

EDUCATIONAL AND FINANCIAL INEQUALITIES
IN THE
SCHOOLS OF CUSTER COUNTY, OKLAHOMA

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EDUCATIONAL AND FINANCIAL INEQUALITIES
IN THE
PUBLIC SCHOOLS OF CUSTER COUNTY, OKLAHOMA

By

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Orville J. Prier

CHAPTER I

INTRODUCTION

America today is faced with numerous problems. Potential reformers are offering a multitude of theories concerning every phase of our economic and social order. Since ours is a day of reform, it must of necessity be a day of experiment, and, no doubt, much money and time will be wasted in trying utopian ideas. Many of these theories have been inaugurated in recent years and time alone can prove their value. However, according to one of the world's greatest economists, there is at least one institution in which investments may be safely made and dividends logically expected.

"Even today the safest and most profitable investment is in education. Whatever social or political system may be tried in the future, children will always be the greatest asset. Stocks, bonds, bank accounts, insurance policies and real estate holdings may easily pass out of existence. Our children, however, will always be ours."¹

The above quotation by Roger Babson is a direct challenge to ~~America~~ America to adequately educate her youth. The desire of the youth to be educated is greater today than ever before. This statement is substantiated by the fact that the steady increase in enrollment in our public schools has greatly exceeded the proportional increase in population. Not only is our enrollment larger but

1. Roger Babson- American School Board Journal, Vol. LXXXVIII, March 1934, p 11.

pupils are remaining in school for longer periods of time, thereby greatly increasing the enrollment in our secondary schools where the cost is greater.²

Many national, state and local surveys have been made relative to school financing the past few years. The Research Department of the National Education Association has been greatly interested in public school finance in the past few years.³ Its surveys have been instrumental in solving many of our educational problems and in securing much needed legislation. If the financial difficulties of the school systems are to be solved, we must furnish scientific information showing the various needs.

The problem the writer has undertaken is a general survey of the financial status of the public schools of Custer County, Oklahoma. The schools of Custer County are typical Oklahoma schools. The type and size of the schools included in this survey range from a one teacher rural school with an average daily attendance of six children to one of the larger schools of the state with 1439 in average daily attendance. For comparable purposes the schools have been grouped into two classes. The rural schools constitute one class, the consolidated, town and city districts comprise another group.

The problem is limited to a financial study of the public schools

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2. Fifteenth Biennial Report of the State Superintendent of Public Instruction, Oklahoma City, Oklahoma.
 3. National Educational Journal, October 1934, p 167.

of Custer County and their organization as they existed in the school year 1937-38. All schools including the four joint districts under the supervision of Custer County are listed since it was the desire of the writer to study all the public schools of the county.

One purpose of making this study is to increase the writer's knowledge of public school finance. It is also done with the hope that the findings may be of some benefit in the future research and reorganization. It is only through the use of scientific information that a substantial progress is made in any field of endeavor. If a similar study were made in every county in the state, definite conclusions could be drawn concerning the financial status of the public schools of Oklahoma.

The primary data for this survey were secured from the official records of the County Superintendent, County Clerk and the County Treasurer of Custer County at Arapaho, Oklahoma, and the offices of the State Superintendent of Public Instruction at Oklahoma City. The secondary data were secured from books on public school finance and periodicals pertaining to this subject. In as much as the primary data were taken from the official records and since the study covers the entire county, it appears that the data are the most adequate and reliable available. Since the writer has had eight years of practical experience in the Custer County Superintendent's office at Arapaho, 1931-39, it is possible to present a true picture of the schools of Custer County as they existed in the year 1937-38.

Adding machines and calculators were used in computations to reduce errors to the minimum. Transfers of data from tabulation sheets was made and checked with the utmost care. Special attention was given to the ability and effort of the various districts to support their schools.

CHAPTER II

FINANCING PUBLIC SCHOOLS

Public education has long been recognized as a fundamental principle of American democracy. The path of its progress has not always been smooth, for ideals are never attained without struggle. Universal education has always had its conscientious objectors. In the beginning some contended that education was advisable for only the select few, and not until comparatively modern times have the barriers of class, sex and race been removed. After long experience, we have come finally to believe, in the main, that the progress and security of our nation depend upon the enlightenment of all the ¹ people.

The problem that immediately arose in the early days of public education and which has persistently remained was to discover and ² execute an adequate system of finance. This is a major barrier which we face today. Among the states, counties, and districts there are serious inequalities that threaten the adequate maintenance of public education in our land.

John K. Norton, Chairman of the Joint Commission on the Emergency in Education, gives the following information relative to inequalities between the states to support education.

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1. J.W. Studebaker- Educational Policies Commission N.E.A. Washington D.C. p 116.
 2. Elwood P. Cubberly, Public Education in the United States, pp 17-18.

"Education up to the present time has been almost wholly supported through general property tax. The resources available for the support of education have been limited by the boundaries of the various states. This situation has constituted rotten timber in two respects. First, it has made education depend upon a tax, which even in normal times has little relationship to ability to pay taxes. Second, it has limited educational support to the amount of property which happens to be located within the boundaries of a particular state. The amount of property back of each child to be educated varies enormously between the states. Some states have more than \$30,000 of wealth per child aged 3-13. Other states have less than \$6,000 wealth behind each child!"³

It is pointed out in the Journal of the National Education Association, February, 1934, that the annual income per child in the wealthiest state was \$321.03 more than the total capital wealth per child in the poorest state.

In regard to the necessity for equalizing educational opportunity among the states, A.R. Newsome makes the following comment.

"Today one person in every three in the United States resides in a state other than the one in which he was born. A poorly educated child in Mississippi may become a public charge in North Carolina, commit a crime in Kansas, be an inefficient workman in California, or help elect a poor judge or senator in Massachusetts. Criminals, illiterates, beggars, unemployed and social undesireables are among the most mobile elements of our mobile population. They know no state lines. Some state must pay the price of ignorance in any state. In the interest of the general welfare, educational opportunities should be more nearly equalized throughout the nation."⁴

While there are great inequalities existing among our states in ability to support education, the variations among the counties in the several states and the districts within the various counties are even greater.

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3. J.K. Norton, Why Education Is In Trouble "Finance" Oklahoma Teacher, Vol. XVI, 1934, p 14.
 4. A.R. Newsome, An Argument for Federal Support, Oklahoma Teacher, Vol. XVII, October 1935, p 12.

Dr. J.H. Hodge, in his Doctor's Dissertation discovered that in Oklahoma the assessed valuation per pupil in average daily attendance ranged from \$15,051 in Alfalfa County to \$1,582 in Delaware County. So far as wealth in the county is concerned, compared with the number of children to educate, the people in Alfalfa County are approximately ten times as able to educate their children as are the people of Delaware County.

John Vaughan, State Superintendent of Public Instruction, makes the following comment relative to the duty of the state to support education.

"The state must assume responsibility for financing the minimum educational program carried on within its borders, not only to equalize the tax burden, but also to insure the state's obligation to all the children, their right of heritage--equal educational opportunity. The state at present provides, in theory, for equality of educational opportunity but withholds the requisite for making the statutory ideal a reality, namely, adequate fiscal support."⁶

Studies have been made of several counties of the state, and in every instance great inequalities are disclosed. It appears that the smaller the unit the more glaring are the inequalities. Throughout the state and nation there are marked trends to enlarge the school units as a remedy for these inequalities.

House Bill 212, passed by the 1935 legislature, appropriated \$8,200,000 plus the amount derived from the Beverage Tax, from the General Revenue Fund of the State for the support of the common schools. The total amount was divided into two parts known as Primary Aid and Secondary Aid. It is commonly held that the 15th legislature made a forward step in eliminating much of the financial and educational
7
inequalities.

Secondary Aid was used as an equalization fund. The state set up a minimum program to aid all schools. School districts which did not have sufficient funds to maintain the minimum program received Secondary Aid, provided they met the requirements set up by the State Board of Education.⁸ School finances were much improved as a result of House Bill 212 passed by the 1935 legislature.

Some important measures were passed by the last legislature concerning public school finance. House Bill 6, passed by the legislature in 1937, appropriated \$12,800,000 plus the amount derived from the Beverage Tax, from the General Revenue Fund of the state for each of the fiscal years in the support and maintenance of the public schools of Oklahoma. Each fiscal year the above appropriation was divided among three funds, namely, Primary Aid, Secondary Aid and Homestead Exemption. They are:

Primary Aid-----	\$ 5,200,000
Secondary Aid-----	\$ 5,800,000
Homestead Exemption-----	\$ 1,800,000 ⁹
Total-----	\$12,800,000

Primary Aid was apportioned to all districts that had 15 or more in average daily attendance the past year. The amount of Primary Aid a district received depended upon the number of

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5. Dr. J.H. Hodge, Equalization of State Support of Education in Oklahoma, pp 104-107
 6. Fifteenth Biennial Report of State Superintendent of Public Instruction of Oklahoma, 1934, p 9.
 7. John Vaughan, Finance Circular No. 3, May 1935, p 1.
 8. Ibid
 9. House Bill 6, School Finance Law Bulletin 145, 1937.

needed teachers, which was determined according to the average daily attendance; teacher qualifications; a levy of not less than 8 mills on the lawfully assessed valuation and at lease an 8 months term voted.

