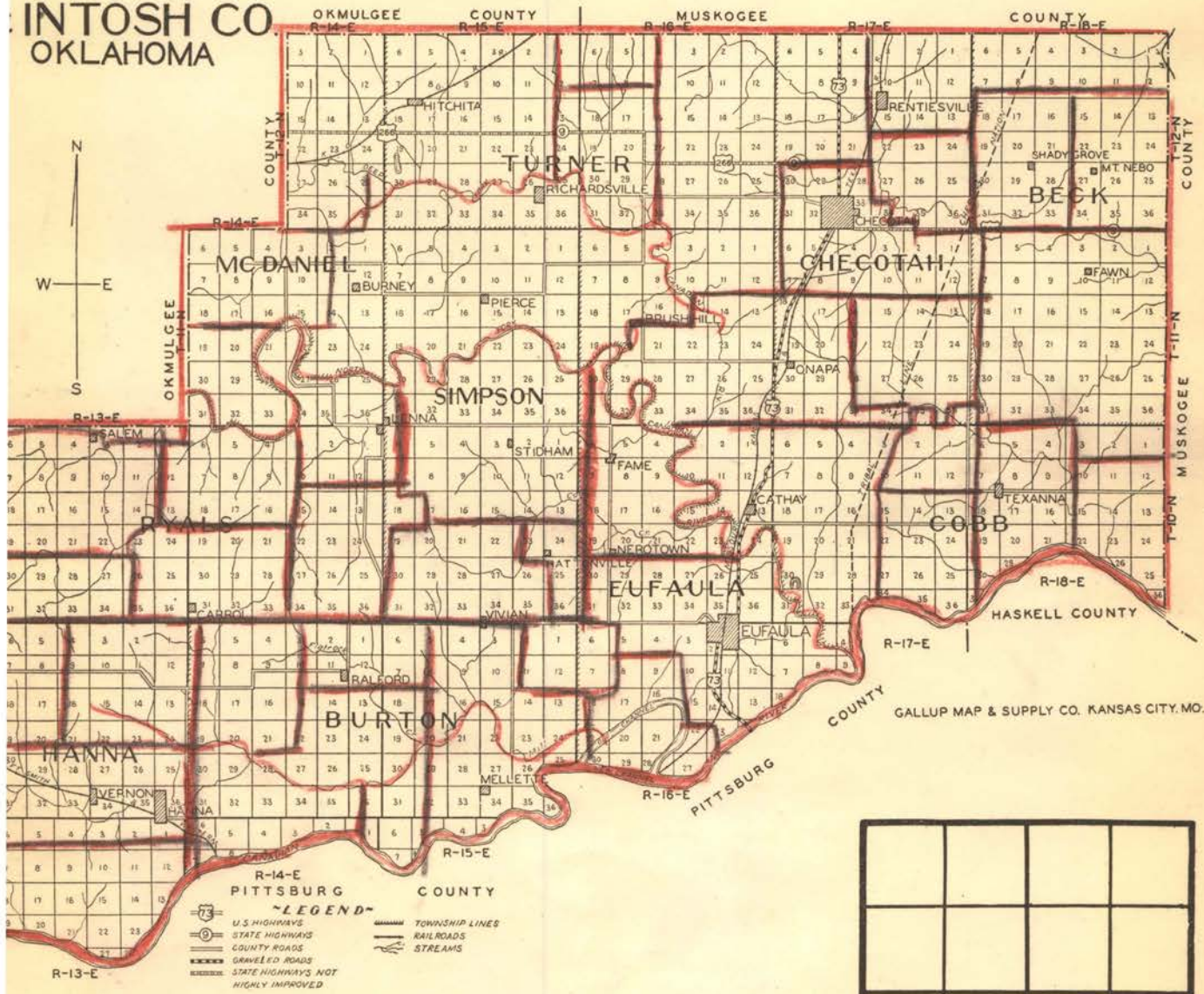
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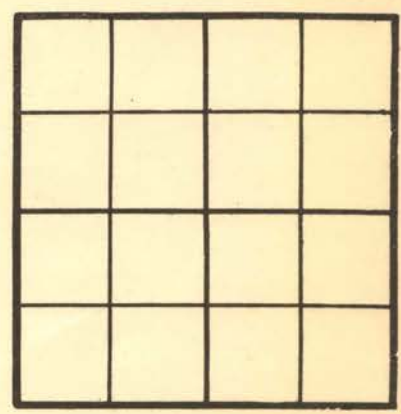
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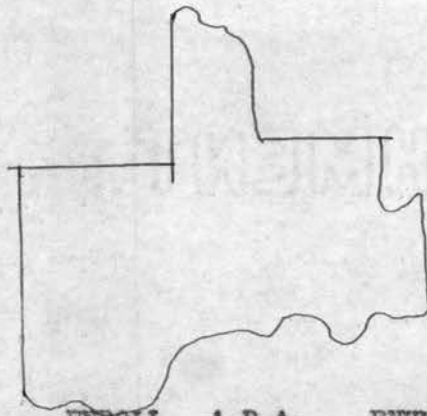
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## Proposed District A



DIST.	VAL.	BUDGET	ENROLL.	A.D.A.	ENUM.	PER. CAP.
65	\$69,791	\$2,360.14	70	53	105	44.50
66	62,195	2,365.95	78	49	122	48.28
62	25,685	2,174.41	66	51	86	42.63
13j	44,330	2,537.06	70	60	110	42.28
64	115,372	10,734.74	225	196	244	54.76
40	65,553	2,087.10	49	32	54	65.22
32	50,375	2,008.51	81	44	107	45.64
38	39,471	1,975.88	42	32	113	61.74
4	<u>57,165</u>	<u>2,400.36</u>	<u>57</u>	<u>47</u>	<u>72</u>	<u>51.07</u>
Total	529,937	28,683.75	668	574	1013	

This district contains nine local districts. District 64 has a four year high school and receives all transferred high school students from the other districts at this time. By combining them the school will be large enough to reach the standard set by Dawson and Holley, which was mentioned in previous chapters.