Secondary Aid was apportioned to all school districts which did not have sufficient funds to maintain a state minimum program. The requirements for each district are as follows:

1. Minimum of 8 months term.
2. A 10 mill advalorem tax levy.
3. Average daily attendance minimum of 15 pupils per teacher in small schools with 32 pupils per teacher in larger schools.
4. Does not have sufficient income to support the state minimum program.

All school districts are entitled to sufficient funds to replace their General Fund losses due to homestead exemption. The amount to be apportioned to any school district shall be calculated by multiplying the loss in assessed valuation by reason of homestead exemption for the current year by the advalorem tax levy for the General Fund actually made against the lawfully assessed valuation of the district during the preceding school year.

The problem in this study is to find out the educational and financial inequalities in the schools of Custer County and how these inequalities may be reduced.

10. Apportionments of State and District Funds, County Superintendents Office, Arapaho, Oklahoma.

Immediately prior to the enactment of House Bill 212 a large majority of the schools of the state were without funds with which to finance even a reasonably adequate school program. Practically all schools had to depend upon the generosity of the legislature¹¹ to provide funds to supplement local finances of the districts. Custer County schools were no exception. Only a few schools knew at the beginning of the year how many months they would be permitted to operate.

Many contend that House Bill 6 is a marked improvement over House Bill 212 in as much as the local school district is required to make a General Fund levy of 8 mills and 10 mills to qualify for Primary Aid and Secondary Aid respectively.

Table 1 shows the apportionments of Primary Aid, Secondary Aid, and Homestead Exemption granted each school district in Custer County for the fiscal school year 1937-38. The various budgets would have been lower by the amounts shown therein, in most cases, had it not been for House Bill 6.

Advancement was made with House Bill 212 passed by the Oklahoma State Legislature in 1935. Other inequalities were eliminated by House Bill 6 passed by the sixteenth legislature in 1937. All schools were permitted to have nine months of school during the school year 1937-38, however, some districts did not vote the required levy and length of term.¹² While progress has been made the past three years, there are educational and financial inequalities that still exist.

11. A.L. Crable, Plan to Finance Schools in Oklahoma (circular) 1937, p 1.

12. Ibid, p 2.

TABLE 1

PRIMARY AID, SECONDARY AID, AND HOMESTEAD EXEMPTION REPLACEMENT FUNDS
PAID BY THE STATE OF OKLAHOMA TO THE SCHOOL DISTRICTS OF CUSTER COUNTY
DURING THE SCHOOL YEAR 1937-38

Dist. No.	Primary Aid	Secondary Aid	Homestead Exemption Repla. Fund	Total
IC-1	\$3066.99	\$ None	\$1074.00	\$ 4140.99
C-3	3424.38	7248.00	590.00	11262.38
C-4	919.40	None	770.00	1689.40
IC-5	3622.98	6027.00	992.00	10641.98
IC-6	4655.50	4285.00	1365.00	10305.50
C-41	2050.15	4910.00	419.00	7379.15
Jt.1	None	None	85.00	85.00
Jt.2	None	None	None	None
3	None	None	24.00	24.00
4	None	None	14.90	14.00
9	None	None	66.00	66.00
10	516.45	652.00	80.00	1248.45
11	266.05	None	29.00	295.05
12	241.70	None	54.00	295.70
13	None	None	None	None
15	350.40	None	None	250.40
17	594.70	743.00	72.00	1409.70
18	281.70	3.00	4.00	288.70
19	161.70	None	21.00	182.70
21	None	None	28.00	28.00
24	176.05	None	140.00	216.05
I-26	7687.28	9007.00	2285.00	18979.28
27	None	None	55.00	55.00
29	250.40	None	102.00	352.40
32	219.10	None	134.00	353.10
33	266.05	None	107.00	373.05
34	None	None	36.00	36.00
35	266.05	228.00	60.00	554.05
37	313.00	36.00	62.00	411.00
38	None	None	46.00	46.00
39	266.05	173.00	46.00	485.05
42	None	None	46.00	45.00
43	266.05	None	17.00	243.05
44	516.45	1.00	33.00	550.45
45	266.05	None	37.00	303.05
I-46	3104.96	6137.00	623.00	9864.96
47	None	None	None	None
48	None	None	19.00	19.00

(continued on next page)

TABLE 1 (Continued)

Dist. No.	Primary Aid	Secondary Aid	Homestead Exemption Repla. Fund	Total
51	\$ None	\$ None	\$ 45.00	\$ 45.00
52	594.70	None	123.00	717.70
53	None	None	None	None
54	None	None	35.00	35.00
Jt. 55	250.40	None	186.00	436.40
57	None	None	118.00	118.00
58	None	None	None	None
59	None	None	58.00	58.00
61	281.70	219.00	37.00	537.70
63	532.10	80.00	125.00	737.10
64	250.40	None	50.00	300.40
65	219.10	None	43.00	262.10
66	260.00	None	57.00	317.00
Jt. 67	None	None	33.00	33.00
71	None	None	20.00	20.00
72	None	None	None	None
76	None	None	47.00	47.00
77	None	None	127.00	127.00
78	266.05	139.00	42.00	447.05
79	313.00	None	104.00	417.00
80	250.40	45.00	85.00	380.40
81	327.45	None	20.00	347.45
82	None	None	115.00	115.00
83	281.70	None	42.00	323.70
84	532.10	102.00	123.00	557.10
86	None	None	83.00	83.00
89	None	None	35.00	35.00
95	None	None	17.00	17.00
I-99	15413.69	11038.00	3799.00	30250.69
100	219.10	135.00	61.00	415.10
TOTALS	53601.48	51208.00	15164.00	119973.48

Table 1 shows the apportionments of Primary Aid, Secondary Aid and Homestead Exemption granted each school district in Custer County for the fiscal year 1937-38. This grant was made possible by House Bill 6 passed by the 16th legislature.

TABLE 1A

TAX LEVIES IN THE SCHOOLS OF CUSTER COUNTY IN 1937-38

Dist. No.	General Fund Levy	Sinking Fund Levy	Total Levy
IC-1	11.916	None	11.916
C-3	12.73	6.348	19.078
C-4	12.48	6.275	18.755
IC-5	12.601	4.613	17.214
IC-6	11	5.668	16.668
C-41	10	6.153	16.153
Jt.1	7.651	None	7.651
Jt.2	4.576	None	4.576
3	6.499	None	6.499
4	None	None	None
9	5.6	None	5.6
10	8.85	None	8.85
11	8.61	1.432	10.042
12	9.73	None	9.73
13	4.455	None	4.455
15	9.238	None	9.238
17	8.813	None	8.813
18	9.502	None	9.502
19	9.447	None	9.447
21	3.0445	None	3.0445
24	10.442	None	10.442
I-26	12.38	6.624	19.004
27	5.385	None	5.385
29	10.556	None	10.556
32	9.875	None	9.875
33	9.441	None	9.441
34	5.494	None	5.494
35	9.169	None	9.169
37	9.21	None	9.21
38	6.86	None	6.86
39	8.956	None	8.956
42	4.557	None	4.557
43	8.833	None	8.833
44	9.349	None	9.349
45	8.064	None	8.064
I-46	12.5	5.37	17.87
47	None	None	None
48	9.596	None	9.596

(continued on next page)

TABLE 1A (Continued)

Dist. No.	General Fund Levy	Sinking Fund Levy	Total Levy
51	12.682	None	12.682
52	9.092	8.103	17.195
53	4.533	None	4.533
54	9.073	None	9.073
Jt.55	9.454	None	9.454
57	9.762	None	9.762
58	9.148	None	9.148
59	10.777	None	10.777
61	9.054	None	9.054
63	9.307	1.875	11.182
64	8	None	8
65	8.12	None	8.12
66	9.078	2.053	11.131
Jt.67	10.063	None	10.063
71	7.09	5.101	12.191
72	.67	None	.67
76	6.548	None	6.548
77	4.322	None	4.332
78	9.189	3.716	12.905
79	10.484	None	10.484
80	8.829	None	8.829
81	8	None	8
82	10.898	None	10.898
83	7.919	None	7.919
84	9.462	None	9.462
86	.877	None	.877
89	12.735	None	12.735
95	9.13	None	9.13
I-99	12.409	3.959	16.368
100	9.032	None	9.032

Table 1A is a statement of the tax levies for school purposes in the year 1937-38. The General Fund levy is the millage necessary to pay the current operating expenses of the school and the Sinking Fund levy is for the payment of bonded indebtedness.

CHAPTER III

CURRENT ORGANIZATION AND FINANCES
OF THE
SCHOOLS IN CUSTER COUNTY
1937-38

Custer County is located in the west central part of Oklahoma. In the 59 rural districts of the county there are 36 one teacher schools, 12 two teacher schools, and 11 small schools are transferred to adjacent larger schools. In addition to the 59 small rural schools of the county there are 9 large districts which maintain instruction for grades one to twelve, inclusive.

Custer County is in the border line between the large wheat and cotton farming sections and divides its area about equally between the two crops. The wealth index is slightly above the state average, while per capita cost for education is below state average. In ability to support education compared with the 77 counties in the State of Oklahoma, Custer¹ County ranks 25th.