## Eufaula High School

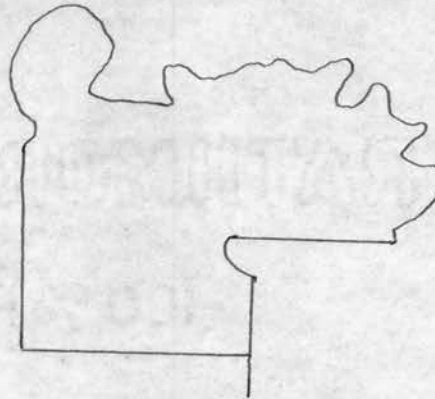


There are two other large buildings besides this one.

DIST.	VAL.	District B				
		BUDGET	ENROLL	A.D.A.	ENUM.	PER. CAP.
Ind. 1	\$1,069,612	\$34,013	914	707	1100	48.10
28	28,585	2,994.54	112	71	164	42.17
6	31,940	2,258.63	72	59	102	38.29
49	32,369	2,074.45	75	48	89	43.21
52	152,583	2,832.35	66	36	154	78.67
51	35,285	2,137.48	89	50	102	42.74
54	82,714	2,405.73	97	50	122	48.11
53	<u>23,010</u>	<u>1,980.09</u>	<u>71</u>	<u>42</u>	<u>91</u>	47.14
Total	1,456,059	49,696.32	1506	1063	1804	

Eufaula central district has three large buildings and is able to take care of all the children in the area. Roads are good; the valuation is high; and the number of students is large enough for this district to operate a school that can be in every way successful.

## Proposed District C



DIST.	VAL.	BUDGET	ENROLL	A.D.A.	ENUM.	PER CAP.
Con. 3	112,050	18,469.00	400	375	437	49.26
8	149,859	3,936.69	102	62	208	61.88
36	37,190	2,014.45	55	37	80	54.44
37	68,750	4,289.09	157	107	176	39.26
39	<u>37,125</u>	<u>1,071.88</u>	<u>49</u>	<u>34</u>	<u>56</u>	<u>31.50</u>
Total	404,974	29,078.11	563	615	957	

District C is composed of five districts four of which transfer their high school students to Stidham at the present time. There are twenty seven teachers in these five districts, seventeen of whom teach in con. 3 where the high school is located. The roads are good, the bus lines have already been established so if this district was reorganized as proposed this school would be able to operate efficiently and economically for the best interest of all the children with in the five district.



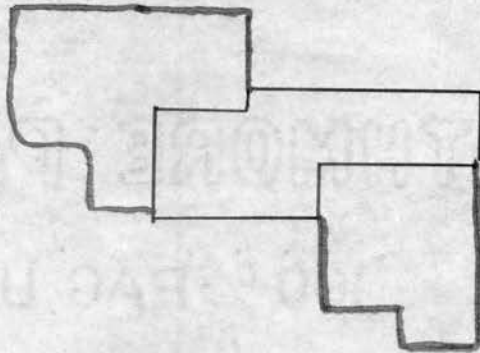
## Proposed District D



DIST.	VAL.	BUDGET	ENROLL	A.D.A.	ENUM.	PER.CAP.
Con. 25	\$339,880	13,704.58	275	244	309	26.13
17	102,214	2,546.97	68	49	97	51.97
9	88,791	2,679.66	72	41	130	65.33
50	64,312	2,233.18	43	29	69	77.00
59	62,729	2,342.27	81	48	100	48.71
44	<u>35,455</u>	<u>2,031.95</u>	<u>72</u>	<u>40</u>	<u>72</u>	<u>50.79</u>
Total	693,381	25,538.61	611	451	777	

District D contains six districts with a high school located in Onapa, Con.25, where all of the students are transferred and transported to the high school, but the grades are taught in each of the six districts. The roads are in good condition and bus lines have already been established in all of these except district 44 but there too the roads are in good condition. The valuation, the enumeration, and the enrollment is sufficient for this district to maintain a good school if the proposed plan is carried out.

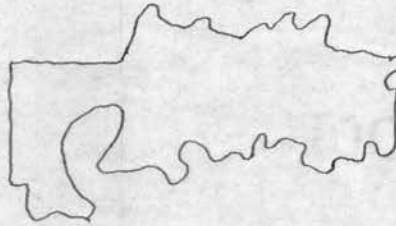
## Proposed District E



DIST.	VAL.	BUDGET	ENROLL	A.D.A.	ENUM.	PER.CAP.
Ind. 19	\$750,999	39,388.26	730	675	802	59.88
15	80,666	2,546.97	68	49	67	47.29
12	97,233	2,590.36	88	51	135	55.11
13	<u>46,347</u>	<u>2,414.16</u>	<u>106</u>	<u>31</u>	<u>55</u>	<u>77.87</u>
Total	975,245	46,615.87	972	808	1059	

Independent 19, or Checotah, transports the high school students from the three districts shown above and also transports all of the high school students from Con. 2 and Con. 4 which are designated on the map as sub-sub units. Checotah building has ample room to take care of all the grades of all the districts, however, it might be well to retain the two sub-sub units for the grades only but the elementary grades of the three districts shown should be incorporated with the Checotah schools. The data above shows that this would make a splendid school.

## Proposed District F



DIST.	VAL.	BUDGET	ENROLL.	A.D.A.	ENUM.	PER.CAP.
Con. 1	\$274,410	12,669.14	320	211	496	60.04
43	23,890	1,101.49	18	10	28	110.13
46	<u>55,940</u>	<u>2,267.35</u>	<u>68</u>	<u>44</u>	<u>100</u>	<u>51.53.</u>
Total	354,240	16,038.88	406	265	534	

This district is composed of only three districts which should be abandoned for the high school since the data above shows it to be too small to have an economically administered unit; however, the author is proposing that it be retained because of its isolated position. Possibly, with the improvement of the roads the grades should be retained in one unit, but the high school then should be transported to Con. 3. At one time a few years ago the high school was transported to Con. 3, but because of the conditions of the roads, which did not prove satisfactory, the high school was reestablished at Pierce.



## Hitchita High School



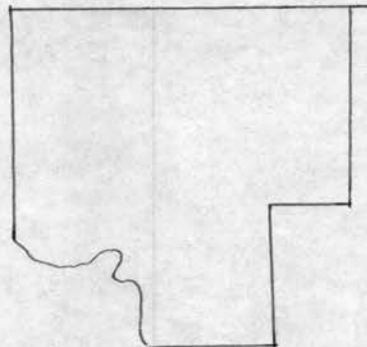
There are two other buildings besides one shown.

## District G

DIST.	VAL.	BUDGET	ENROLL.	A.D.A.	ENUM.	PER.CAP.
Con. 27	\$444,151	\$18,600.24	439	356	514	

This district is in a sense isolated for it is too far to any other high school to send the students there. The facts above show that they have sufficient number of students to maintain a fairly good administrative and financial unit. The valuation, the budget, the enrollment, the attendance justifies the operation of this unit. The students from District 23, which lies on the east of Con. 27, transfer a part of the high school students to this district. The high school enrollment and attendance has increased in recent years from 70 A.D.A. to 122.

## Proposed District H



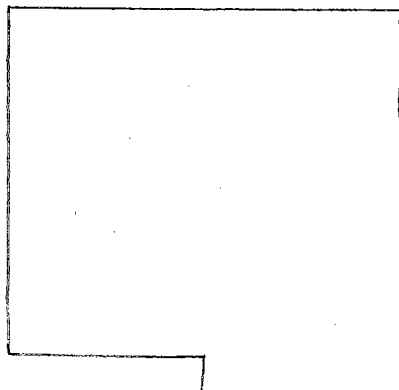
DIST.	VAL.	BUDGET	ENROLL.	A.D.A.	ENUM.	PER.CAP.
Con. 2	\$412,234	13,546.10	245	170	312	79.08
23	<u>618,779</u>	<u>2,839.30</u>	<u>69</u>	<u>51</u>	<u>116</u>	<u>55.69</u>
Total	531,013	16,385.40	314	221	428	

Con. 2 is a sub-sub unit where the high school students are transferred and transported to Checotah. It maintains a good grade school at the present time but by uniting it with district 23, a two teacher school, it will be able to have a much better school. It has ample buildings, valuation, and children reach a high standard in every phase of the school program.

The roads are good and it will be easy for all the children to be transported.

The people of this district, too, should be complimented for the action they took in consolidating the district for the grades and voluntarily transferring and transporting the high school pupils to Checotah for at that time they had a very good high school at Victor.

## Proposed District I



DIST.	VAL.	BUDGET	ENROLL.	A.D.A.	NUM.	PER.CAP.
Con. 4	\$194,004	6,915.94	254	175	292	39.54

This is a sub-sub unit for grades only since the high school students are transferred and transported to Checotah. This has been a Union Graded district but in August 1939, it was consolidated.

They have tried to maintain a high school here in the past but in 1936 they voted to transfer and transport them to Checotah. This seems to have been a wise thing to do for their high school in the district never was able to maintain a very high standard.

Now, with the newly formed consolidation and with the high school going to Checotah this district should reach a standard equal to any other school in McIntosh County.

The people of this district should be congratulated on the two recent steps that they have taken towards improving conditions of their schools in order that the children may be given proper training.

All data included in this chapter was taken from the record of the county superintendent's office at Eufaula. The various items are



listed first for the separate local school. Then, the items are grouped into nine groups as they will be formed in the reorganization plan. From all of them have two or more district united into one except Hitchita where it is left as it is formed at the present time.

All units have a fairly sufficient number of pupils, teachers, valuation, and budget except Pierce. This high school is too small to comply with the requirements set up in this thesis yet it is so isolated that it is not joined to any other district.

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## CHAPTER IV

## CRITERIA OR A GAUGE

The material presented in this chapter is to be used by the reader as a criteria to gauge the entire problem but more especially for the reader to see if the final conclusions are in accord with what experts, who have made careful studies of a similar problem, say.

Most of it will be quotations taken from their thesis or books written on the various similar problems. Some of it will be in accord with the hypothesis stated earlier in Chapter I of this problem; others will be contrary to the thoughts expressed in various places of this problem. It is expected that this chapter may be of some value in helping the reader see the point of view expressed by the author.

Explanations will be given in presenting some of the quotations; others will be given without any explanations.

The first author to be quoted is John A. Almack, who made quite an extensive study of schools that were similar to the schools of McIntosh County.