Custer County school districts were originally organized with an approximate area of 9 square miles for each or four schools for each township. There have been 100 school districts² organized in the county. The total area of the county is 1,008 square miles, making approximately an average of 9.8 square miles for each district. However, the number of districts has been reduced to 57 which held school in 1937-38.

1. Oklahoma Almanac, 1930 p. 142.

2. Records in County Superintendent's office, Arapaho, Oklahoma.

Mab 7



Practically all consolidations of districts and transferred schools have taken place the past twenty years, according to records found in the County Superintendent's office at Arapaho, Oklahoma.

COMPARISON OF LOCAL AND STATE EXPENDITURES, 1937-38

Table 2 reveals the amount of money apportioned to each school district in Custer County, Oklahoma from the State School Land Commission, State Beverage Tax, and the State Income Tax during the fiscal school year of 1937-38. The income tax comes from the delinquent tax of the 1933 law. Present income tax is not apportioned to schools. Since the above taxes were used in the General Fund, it becomes necessary to add the total in table 2 of \$28,348.19 to the total in table 1 of \$119,973.48 to arrive at the grand total apportioned by the state. This makes a total of \$148,321.67 paid by the state during the school year of 1937-38.

Custer County School General Fund was \$167,881.12 as can be seen from 6. The miscellaneous apportionments in table 2 must be subtracted from \$167,881.12 to arrive at the true General Fund which is \$139,532.93. The comparison of state money as to the local school district money in Custer County in 1937-38 may be stated thus:

Total State Apportionments-----	\$148,321.67
Total Local District Apportionments--	<u>\$139,532.93</u>
Grand Total-----	\$287,854.60

TABLE 2

STATE MONEY (INCLUDING STATE SCHOOL LAND APPORTIONMENT, BEVERAGE TAX AND INCOME TAX) WHICH IS ESTIMATED IN THE SCHOOL BUDGET AS MISCELLANEOUS REVENUE THUS REDUCING LOCAL SCHOOL DISTRICT TAXATION

Dist.No.	State Apportionment	Beverage Tax	Income Tax	Total Misc.
IC-1	\$ 565.11	\$ 505.31	\$ 352.97	\$1,423.39
C-3	392.84	351.26	245.37	989.47
C-4	273.70	244.73	170.95	689.38
IC-5	639.17	571.53	399.22	1,609.92
IC-6	825.93	738.53	515.87	2,080.33
C-41	255.99	228.80	159.89	644.68
Jt.1	24.15	21.60	15.08	60.83
Jt.2	35.42	31.68	22.12	89.22
3	80.50	71.99	50.28	202.77
4	33.81	30.24	21.12	85.17
9	28.98	25.92	18.10	73.00
10	77.28	69.10	48.27	194.65
11	66.01	59.02	41.23	166.26
12	56.35	50.39	35.20	141.94
13	80.50	71.99	50.28	202.77
15	27.37	24.48	17.10	68.95
17	119.14	106.54	74.41	300.09
18	45.08	40.29	28.16	113.53
19	35.42	31.68	22.12	89.22
21	46.54	41.74	29.16	117.44
24	74.06	66.22	46.26	186.54
I-26	1,209.16	1,081.16	755.21	3,045.53
27	88.55	79.17	55.31	223.03
29	78.89	70.53	49.27	198.69
32	70.40	63.34	44.25	177.99
33	32.20	28.79	20.11	81.10
34	40.25	36.00	25.14	101.39
35	38.64	34.55	24.13	97.32
37	67.62	60.46	42.24	170.32
38	20.93	18.71	13.07	52.71
39	56.35	50.38	35.20	141.93
42	54.74	48.93	34.19	137.86
43	64.40	57.58	40.22	162.20
44	85.33	76.29	53.30	214.92
45	61.18	54.70	38.21	154.09
I-46	454.02	406.06	383.58	1,243.66
47	43.47	38.86	27.15	109.48
48	37.03	33.11	23.13	93.27

(continued on next page)

TABLE 2 (Continued)

Dist. No.	State Apportionment	Beverage Tax	Income Tax	Total Misc.
51	\$ 41.86	\$ 37.42	\$ 26.15	\$ 105.43
52	148.12	132.44	92.52	373.08
53	93.38	83.50	58.32	235.20
54	37.03	33.11	23.13	93.27
Jt.55	40.25	36.00	25.14	101.39
57	41.86	37.43	26.15	105.44
58	14.49	12.96	9.05	36.50
59	24.15	21.58	15.08	60.81
61	46.69	41.75	29.16	117.60
63	101.43	90.69	63.35	255.47
64	62.79	56.14	39.22	158.15
65	90.16	80.62	56.31	227.09
66	61.18	54.71	38.21	154.10
Jt.67	35.42	31.67	22.12	89.21
71	88.55	79.18	55.31	223.04
72	91.77	82.05	57.32	231.14
76	20.93	18.72	13.07	52.72
77	69.23	61.90	43.24	174.37
78	38.64	34.55	24.13	97.32
79	96.60	86.37	60.34	243.31
80	57.74	48.94	34.19	140.87
81	83.72	74.86	52.29	210.87
82	40.25	36.00	25.14	101.39
83	61.18	54.70	38.21	154.09
84	104.65	93.57	65.36	263.58
86	35.42	31.67	22.12	89.21
89	49.91	44.62	31.17	125.70
95	59.57	53.26	37.21	150.04
I-99	3154.53	2820.54	1970.37	7945.44
100	38.64	34.55	24.13	97.32
TOTALS	11,216.65	10,027.16	7,104.38	28,348.19

Table 2 shows the state money which is estimated in the school budget as miscellaneous revenue thus reducing the local school district taxation. This revenue is a part of the General Fund.

In other words that state paid \$8,788.74 more to finance the schools of Custer County in 1937-38 than did the local districts. The allocation by the state of revenues to supplement income from local property taxes is in agreement with the provisions in the Constitution which make education the primary obligation of the state. Since many school districts are obviously unable to maintain, locally, adequate programs of education, and since the children in these poorer districts are entitled to reasonable educational opportunities, it follows that the state must provide financial aid to assist the districts in maintaining at least a justifiable minimum program of educational opportunity.

Leading authorities are agreed that the state should contribute between 50% and 60% of the total cost for public education³ which includes the elementary and the high school grades. The state of Oklahoma has accepted its obligation since 1935. The following tables reveal that the state has met its minimum obligation to the schools of Custer County the past four years.

3. Finance Circular No. 10, State Department of Education, 1936.

TABLE 3

TOTAL NUMBER OF TEACHERS IN EACH SCHOOL DISTRICT IN CUSTER COUNTY
1937-38

Dist No.	No. of Grade Teachers	No. of High School Teachers	Total Number Teachers
IC-1	8	6	14
C-3	7	4	11
C-4	4	3	7
IC-5	8	5	13
IC-6	9	7	16
C-41	4	3	7
Jt.1	2	--	2
Jt.2	1	--	1
3	Transferred		
4	Transferred		
9	Transferred		
10	2	--	2
11	1	--	1
12	1	--	1
13	1	--	1
15	1	--	1
17	2	--	2
18	1	--	1
19	1	--	1
21	Transferred		
24	2	--	2
I-26	14	12	26
27	2	--	2
29	2	--	2
32	1	--	1
33	1	--	1
34	1	--	1
35	1	--	1
37	1	--	1
38	1	--	1
39	1	--	1
42	Transferred	--	1
43	1	--	1
44	2	--	2
45	1	--	1
I-46	7	4	11
47	Transferred		
48	1	--	1

(continued on next page)

TABLE 3 (Continued)

Dist. No.	No. of Grade Teachers	No. of High School Teachers	Total Number Teachers
51	1	--	1
52	2	--	2
53	1	--	1
54	1	--	1
Jt.55	1	--	1
57	1	--	1
58	Transferred		
59	1	--	1
61	1	--	1
63	2	--	2
64	1	--	1
65	1	--	1
66	1	--	1
Jt.67	Transferred		
71	Transferred		
72	1	--	1
76	1	--	1
77	1	--	1
78	1	--	1
79	1	--	1
80	1	--	1
81	1	--	1
82	2	--	2
83	1	--	1
84	2	--	2
86	Transferred		
89	1	--	1
95	Transferred		
1-99	32	17	49
100	1	--	1
TOTALS			
	153	61	214

Table 3 reveals the number of elementary teachers and high school teachers employed in each school district of Custer County for the school year 1937-38. Eleven school districts transferred all of the pupils to nearby large schools.