Holley seems to agree with most of the quotations given above that the local school units should be reorganized into larger financial and administrative units. All say there will be better administrative units. All say there will be better administration and financing if the change from the small units to the larger units is made. Also some say it should have attendance units within the larger units. N.E.A. Commission report says that this will give democratic control. These quotations support the three parts of the hypothesis which were (1) larger units

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will give a better financial support for the schools, (2) the larger administrative units will afford a better and a more economically administered school, (3) that the larger units should be democratically controlled.

Again the author wishes to call attention to the fact that the material found in this chapter is merely to serve as a guide for the reader to gauge material found in the other chapters of this problem. Only excerpts of long discussions by the various research workers have been quoted in this chapter, however, these quotations, if read carefully will in most cases give the same impression as if the entire discussion were read. In chapter VI an evaluation of data found in McIntosh County will be made so the reader should take all criteria possible to see if Chapter VI is properly evaluated.



Almack says, "Much mal adjustments in previous years, because of social and economic changes, passed through experimental stages. So the success of the consolidated school depends upon its efficient administration.----- a beautiful program will fail unless properly financed-----

A desirability of abolishing the excessive small expensive, and inefficient local units of school administration which exists in most states and of substituting a unit of larger size, is now generally recognized by authorities in school administration when population was sparse, roads were poor

good roads, the motor bus-----make it possible<sup>1</sup> and desirable to form consolidated and larger units".

Quoting from Alonzo O Briscoe, "The small local unit is a stumbling block to education, preventing the enlargement of the schools, the enrichment of the program as has been done in the city or large unit; and it fosters unwise expenditure and inefficient management. Because of these inherent defects in the small local unit, Mort and others have stressed the necessity for the reorganization and enlargement of the small rural and village school----- A school district adequate for present day needs must be large enough to provide a standard twelve year course of study with a sufficiently differentiated curriculum to meet the major needs of the pupils -----is an ideal one in school reorganization."<sup>2</sup>

Thomas H. Briggs says, "The way to meet the problem of financing schools is to reorganize them into larger units. Such measures, if wisely planned, would not only save money, but would actually improve our educational service----- We hear the cry that our democracy needs education but the equally important thesis is that education needs democracy. Equality of educational opportunities. Democracy does not make one as good as another; it merely seeks to remove all artificial barriers and to assist every person or child to amount to as much as his ability, character and industry permit."<sup>3</sup>

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1 Almack, The Administration of Consolidated and Village Schools. PP. 5, 34, 35.

2 Briscoe, Size of Local School Units. PP. 2, 43.

3 Briggs, 12th Biennial Report. P.22.

Dawson says, "Larger High Schools cost less per pupil, ~~and are therefore~~, more economical financially than small high schools. The program of instruction in a large high school of three hundred or more pupils is much broader and more nearly meets the social and intellectual need of the pupils attending them than does the small high school."

-----The cost per pupil, a measure of efficiency of a school, is much greater in small schools than in large units.

Therefore, any state that sets up and perpetuates school units that cannot provide adequate educational advantages for its children is permitting tax payers money to be wasted, and is robbing children of their money to be wasted, and is robbing children of their inalienable rights as American citizens.<sup>4</sup>

Englehardt says, "Transportation costs more in the larger units but savings in teachers salary would give net earnings.-----Close articulation is exceedingly difficult if the elementary school which a child attends is not associated with the high school he plans to enter. Coordination is much if he attends all twelve years in one district. It is much more difficult if a child attends elementary grades in one district and attends high school in another.-----The critics of democracy have **the easiest** of tasks in demonstrating its inefficiency. But there is something even more important than efficiency and expediency, i.e., JUSTICE and democracy is the only social order that is administered, because it is the only one consistent with justice. The moral consideration is supreme. -----There can be no such thing as the Welfare of "The State" at the expense of the general welfare of the individual who composes it. Man is not made for institutions. Institutions are made by and for mankind."<sup>5</sup>

"Local school governments furnished seventy-five percent of the total school resources in 1934-35 compared with eighty-three percent a few years ago. Several factors have influenced this trend away from local school support. Among these are the decline in property tax revenues and inequalities in the ability of local school units to support schools. As the state support grows larger so does the control by the state increase. If the local school units can be reorganized so as to increase their tax-raising ability, then they will need to have less dependency upon state which will increase the control of the school by the local board."<sup>6</sup>

4 Dawson, Satisfactory Local School Units. PP. 10, 109.

5 Englehardt, Minograph Bulletins #2, P. 69.

6 Edu. Policy Com., Purposes in Edu. in Am. PP. 7, 17.

" A larger administration unit which includes a group of attendance units is then necessary if the administrative structure of the school is to fit the social structure of modern rural America-----It is destined to take an increasingly important place in the administrative structure-----All administrative units must be modified according to the sparsity of the population-----another factor is the migration of the rural population-----primary control should reside in the hands of the group served. Democracy did exist in the operation of the school in pioneer days. With the change of our social and economic order it functions effectively no longer so a proper reorganization is necessary to the preservation of effective democratic operation.-----Three criteria for measuring Democratic control-----Local participation by parents and laymen-----local initiative so that school program will measure beyond the program set up by the state -----local control or democratic control requires a certain degree of control by the locality served-----It must have efficient operation-----coordination between the small and larger attendance units. Boundaries of both administrative and other units should follow natural community lines. Do not use political, county, townships etc."<sup>7</sup>

"Local control has waned because of lack of finance but can be restored by some adequate finance unit. Is local control an end or a means to an end? We should be able to say here it serves the end, here it is a means to an end."<sup>8</sup>

"It is a well prepared teacher and the school building that makes education."<sup>9</sup> The buildings and teachers of Oklahoma have been improved rapidly during the last decade, therefore the statement above can apply to the Oklahoma schools, more especially if the units were enlarged as this problem has indicated. The statements included in these quotations have indicated that the better teachers and the better buildings are found in the larger units. Also, the statements above have indicated that the larger units should be so organized that democratic principles of self-government will be retained in these larger proposed school units.

7 Small Schools, 17th Yearbook of N.E.A., 1939.

8 Mort, P. R., State and Local Support and Control of Public Education. P. 184.

9 Yeager, N.E.A. Report, 1935. P.186.



Holley says, "The proposed plan for enlarging the administrative units will reduce the variations in educational opportunities. More than 50 per cent of the present administrative units are so small that it is impossible within the limits of reasonable per pupil costs to offer a broad educational program which meets the needs, interests, and aptitudes of the pupils. The proposed plan for the reorganization of administrative units would increase the size of the units so that such a program could be provided at the same or less cost.

The administrative units which have been proposed will be large enough to make possible the employment and retention of well trained teachers. The significance of this factor cannot be over estimated. Any program for the effective improvement of the schools must be continuous. The small schools now are try-out centers for inexperienced and newly trained teachers. The more successful of these teachers drift into the larger schools. This condition will persist until these small units are merged into satisfactory and economical school units."<sup>10</sup>

Brooking's Report, "The percentage of children enrolled in the first three grades is higher in the one-teacher schools than in the larger schools. In the one-teacher schools there is 27.0% of the total enrollment in the first grade, and 17.8% in the ten or more teacher schools. In the first, second and third grades combined the percentage is 47.3% in the one-teacher schools and 34.7% in the larger schools. Assuming equal ability on the part of the pupils, it may be questioned whether the one-room school is able to provide adequate opportunities to make normal progress for children in the lower grades.

The average daily attendance in proportion to the enrollment is higher in the ten or more teacher schools than in the One-teacher schools. The percentage that the average daily attendance was of the enrollment in the ten or more teacher schools was 72.2% while it was 64.1% in the one-teacher schools. This situation prevails generally over the state.

A significantly higher percentage of the pupils are in the grade in which they normally belong on the basis of chronological age in the ten or more teacher schools than in the one-teacher schools. In the ten or more teacher schools 51.4% and in the one-teacher schools 18.1% are "at age" pupils."<sup>11</sup>

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<sup>10</sup> Holley, Study of Local School Units in Oklahoma. P. 318.

<sup>11</sup> Brooking's Report, County Reports on Study of Local School Units, 1937, P. 3.

Brooking's Report. "The average college preparation of elementary teachers is 2.5 years and of high school teachers 4.1 years. None of the high school teachers have less than a standard degree and 77 elementary school teachers have less than the equivalent of Junior college graduation.

-----The elementary teachers have taught an average of 7.4 years and high schools teachers 11.5 years. About three-tenths of the teachers have taught less than five years, approximately one-eighth of them less than three years, and one out of 12 are beginners.

-----The average annual salary of teachers in the ten-teacher schools is 1.3% lower than those in the one-teacher schools.

-----About three-fourths, or 76.2% of the children live in districts whose wealth is less than \$1,200 per child and all, or 100.0% live in districts that possess wealth of less than \$3,000 per child.

-----State appropriations contributed 24.8% during 1930-1931, 38.4% during 1934-35, and 50.0% during 1935-36 of the total funds for current operation of the schools of McIntosh County. State appropriations maintained the schools 41.0 days in 1930-31, 63.9 days in 1934-35, and 87.0 days in 1935-1936.

-----The ratio of the number of children in average daily attendance to the number of teachers varies from 14.0 to 41.0 in the elementary schools and from 9.7 to 26.8 in the high schools. The county average is 27.5 for the elementary schools and 15.1 for the high schools--

-----The number of children of school age per square mile in the dependent districts varies from 3.1 to 22.9  
The county average of all districts is 11.0 children per square mile.

-----The ratio of the number of children in average daily attendance to the number of teachers varies from 14.0 to 41.0

-----The assessed valuation per census child ranges from \$172 to \$1,674. The income from the maximum tax rate in the first district would be \$2.34 and in the second \$22.82. The average wealth per child for the county is \$807 which would yield \$11.00 per child on the maximum levy.

-----About three-fourths, or 76.2% of the children live in districts whose wealth is less than \$1,200 per child and all, or 100.0% live in districts that possess wealth of less than \$3,000 per child. <sup>12</sup>

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12 Brooking's Report, 1937. PP. 3-8.

The material in this chapter is given with the expectation that it will help the reader interpret the data given in the other chapters of this problem. Many excerpts or paragraphs of what various research workers in similar fields have found. The thoughts quoted are about what would be found if you were to read all the discussions made by them.

Briggs, Briscoe, Almaack, Dawson, and Holley were quoted in detail, all seem to approve the reorganization as proposed here. They have been selected without prejudice for quotations are taken both supporting and opposing some phases of local school unit reorganization. It is hoped that this material may be of some benefit to the reader in interpreting the material found in the other chapters of this thesis.



## CHAPTER V

## THE PROPOSED PLAN

The purpose of this chapter is to show specifically how the school may be reorganized or changed from the present small units to larger ones. The forty-four units which the McIntosh County has now will be changed to nine large units comprised of one to eight units as the map shows, are in operation now. There will be a map showing the entire county after the nine units are organized; also two small maps showing how a district is composed of several small units and then a map showing how it will be when organized. Also an explanation of how the local boards will be elected - What their duties are - What the duties of the superintendent are to be - and how a super-county control will be formed and what their duties are. Also how the units for finance will erase the tax pockets and how this will provide a better financial unit than the local districts have at the present time. In brief this chapter will provide a skeleton for the proposed plan of reorganization of McIntosh County and with some modifications could be applied in all other counties of Oklahoma.