TABLE 4

ASSESSED VALUATION OF THE SCHOOL DISTRICTS OF CUSTER COUNTY FOR
THE YEAR 1937-38

Dist. No.	Real Estate	Personal Property	Corporate	Total Valuation
IC-1	\$ 718,336	\$ 80,716	\$ 258,235	\$ 1,057,287
C-3	336,704	21,535	159,821	520,060
C-4	581,558	33,690	2,671	617,919
IC-5	491,921	44,780	138,505	675,206
IC-6	448,484	85,696	292,152	826,332
C-41	224,885	13,000	50,937	288,822
Jt.1	60,887	11,350	117,803	190,040
Jt.2	69,015	4,883	48,171	122,069
3	65,160	4,866	16,785	86,811
4	41,240	1,950	17,364	60,554
9	35,810	1,860	31,709	69,379
10	39,590	3,551	3,020	46,161
11	112,580	4,060	15,687	132,327
12	90,120	6,777	23	96,920
13	52,690	6,465	None	59,155
15	55,530	5,910	None	61,440
17	64,073	4,681	180	68,934
18	57,620	4,396	None	62,016
19	50,682	7,052	None	57,734
21	52,116	3,223	67,303	122,642
24	140,120	8,207	317	148,644
1-26	565,261	152,060	238,313	955,634
27	141,754	12,109	680	154,543
29	91,940	6,820	48,216	146,976
32	44,500	5,170	None	49,670
33	35,070	4,495	None	39,565
34	74,180	1,946	1,130	77,256
35	29,260	2,100	589	31,949
37	53,470	5,308	None	58,778
38	61,230	3,082	53,013	117,325
39	33,456	3,637	None	37,093
42	59,323	4,511	None	63,834
43	88,020	4,627	None	92,647
44	83,390	6,426	195	90,011
45	104,427	8,338	17,494	130,259
1-46	263,676	58,400	92,779	414,855
47	46,040	6,358	None	52,398
48	69,530	3,902	21,034	94,466

(continued on next page)

TABLE 4 (Continued)

Dist. No.	Real Estate	Personal Property	Corporate	Total Valuation
51	\$ 46,026	\$ 4,672	\$ None	\$ 50,698
52	58,399	6,093	47,674	112,166
53	75,745	10,345	148	86,238
54	96,230	6,277	2,373	104,880
Jt. 55	76,935	5,711	809	83,455
57	41,172	3,665	None	44,837
58	37,540	5,052	None	42,592
59	33,300	3,239	None	36,539
61	31,440	2,485	None	33,925
63	89,720	7,582	3,246	100,548
64	50,024	5,155	57,872	113,051
65	66,060	5,991	None	72,051
66	54,625	3,880	103	58,608
Jt. 67	61,140	3,694	5	64,839
71	66,040	2,834	40,166	109,040
72	40,860	4,512	46,642	92,014
76	105,730	4,139	3,962	113,831
77	144,160	10,186	61,091	215,437
78	29,570	3,168	None	32,738
79	82,860	5,939	1,134	89,933
80	29,390	2,240	None	32,130
31	79,471	6,208	66,336	152,015
32	81,880	5,992	12,133	100,005
33	87,950	3,739	4,647	96,336
34	71,792	7,108	55,028	133,928
36	69,146	3,803	None	72,949
89	62,893	4,924	7,010	74,827
95	39,760	3,443	3,900	47,103
I-99	1,479,307	424,678	675,591	2,579,576
100	23,400	4,044	None	27,444
<hr/>				
TOTALS	8,948,713	1,218,735	2,783,996	12,951,444

Table 4 gives the assessed valuation of each of the school districts in Custer County in the year 1937-38. In connection with this table, Map 2 shows the distribution of the corporate property.

CUSTER COUNTY

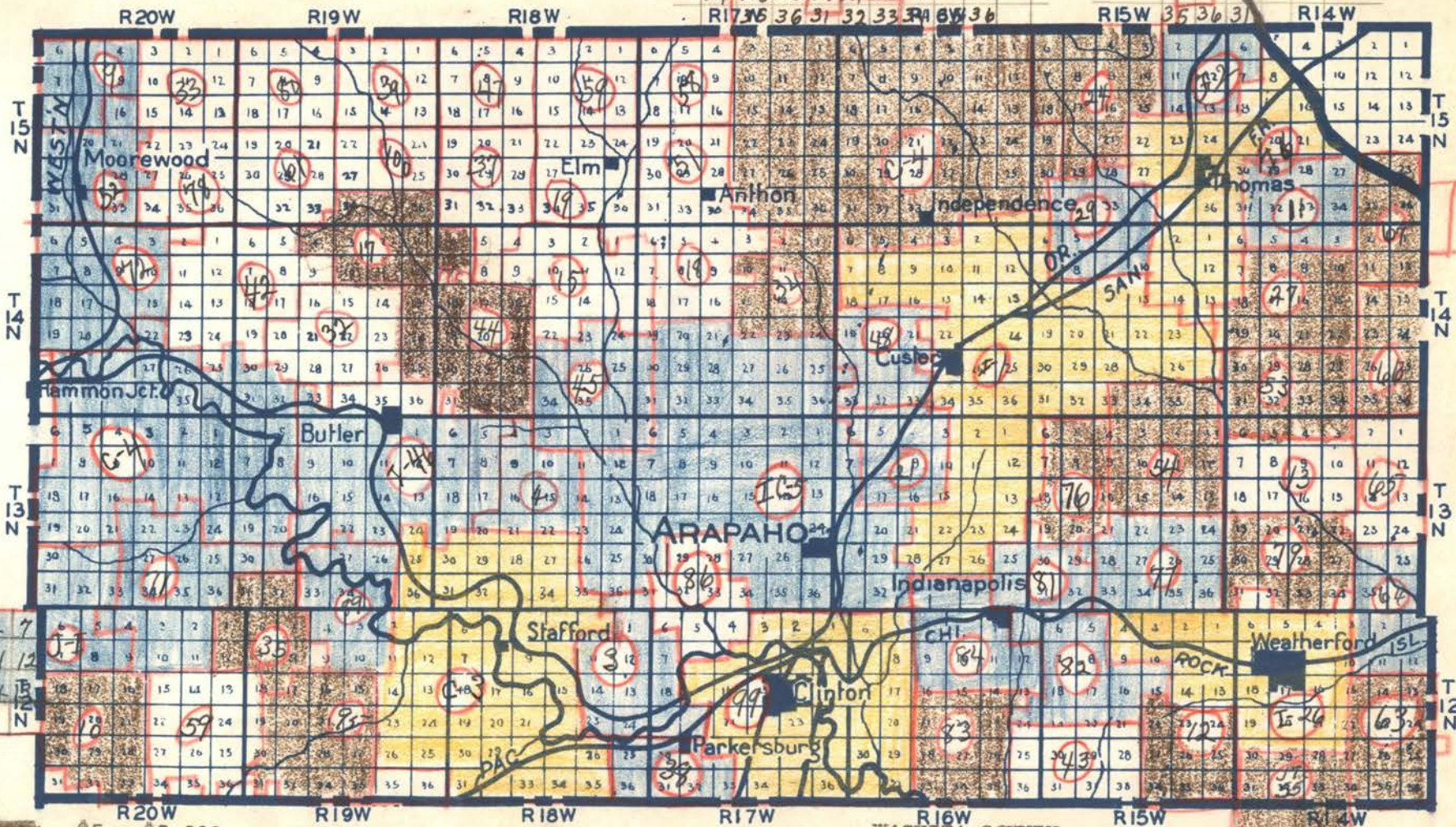
DEWEY COUNTY

OKLAHOMA

27 26 25 30 29 28 27 26 25
R17W 36 35 34 33 32 31 30 29 28 27 26 25

26 25

R15W 35 34 33 R14W



- \$5 - \$5,000
- \$5,000 - \$150,000
- \$150,000 - \$700,000
- None

MAP 2

CUSTER COUNTY ABSTRACT CO.

ARAPAHO OKLAHOMA

DISTRIBUTION OF
CORPORATE PROPERTY

W.R.HUGHES R.B.STRONG C.V.HODGES

TABLE 5

INDEBTEDNESS PER PUPIL IN THE SCHOOL DISTRICTS OF CUSTER COUNTY

Dist. No	Net Bonded Indebtedness	Judgments	Total Indebtedness	Indebtedness per Pupil
C-3	\$ 24,500.00	\$ 1,199.74	\$ 25,699.74	\$ 99.22
C-4	7,000.00	None	7,000.00	53.51
IC-5	25,000.00	None	25,000.00	76.22
IC-6	12,152.30	None	12,152.30	28.39
C-41	9,412.00	None	9,412.00	49.79
11	416.73	None	416.23	27.78
I-26	49,308.00	None	49,308.00	73.37
I-46	12,762.00	None	12,762.00	49.65
52	2,100.00	None	2,100.00	63.63
63	105.32	None	105.32	3.19
66	394.72	None	394.72	17.94
71	1,052.60	None	1,052.60	35.08
78	168.35	94.90	263.25	23.93
I-99	125,224.00	None	125,224.00	87.02
TOTALS	269,596.02	1,294.64	270,890.66	

Note: The other districts of Custer County have no bonded indebtedness. Table 5 shows the school districts in Custer County which have a bonded indebtedness and judgments and the amount of such indebtedness per pupil.