The proposed plan is based upon one not new, for a similar plan is in use in a few states. Nor is it new in Oklahoma. Yet it has never been tried here; however, the fifteenth session of the Oklahoma Legislature did pass House Bill 453 which was defeated in the senate. It was a county sub-unit plan.

The plan is similar to it but with some modifications. It is that McIntosh county be divided into districts according to the Transportation areas now designated in every county in Oklahoma.

All information regarding the boundaries of such districts may be obtained from the Transportation Department of the State Superintendent's Office at Oklahoma City.

This map below shows how this may be done in McIntosh County. Also on page 290 of the recent Survey of Holley shows a similar map for Bryan County.

This map for McIntosh County shows nine white transporting units which includes all of the county except four small negro districts in the northeast corner of the county; however, they too, i.e., the high school pupils in connection with the other separate negro units, are united into a transportation area with its high school center located at Checotah.

The plan is to have erased all school district lines within each designated transporting unit, i.e.

Make it one unit for administration and finance. Elect one five member board. Have only one administrative head of each transporting unit instead of four to six heads under the present plan or local district heads. However, the elementary grade school will remain as they are now until the majority of voters in the original district authorize by an election, called by the county superintendent of schools, their willingness to unite with the transporting central district. The newly formed district will be one tax unit for enrichment instead of four to six tax units as now exists. When all are so organized in a county and throughout the state there will be a state made tax unit for ad valorem purposes. This will eliminate all tax pockets and will provide the much needed revenue to operate our schools, thereby giving



THE PROPOSED DISTRICTS

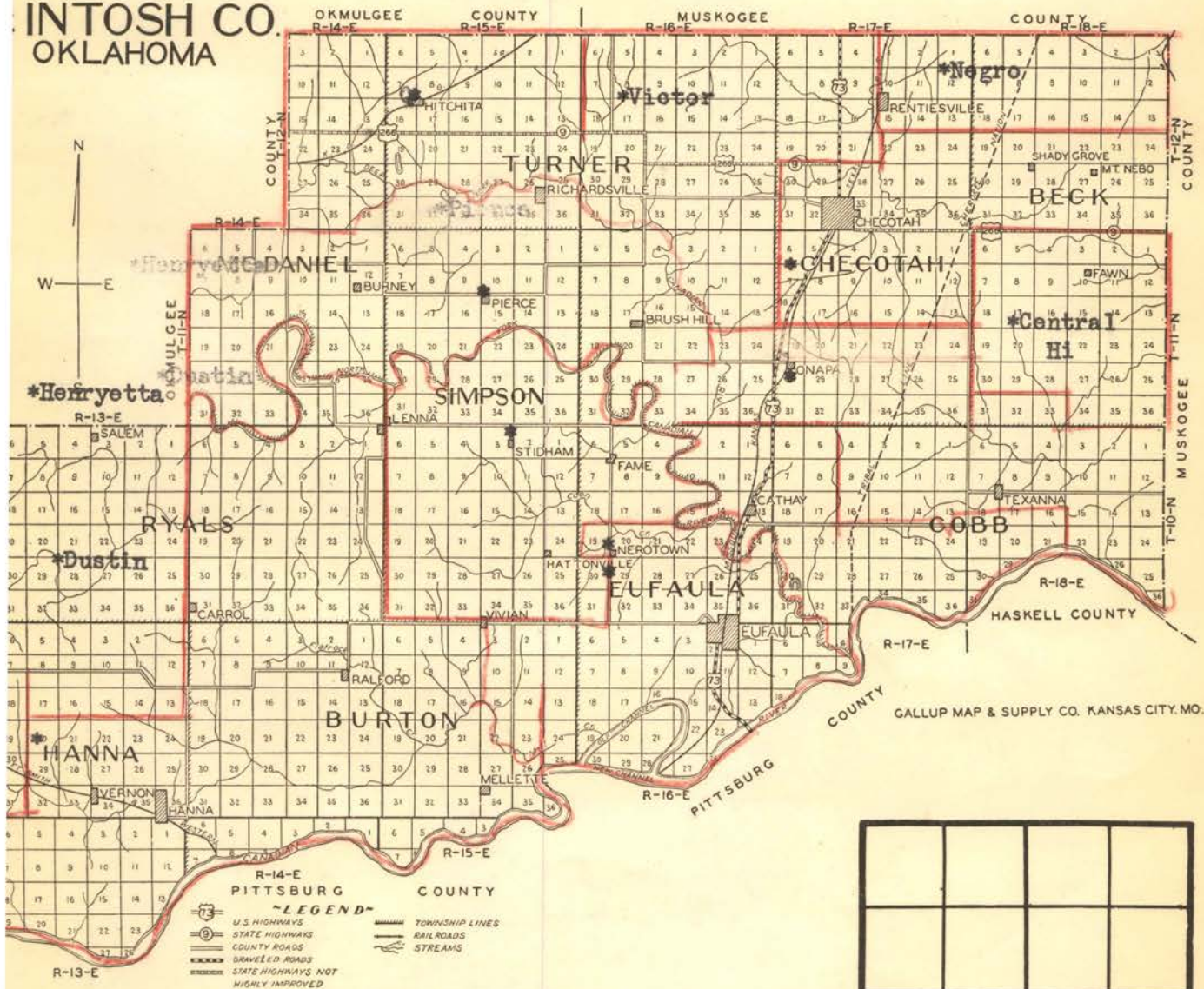
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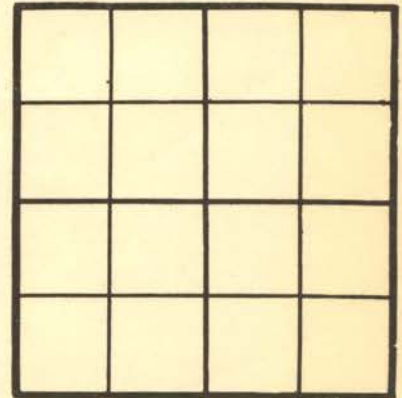
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\*High School students not included within the red lines are transferred to Dustin and to Henryetta.

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us a more efficient administration of the schools. A further part of this reorganization plan is to have a super-board of three school commissioners for the entire county who are to serve three years with one elected each year. The commissioner districts are to be laid out with respect to population, roads, topography, etc., but must overlap those of the county in at least fifty percent of its area. The election of the school commissioners will be held on the date of the annual common school meeting. The duties of the board are to be legislative and administrative with the county superintendent of schools as ex-officio member.

This has all been explained in order that we may get to and solve the greatest inefficiency in our present system in Oklahoma, i.e., the administration of the local units for as stated before, the one and two teacher type of schools are very poorly supervised and are very inefficient. All surveys and tests prove this, so if this plan re-organized the greatest deterrent force to our progress will be erased.

Mr. Holley says, "One of our most practical answers to this question is the enlargement of the attendance areas and administrative units." 15

He also says, "Any plan for the improvement of financial support of the schools should encourage the formation of larger units of administration." 16

It is self evident that this plan which makes the superintendent of each unit an administrative head will provide a better type of

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15 Holley, Survey of Local School Units of Oklahoma. 1937, P.361.

16 Holley, Op. Cit. P. 361.

administration and better supervision.

These statements are verified through the recent book, "Survey of Local School Units of Oklahoma in 1937."<sup>17</sup>

This plan is not new. It has been tried. It has proved successful. Alexander Pope said, "Be not the first by whom the new are tried, nor yet the last to lay the old aside."

It has been my purpose to attack this problem by erasing the root of the evil---the small local units---Therefore, if we adopt this recommendation then administration may be improved.

In addition to the explanation given above a further analysis of how this plan will help the financial structure of the school units should be given.

The newly formed school district shall, as shown above, be one unit. This means the people of the newly formed larger units may vote at the annual school meeting four mills to be used to enlarge their school programs above that of the minimum set by the State Board of Education. Most experts in school affairs say that there should be some freedom for each community to expand as it is stimulated by local initiative. Unless this is done the people will not progress for individuality or self assertion make progress.

The remaining eleven mills will be a mandatory levy for all of the schools. It will not be levied on each district but on the entire county. This will erase many tax pockets because the rich district, and the poor districts will share alike. If this is done throughout

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<sup>17</sup> Holley, Survey of Local School Units of Oklahoma, 1937, P.361.

The state is will increase the revenue for the schools of Clatsop about seven million dollars.<sup>18</sup> It will not increase the amount to any considerable extent in McIntosh County; however, the data given in Chapter III shows that it will equalize the tax burden to some extent.

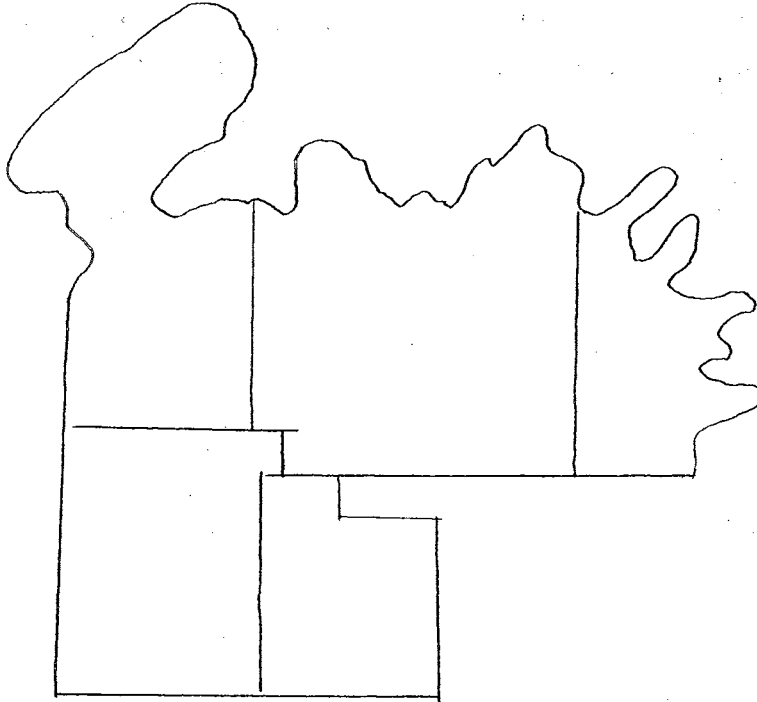
This chapter has shown how the schools are to be reorganized into larger units. The map show how the forty-four districts are united into nine larger units. Seven of these operate at the present time a fully accredited four year high school. The other two, designated as sub-sub units will continue to furnish only work for the elementary grades.

Previous chapters and the remaining chapter show how this plan will improve the finance and the administration of the schools without destroying the democratic self control of them.