TABLE 6

GENERAL FUND (LOCAL DISTRICT) EXPENDITURES PLUS EXPENDITURES FROM
STATE AID (INCLUDING PRIMARY AID, SECONDARY AID, HOMESTEAD
EXEMPTION REPLACEMENT FUNDS)

Dist. No.	General Fund Expenditures	State Aid Expenditures	Total
10-1	\$ 15502.06	\$ 4140.99	\$19643.05
C-3	8515.88	11262.38	19778.26
C-4	8967.00	1689.40	10656.40
10-5	11906.78	10641.98	22548.76
10-6	13554.66	10305.50	23860.16
C-41	4661.28	7379.15	12040.43
Jt.1	1406.98	85.00	1491.98
Jt.2	768.92	None	768.92
3	None	24.00	24.00
4	None	14.00	14.00
9	None	66.00	66.00
10	690.41	1248.45	1938.86
11	685.43	295.05	980.48
12	887.00	295.70	1182.70
13	791.45	None2	791.45
15	473.14	250.40	723.54
17	905.72	1409.70	2315.42
18	594.38	288.70	883.08
19	411.04	182.70	593.74
21	7.00	28.00	35.00
24	1460.95	316.05	1777.00
I-26	20037.29	18979.28	39016.57
27	1250.68	55.00	1305.68
29	1251.48	352.40	1603.88
32	751.73	353.10	1104.83
33	435.56	272.03	808.60
34	643.22	36.00	679.22
35	418.82	554.05	972.87
37	706.36	411.00	1117.36
38	708.91	46.00	754.91
39	488.62	485.05	973.67
42	None	45.00	45.00
43	707.04	243.05	950.09
44	1253.15	550.45	1803.60
45	868.13	303.05	1171.18
I-46	6457.00	9864.96	16321.96
47	3.00	None	3.00
48	608.87	19.00	627.87

(continued on next page)

TABLE 6 (Continued)

Dist. No.	General Fund Expenditures	State Aid Expenditures	Total
51	\$ 665.53	\$ 45.00	\$ 710.53
52	1439.56	717.70	2157.26
53	886.00	None	886.00
54	747.32	35.00	782.32
Jt. 55	379.67	436.40	816.07
57	418.55	118.00	536.55
58	19.47	None	19.47
59	460.51	58.00	518.51
61	458.05	537.70	995.75
63	1117.76	737.10	1854.86
64	849.29	300.40	1149.69
65	632.74	262.10	894.84
66	858.50	317.00	1175.50
Jt. 67	86.75	33.00	119.75
71	35.00	20.00	55.00
72	758.97	None	758.97
76	742.20	47.00	789.20
77	897.40	127.00	1024.40
78	366.48	447.05	813.53
79	861.45	417.00	1278.45
80	436.80	380.40	817.20
81	910.49	347.45	1257.94
82	899.00	115.00	1014.00
83	660.69	323.70	984.39
84	1176.63	757.10	1933.73
86	None	83.00	83.00
89	768.25	35.00	803.25
95	12.10	17.00	29.10
I-99	41181.21	30250.69	71431.90
100	374.81	415.10	789.91
TOTALS	167881.12	119973.48	287854.60

Table 6 is a statement of the total expenditures for schools in each district in the year 1937-38. This total expenditure is divided into General Fund expenditures which is that financed by the local district and the expenditures of State Aid grants, including Primary Aid, Secondary Aid, and Homestead Exemption Replacement funds.

TABLE 7

PERCENTAGE OF SCHOOL COST SUPPLIED BY LOCAL DISTRICT REVENUE
AND PERCENTAGE SUPPLIED BY STATE FUNDS*

Dist.No.	General Fund	State Fund	Gen.Fund %	State Fund %
IC-1	\$15,502.06	\$ 4,140.99	79%	21%
C-3	8,515.88	11,262.38	43%	57%
C-4	8,967.00	1,689.40	84%	16%
IC-5	11,906.78	10,641.98	53%	47%
IC-6	13,554.66	10,305.50	57%	43%
C-41	4,661.28	7,379.15	39%	61%
Jt.1	1,406.98	85.00	94%	6%
Jt.2	768.92	None	100%	---
10	690.41	1,248.45	36%	64%
11	685.43	295.05	70%	30%
12	887.00	295.70	75%	25%
13	791.45	None	100%	---
15	473.14	250.40	65%	35%
17	905.72	1,409.70	39%	61%
18	594.38	288.70	67%	33%
19	411.04	182.70	69%	31%
24	1,460.95	316.05	82%	18%
I-26	20,037.29	18,979.28	51%	49%
27	1,250.68	55.00	96%	4%
29	1,251.48	352.40	78%	22%
32	751.73	353.10	68%	32%
33	435.56	373.05	54%	46%
34	643.22	36.00	95%	5%
35	418.82	554.05	43%	57%
37	706.36	411.00	63%	37%
38	708.91	46.00	94%	6%
39	488.62	485.05	50%	50%
43	707.04	243.05	74%	26%
44	1,253.15	550.45	70%	30%
45	868.13	303.05	74%	26%
I-46	6,457.00	9,864.96	40%	60%
48	608.87	19.00	97%	3%

(continued on next page)

*State Funds as used here includes Primary Aid, Secondary Aid,
and Homestead Exemption Replacement Funds.

TABLE 7 (Continued)

Dist.No.	General Fund	State Fund	Gen.Fund %	State Fund %
51	\$ 665.53	\$ 45.00	94%	6%
52	1,439.56	717.70	67%	33%
53	886.00	None	100%	---
54	747.32	35.00	95%	5%
Jt.55	379.67	436.40	53%	47%
57	418.55	118.00	78%	22%
59	460.51	58.00	89%	11%
61	458.05	537.70	46%	54%
63	1,117.76	737.10	61%	39%
64	849.29	300.40	74%	26%
65	632.74	262.10	71%	29%
66	858.50	317.00	73%	27%
72	758.97	None	100%	---
76	742.20	47.00	94%	6%
77	897.40	127.00	88%	12%
78	366.48	447.05	45%	55%
79	861.45	417.00	67%	33%
80	436.80	380.40	54%	47%
81	910.49	347.45	72%	28%
82	899.00	115.00	89%	11%
83	660.69	323.70	67%	33%
84	1,176.63	757.10	61%	39%
89	768.25	36.00	96%	4%
I-99	41,181.21	30,250.69	58%	42%
100	374.81	415.10	47%	53%

Table 7 is a comparison of the percentages of school expenses supplied by the local district and that supplied by the state.

TABLE 8

ENUMERATION, ENROLLMENT AND AVERAGE DAILY ATTENDANCE IN THE SCHOOLS
OF CUSTER COUNTY IN 1937-38

Dist.No.	Enumeration	Enrollment	Average daily Attendance
IC-1	316	345	282
C-3	252	321	259
C-4	156	146	131
IC-5	372	416	328
IC-6	456	480	428
C-41	144	233	185
Jt.1	50	58	44
Jt.2	31	18	16
3	43	Transferred	Transferred
4	20	Transferred	Transferred
9	17	Transferred	Transferred
10	54	44	36
11	33	16	15
12	32	21	19
13	53	38	23
15	13	7	6
17	55	49	35
18	21	19	15
19	19	20	13
21	29	Transferred	Transferred
24	48	22	20
I-26	682	778	672
27	56	39	30
29	29	21	17
32	48	31	22
33	19	17	14
34	17	14	11
35	21	19	15
37	33	21	13
38	21	20	15
39	25	31	21
42	34	Transferred	Transferred
43	40	23	20
44	52	44	30
45	46	30	24
I-46	253	302	257
47	24	Transferred	Transferred
48	18	9	7

(continued on next page)

TABLE 8 (Continued)

Dist.No.	Enumeration	Enrollment	Average daily Attendance
51	22	19	16
52	61	52	33
53	60	27	21
54	24	7	6
Jt.55	39	30	26
57	25	25	17
58	11	Transferred	Transferred
59	19	9	6
61	24	28	18
63	61	36	33
64	39	24	21
65	54	29	28
66	33	31	22
Jt.67	25	Transferred	Transferred
71	43	Transferred	Transferred
72	49	20	13
76	15	11	9
77	47	26	21
78	24	16	11
79	63	39	30
80	24	13	12
81	42	29	22
82	23	19	17
83	33	32	22
84	67	39	30
86	24	Transferred	Transferred
89	34	17	9
95	37	Transferred	Transferred
I-99	1938	1699	1439
100	23	24	16

Table 8 gives the scholastic enumeration, the enrollment and the average daily attendance in all districts of Custer County which maintained school in 1937-38. Districts designated as "transferred" are those which did not maintain a school but transferred all the children to adjoining schools.