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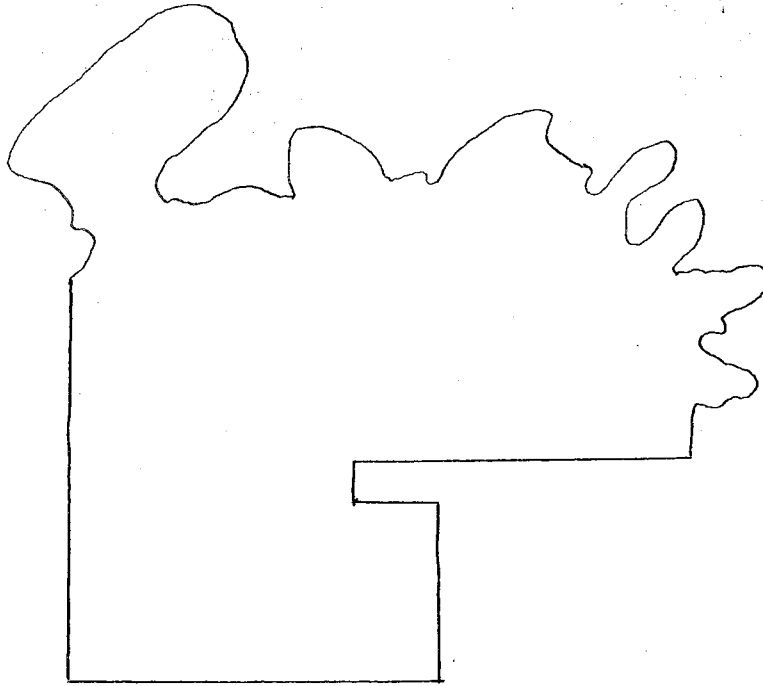
<sup>18</sup> Dean Raymond Thomas, *Class in School Finance*, 1939.



**District C Before Reorganization**

A map showing the small districts to be united into one larger unit.

Districts #39, 37, 6, 36, and Consolidated #3. All of these and district #35, a negro district, which has white students residing within it transfer the high school students to Consolidated #3.

**District C After Reorganization**

A map showing District C after the larger unit is formed. All lines are erased leaving only the outside lines of the newly formed District C.

## CHAPTER VI

## SUMMARY AND RECOMMENDATIONS

The discussions in the previous chapters have pointed to three conclusions. They are (1) the financing of the schools in McIntosh County can be improved by reorganizing the local school units into larger units, (2) that this reorganization will improve the administration proportionately to the improvement of the finance, (3) these changes to larger units may be done without destroying local control of the school by the people in the various school districts.

A general discussion of finance was given in Chapter II; notations and excerpts were given in Chapter IV. These were taken from noted research writers who had made special investigations in this field. Practically all of these writers stressed the fact that the larger units were better for the financial support of the schools. The data given in Chapter III materially support this point of view. An example can be cited in District B, where Eufaula is the high school center. Here the figures show that five of the small grade units have nearly as great a per capita cost as Independent I, Eufaula. When the transportation, the higher cost of operating a high school and the higher salaried teachers there is considered then the facts are startling. They show that the small school cost much more per capita than the larger schools. This same fact is true in District C, District D, District E, District F, and in District H. In fact the small schools cost more in all cases except in District A. Here, Hanna has a small grade school, but transports practically all of her high school pupils,



so of necessity the cost will be high; however, if it were organized on the proposed plan, it too, would show a per capita cost as indicated by the other districts.

This part of the hypothesis has been proved beyond a reasonable doubt. Then if this thesis does not prove the other two contentions, it seems reasonable that the districts of McIntosh County should be re-organized because of this fact alone.

Finance is our schools second problem in importance. It is possible to solve it--other plans may be offered, but some effective plan should be accepted.

The second phase of this problem also has much supporting evidence, throughout the discussion, as Fretwell said, "Schools are organized that they may be administered and administered that they may be taught." So did Dawson, Holley and others support this point of view.

Brookings Report of McIntosh County showed that better qualified teachers were employed in the larger school units. It also shows that the attendance and promotion are greater in the larger units. If the attendance, the promotion and in general the advancement of the pupils is better in the larger units then there must be better administration which gives better teaching. The data has shown that this is the case in McIntosh County without costing any more per child than it does in poorly taught small one and two teacher type of schools. This fact alone should convince the opposition that the schools should be re-organized.

A further study could be made in other counties. Some have been made which concur in this point of view that the larger units cost

less per child and are much better administered.

The third phase of this problem is the one which has caused most of the direct criticism. Nearly all of the opposition say that in the reorganization plan which has been offered in the past, the local control would be eliminated. The county unity and other plans have to some degree justified this criticism; however, the plan offered in this thesis does not destroy any local control. Summarizing what was proposed previously in this problem, it is well to state that the people in the newly organized unit elect the five members of the school board. Then they select the superintendent of the schools in the unit. Also, it provides that the small school is to be retained until the people themselves, who live in each respective small unit, express through an election their wish to dissolve.

Another phase in this district plan is that schools should be organized around areas of community interests. This has been done in each of the nine proposed units for at this time the high school pupils attend there. All units are not changed from those laid out by the transportation department except in district 43 and 46 where it seems feasible to include them in consolidated #1, for it is much nearer and more convenient for them to attend here than go to Okmulgee county schools.

Then it seems that all three of the points in the hypothesis have been proved to the extent that a reasonable conclusion has been reached. This conclusion has been supported by authentic data to the extent that

the previous set-up in Chapter I has been decided favorably for the reorganization of the Local School Units. This plan can be made workable with such minor modifications as would arise in any change of a well established system.

Therefore, it is the desire of the author that the people of McIntosh County give this plan a careful consideration after which an honest attempt be made to put it into operation.



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