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TABLE 9

PER CAPITA COST IN EACH SCHOOL DIVIDED INTO LOCAL REVENUE

PER CAPITA AND THE PER CAPITA OF STATE MONEY, 1937-38

Dist. No.	Local Revenue Per Capita	State Money Per Capita
IC-1	\$ 72.44	\$ 19.35
C-3	32.88	42.48
C-4	68.45	12.89
IC-5	36.30	32.44
IC-6	31.67	24.08
C-41	25.19	39.88
Jt.1	31.97	1.93
Jt.2	48.06	None
10	19.18	34.12
11	45.70	19.67
12	46.68	15.53
13	34.41	None
15	68.86	41.73
17	25.88	40.27
18	39.82	19.91
19	31.62	14.05
24	73.05	15.80
I-26	29.82	28.24
27	41.69	1.83
29	73.62	20.73
32	34.17	16.05
33	21.11	26.65
34	58.47	3.55
35	27.92	36.93
37	54.34	31.62
38	47.26	30.67
39	23.27	22.62
43	35.35	12.15
44	41.77	18.35
45	36.17	12.62
I-46	25.12	38.39
48	86.98	2.71
51	42.85	2.81
52	43.62	21.78
53	42.19	None
54	123.55	5.83
Jt.55	14.60	16.78

(continued on next page)

TABLE 9 (Continued)

Dist. No.	Local Revenue Per Capita	State Money Per Capita
57	\$ 24.62	\$ 6.94
59	76.74	9.67
61	75.45	29.87
63	33.87	22.33
64	40.44	14.30
65	22.59	9.36
66	39.02	14.41
72	58.38	None
76	82.47	5.22
77	42.73	6.05
78	33.31	40.64
79	28.68	13.90
80	36.40	31.70
81	41.39	15.19
82	52.88	6.76
83	30.09	14.71
84	39.22	25.24
89	85.36	3.89
I-99	28.62	21.03
100	23.43	25.94

Table 9 shows the amount of money spent per child in average daily attendance in each school district. This per capita expense is divided into local district per capita and state money per capita.

TABLE 10

TOTAL PER CAPITA COST (BASED UPON BOTH LOCAL AND STATE MONEY) FOR
ELEMENTARY AND HIGH SCHOOL PUPILS

Dist.No.	Elementary Average Daily Attendance	Elementary per Capita	High School Average Daily Attendance	High School per Capita
IC-1	183	\$ 53.67	99	\$ 99.21
C-3	183	54.03	76	130.12
C-4	93	57.29	38	140.21
IC-5	225	50.11	103	109.46
IC-6	271	44.02	157	75.98
C-41	127	47.40	58	103.79
Jt.1	44	31.63		
Jt.2	16	48.06		
10	36	53.85		
11	15	65.36		
12	19	62.24		
13	23	34.41		
15	6	120.59		
17	35	66.15		
18	15	58.87		
19	13	45.67		
24	20	88.85		
I-26	381	51.20	291	67.04
27	30	43.52		
29	17	94.34		
32	22	50.21		
33	14	57.75		
34	11	67.20		
35	15	64.85		
37	13	85.95		
38	15	50.32		
39	21	46.36		
43	20	47.50		
44	30	60.12		
45	24	48.79		
I-46	170	48.01	87	93.80
48	7	89.69		
51	16	44.40		
52	33	65.37		
53	21	42.19		
54	6	130.38		
Jt.55	26	31.38		

(continued on next page)

TABLE 10 (Continued)

Dist.No.	Elementary Average Daily Attendance	Elementary per Capita	High School Average Daily Attendance	High School per Capita
57	17	\$ 31.56		\$
59	6	86.41		
61	18	55.31		
63	33	56.20		
64	21	54.74		
65	28	31.95		
66	22	53.43		
72	13	58.38		
76	9	87.68		
77	21	48.78		
78	11	73.95		
79	30	42.61		
80	12	68.10		
81	22	57.17		
82	17	59.64		
83	22	44.74		
84	30	64.45		
89	9	89.25		
I-99	1052	33.95	387	92.28
100	16	49.36		

Table 10 combines the school expenses, both local and state money, and gives the total per capita expense in the elementary grades and in the high school.

TABLE 11

VALUATION PER PUPIL IN ALL DISTRICTS MAINTAINING SCHOOL, BASED ON
THE ASSESSED VALUATION IN 1937-38

Dist.No.	Total Valuation	Average Daily Attendance	Valuation per Pupil
IC-1	\$1,057,287	282	\$ 3,749
C-3	520,060	259	2,007
C-4	617,919	131	4,716
IC-5	675,206	328	2,055
IC-6	826,332	428	1,907
C-41	288,822	185	1,561
Jt.1	190,040	44	4,319
Jt.2	122,069	16	7,629
10	46,161	36	1,282
11	132,327	15	8,821
12	96,920	19	5,101
13	59,155	23	2,571
15	61,440	6	10,240
17	68,934	35	1,969
18	62,016	15	4,134
19	57,734	13	4,441
24	148,644	20	7,432
I-26	955,634	672	1,422
27	154,543	30	5,151
29	146,976	17	8,646
32	49,670	22	2,258
33	39,565	14	2,826
34	77,256	11	7,023
35	31,949	15	2,130
37	58,778	13	4,521
38	117,325	15	7,821
39	37,093	21	1,766
43	92,647	20	4,632
44	90,011	30	3,000
45	130,259	24	5,427
I-46	414,855	257	1,614
48	94,466	7	13,495
51	50,698	16	3,168
52	112,166	33	3,399
53	86,238	21	4,106
54	104,880	6	17,480
Jt.55	83,455	26	3,209
57	44,837	17	2,638

(continued on next page)

TABLE 11 (Continued)

Dist.No.	Total Valuation	Average Daily Attendance	Valuation per Pupil
59	\$ 36,539	6	\$ 6,089
61	33,925	18	1,885
63	100,548	33	3,047
64	113,051	21	5,383
65	72,051	28	2,573
66	58,608	22	2,664
72	92,014	13	7,078
76	113,831	9	12,648
77	215,437	21	10,259
78	32,738	11	2,976
79	89,933	30	2,997
80	32,130	12	2,677
81	152,015	22	6,909
82	100,005	17	5,883
83	96,336	22	4,379
84	133,928	30	4,464
89	74,827	9	8,314
I-99	2,579,576	1439	17,936
100	27,444	16	1,815

Table 11 is a comparison of the assessed valuation per pupil in average daily attendance in each of the districts which maintained school in 1937-38.

TABLE 12

NUMBER OF PUPILS IN AVERAGE DAILY ATTENDANCE PER SQUARE MILE IN
THE RURAL SCHOOLS OF CUSTER COUNTY IN 1937-38

Dist.No.	No. Pupils	Dist.No.	No. Pupils
Jt.1	2.47	51	1.77
Jt.2	1.6	52	2.44
3	Transferred	53	2.14
4	Transferred	54	.43
9	Transferred	Jt.55	2.48
10	3.35	57	1.35
11	1.36	58	Transferred
12	2	59	.66
13	2.3	61	2.02
15	.49	63	3.22
17	2.98	64	2.33
18	1.63	65	3.39
19	1.32	66	2.68
21	Transferred	Jt.67	Transferred
24	1.43	71	Transferred
27	2.5	72	1.1
29	2.5	76	1.03
32	2	77	1.39
33	1.55	78	1.24
34	1.22	79	2.72
35	1.59	80	1.29
37	1.26	81	2.75
38	2.31	82	1.74
39	2.33	83	1.09
42	Transferred	84	2.5
43	2	86	Transferred
44	1.97	89	.88
45	1.92	95	Transferred
47	Transferred	100	2.66
38	.71		

Table 12 gives the number of pupils in average daily attendance per square mile in the rural, one and two teacher schools of the county.

TABLE 13

AREA OF THE NINE LARGE SCHOOL DISTRICTS OF CUSTER COUNTY AND THE
AVERAGE DAILY ATTENDANCE PER SQUARE MILE

Dist. No.	Area of School District (square miles)	Area of Trans- portation Territory (square miles)	A.D.A.* per square mile (Ele. Pupils)	A.D.A.* per square mile (H.S. Pupils)
IC-1	60.5	87	1.74	1.14
C-3	49.5	83	3.69	.92
C-4	63.4	85	1.32	.4
IC-5	63.25	102	3.56	1.01
IC-6	30.5	96	8.88	1.29
C-41	41.5	93	3.06	.62
I-26	21.78	153	17.49	1.9
I-46	27.25	160	6.26	.55
I-99	35.5	54	29.62	4.91

* Average Daily Attendance

Table 13 gives the area, in each of the nine large school districts of Custer County, of the district proper, of the transportation territory, and the average daily attendance per square mile in the elementary grades and in the High School. Transportation territory includes the area of the school district proper and the surrounding rural school districts given to the school by the State Department of Education and from which high school transfers are drawn.

TABLE 14

GENERAL FUND COST AND STATE FUND COST OF THE NINE LARGE SCHOOL DISTRICTS IN CUSTER COUNTY IN 1937-38

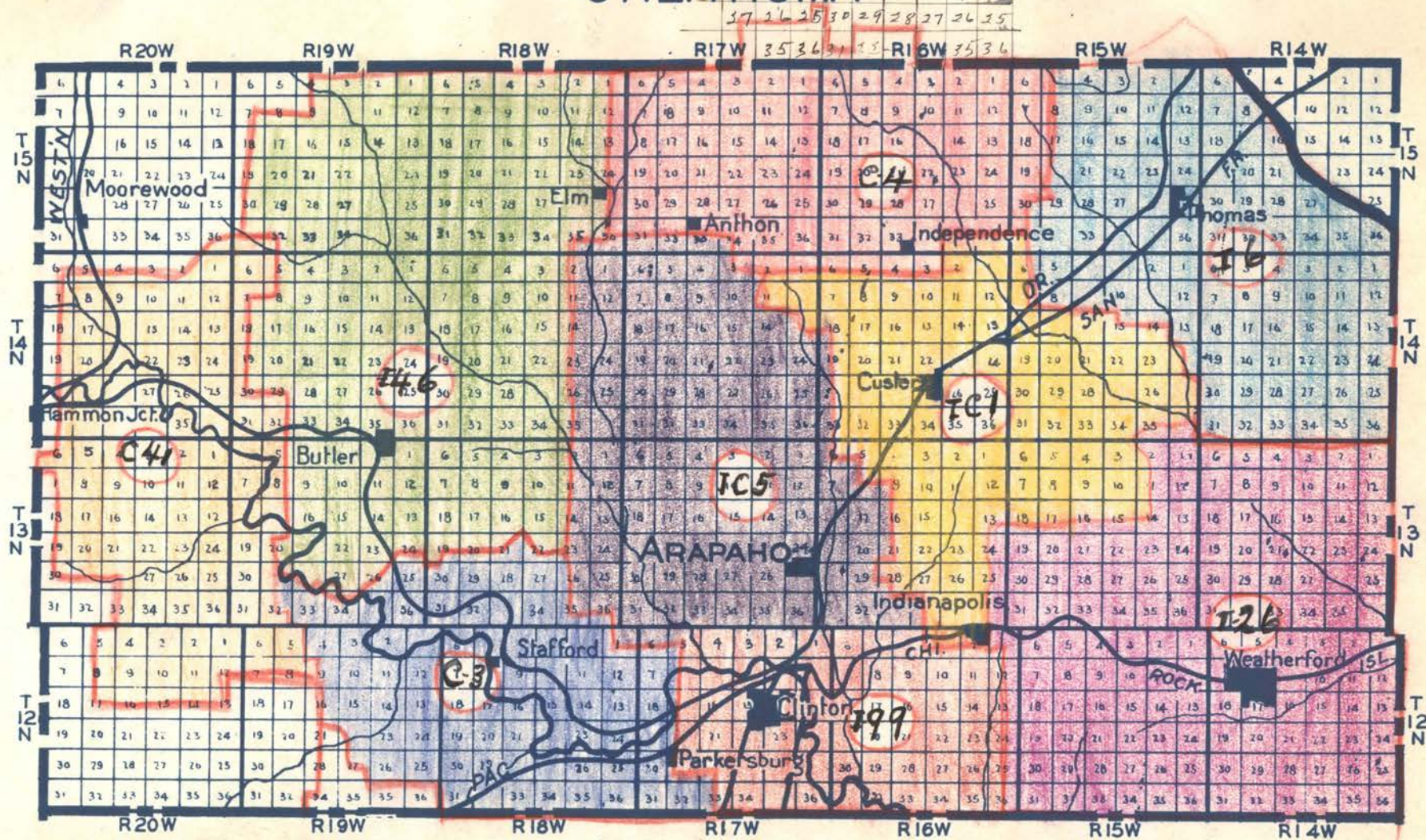
Dist. No.	General Fund Cost	State Fund Cost	Total Cost
IC-1	\$ 15,502.06	\$ 4,140.99	\$ 19,643.05
C-3	8,515.88	11,262.38	19,778.26
C-4	8,967.00	1,689.40	10,656.40
IC-5	11,906.78	10,641.98	22,548.76
IC-6	13,554.66	10,305.50	23,860.16
C-41	4,661.28	7,379.15	12,040.43
I-26	20,037.29	18,979.28	39,016.57
I-46	6,457.00	9,864.96	16,321.96
I-99	41,181.21	30,250.69	71,431.90
Total	130,783.16	104,514.33	235,297.49

Table 14 shows the total school cost in the nine large school districts of Custer County. This expense is divided into General Fund (local district) cost, and State Fund cost.

Map 3, on the following page, outlines the transportation territory of the nine High School districts in Custer County. Parts of Custer County not included within the boundary lines of any of these nine transportation territories are included in the territory of a High School in an adjoining county.

CUSTER COUNTY

OKLAHOMA



Colored--Transportation area for the
9 High Schools 1937-38

MAP 3

White--Transportation area for High Schools
in other Counties, 1937-38

CUSTER COUNTY ABSTRACT CO.

ARAPAHO, OKLAHOMA

W.R. HUGHES R.B. STRONG C.V. HODGES

CHAPTER IV

REORGANIZATION OF SCHOOL UNITS IN CUSTER COUNTY

Leaders in educational affairs, as well as legislators in all parts of the country, are awakening to the realization that a district saving can be made in school finance by perfecting larger unit organizations.¹ It is an established business principle that the price is always regulated by the ratio of the supply to the demand. When there is a great supply and a contingent great demand, the produce can be sold at a reasonable profit and at a comparatively low cost. It is also possible to put a product on the market that is not cheap and "shoddy". By the same token, it stands to reason that a larger educational unit can be operated at a lower per capita cost with an enriched curriculum, than the perennial small type school.

Not all consolidations are wise, due to the fact that some of them are not extensive enough to permit operation at low cost.² Educators today are of the opinion, almost without dissent, that a high school with an enrollment of fewer than one hundred pupils cannot present a well organized curriculum in which the child will receive maximum advantages.

President Franklin D. Roosevelt in a message sent to the

1. Howard A. Dawson, Local School Units, p 131.

2. A.L. Crable, Study of Local School Units, p 105.

annual assembly of the National Education Association in April, 1935, expressed his sentiments about the part education is to play in stabilizing national security for the future when he said:

"Education must light the path for social change. The social and economic problems confronting us are growing in complexity. The more complex and difficult these problems become, the more essential it is to provide broad and complete education; that kind of education that will equip us as a nation to decide these problems for the best interests of all concerned. Our ultimate security, to a large extent, is based upon the individual's character, information, skill and attitude, and the responsibility rests squarely upon those who direct education in America." ³

Years of research in Oklahoma through the offices of the state department of education and through the efforts of educators in compiling and organizing data for theses have resulted in the bringing together of a vast amount of information relative to the way public schools are operated in Oklahoma. These studies have brought to light the weakness of the present organization and financial set-up for the operation of the schools. Worthwhile recommendations have been made, which, if followed, would result in a much better organization and financial system.

The purpose of the proposed plan or reorganization is to reduce the variations in educational opportunities now offered, and to more nearly equalize the burden of school support among the various districts of Custer County. The primary consideration in this and similar proposals has been that children have the right

3. Franklin D. Roosevelt, Message to National Education Association, April, 1935.

to expect adequate educational opportunities, regardless of residence.

The State of Oklahoma has assumed the obligation of guaranteeing a reasonable minimum program of education for all the children of the state.⁴ Evidence shows that this is impossible as long as there are such extreme variations in size and ability of the units as exist at the present time.

A thorough study has been made of the educational needs of the children, the present status of the schools, and the financial ability of each of the districts in Custer County. These studies, when considered from the standpoint of the minimum standards set up in Chapters II and III lead to the proposal of nine school units for Custer County. Most of the proposed units will meet reasonable minimum standards as to enrollment and number of teachers, but none of these units will have enough wealth from local and county sources to finance the local school program.⁵ However, with the state money now apportioned, the nine proposed districts would be adequately financed.

The total current cost of the present districts was \$287,854.60 for the year 1937-38. The total current cost of the proposed nine units based on the same or better services would be \$256,471.32, a saving of \$31,383.28 for Custer County.

The proposed educational organization for Custer County schools is not considered an ideal program, but it includes the

4. A.L. Crable, School Laws of Oklahoma, 1937, pp 146-51.

5. Floyd Ramsey, Study of Local School Units in Oklahoma, pp 68-70

next steps which should be taken to secure an ideal organization. It provides a minimum goal toward which the school authorities of the county should direct their efforts. It is not expected that this goal should be reached this year or perhaps within the immediate future, but the program has been developed as a guide to direct future thinking and planning of the various school officials of the county.

Small local units are reluctant to reorganize their schools into larger units although they are expensive to maintain and do not provide a satisfactory educational program. The final authority for the formation of larger units should always remain in the hands of the people. Therefore, any plan for reorganization of local school units into more adequate school units will be adopted only insofar as such units meet the needs which the people themselves recognize and appreciate.

Much of the progress in the schools can be credited to local control. Adaptations in the educational program are effected through experimentation in actual school situations.

The formation of larger school units does not mean the loss of local control and initiative, but merely the extension of its scope and influence. Many people have the idea that local control can be exercised only when the administrative units and attendance areas are small.

In Oklahoma, small districts have less control at the present time over their schools than they would have if the schools were reorganized into larger units. In small elementary units the high

school children are transferred to neighboring high schools, in which the people of these small elementary units exercise no control whatsoever. A greater measure of local control could be exercised if the small elementary schools were reorganized into administrative units which would include not only elementary schools but also high schools. The citizens of the local community would exercise control over the complete educational program in which their children participate.

The proposed organization of the enlargement of local school units necessarily creates the problem of providing transportation for a large number of children. This problem can be and is being solved satisfactorily. In table 17 it is shown that the savings made in instructional costs more than take care of the increased cost of transportation.

Adequate school plants and equipment are now available in the nine proposed units. The total average daily attendance in all the one and two teacher schools of Custer County is 940. After making a survey of the school plants it was found that each of the proposed units could absorb the increased attendance without new buildings.

A study of the trends in educational organization and administration shows that the tendency is definitely toward the formation of larger attendance areas and administrative units. This indicates that the proposed plan is not something completely new, but is merely a systematically developed plan by which the people of Custer County and the State of Oklahoma may secure better educational

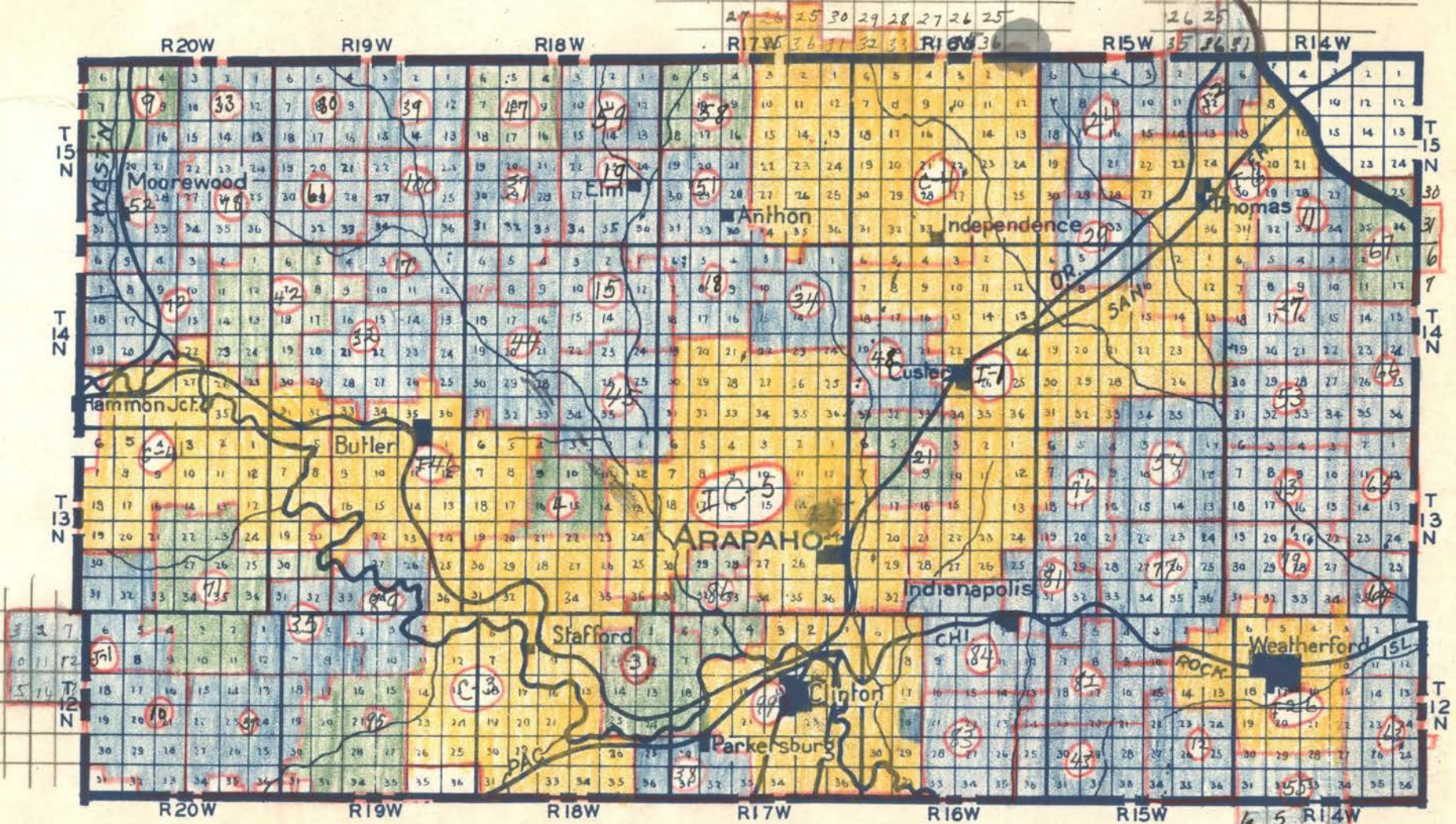
6. Howard A. Dawson, *Satisfactory Local School Units*, p 119.

opportunities for their children. The people are realizing that the establishment of larger units is a more effective method of securing better school opportunities for their children at the same or less cost.

There are very few negroes in the county and as a result only two separate schools are maintained. These are both grade schools and are located at Weatherford and Clinton. Since there are no problems concerning the finances of the two separate schools the writer excludes them in this study.

One of the fundamental questions relating to reorganization pertains to the problem of increase or decrease in cost. In the majority of reorganization programs, savings will be effected in teachers' salaries and maintenance, but the cost of transportation will increase. This is always true where the average number of pupils per teacher is below the minimum standard. Therefore, the savings effected would be the difference between the increase in cost of transportation and the sum of the savings in teacher's salaries and maintenance. Table 17 gives a comparison of the total current cost in 1937-38 and the estimated current cost in the nine proposed reorganized districts based on the same average salaries, the same amount per teacher for maintenance, and the same allowance per pupil transported. In both cases, the state minimum financial program was used.

CUSTER COUNTY OKLAHOMA



- Rural districts which maintained elementary schools in 1937-38
- Consolidated and City Schools
- Rural districts which transferred all students in 1937-38
- Parts of joint districts under supervision of other counties

CUSTER COUNTY ABSTRACT CO.

ARAPAHO OKLAHOMA

W.R.HUGHES R.B.STRONG C.V.HODGES

MAP 4

TABLE 15

THE NUMBER OF TEACHERS, AVERAGE DAILY ATTENDANCE, AREA AND
VALUATION OF THE PROPOSED DISTRICT ORGANIZATION IN CUSTER COUNTY

Units	Number of Teachers	Average Daily Attendance	Area (square Miles)	Valuation
Weatherford Unit 1	32	938	153	\$2,183,291
Thomas Unit 2	20	569	96	1,740,576
Independence Unit 3	8	166	85	805,482
Custer City Unit 4	12	298	87	1,326,905
Arapaho Unit 5	14	358	102	967,341
Clinton Unit 6	49	1,499	54	2,868,502
Stafford Unit 7	11	271	83	669,963
Butler Unit 8	16	444	160	1,028,777
Pie Flat Unit 9	10	228	93	664,705
To Other Counties Unit 10	4	111	95	606,839
Totals	176	4,882	1,008	12,862,381

TABLE 16

COST FOR EACH OF THE PROPOSED UNITS ON THE BASIS OF PROPOSED
DISTRICT ORGANIZATION

Units	Teachers Salaries	Maintenance Cost	Transportation Cost	Total Cost
Weatherford Administrative Unit 1	\$28,670.00	\$10,630.00	\$ 7,740.00	\$ 47,040.00
Thomas Administrative Unit 2	18,400.00	6,472.00	5,400.00	30,272.00
Independence Administrative Unit 3	7,200.00	1,888.00	2,808.00	11,896.00
Custer City Administrative Unit 4	11,040.00	3,390.00	3,888.00	18,318.00
Arapaho Administrative Unit 5	12,880.00	4,072.00	4,536.00	21,488.00
Clinton Administrative Unit 6	42,440.00	17,051.00	2,700.00	62,191.00
Stafford Administrative Unit 7	9,900.00	3,083.00	4,788.00	17,771.00
Butler Administrative Unit 8	14,720.00	5,051.00	6,210.00	25,981.00
Pie Flat Administrative Unit 9	9,000.00	2,234.00	3,924.00	15,158.00
To other Counties Unit 10	3,240.00	1,118.32	1,998.00	6,356.32
Totals	157,490.00	54,989.32	43,992.00	256,471.32

TABLE 17

COST OF MINIMUM PROGRAM IN PRESENT AND PROPOSED UNITS ON BASIS
OF PRESENT AND PROPOSED FINANCIAL PLANS--1937-38

Explanation	Teachers Salaries	Maintenance Cost	Transportation Cost	Total Cost
Present Financial Program on Basis of Proposed District Organization	\$154,250.00	\$53,871.00	\$41,994.00	\$250,115.00
Cost to Other Counties Under Proposed Organization	3,240.00	1,118.32	1,998.00	6,356.32
Total	157,490.00	54,989.32	43,992.00	256,471.32
Present Financial Program on Basis of Present District Organization	\$198,922.35	\$58,200.25	\$30,732.00	\$287,854.60
Saving or Loss in Custer County under the Two Organizations	41,432.35 Saved	3,210.93 Saved	13,260.00 Lost	31,383.28 Saved

CHAPTER V

PROPOSED ORGANIZATION OF ATTENDANCE AREAS,
AND LOCAL ADMINISTRATIVE UNITS

After making a detailed study of the present status of schools, the physical features and the social and economic life of Custer County, it is recommended that the schools of Custer County can function more efficiently under nine administrative units instead of the present sixty eight districts. Approximately seven school districts of Custer County could best become parts of units in other adjacent counties. Likewise, a few of the small units in other counties could become a part of some of the proposed units in Custer County. The counties bordering this county are Washita, Caddo, Blaine, Dewey, Roger Mills and Beckham.

Some of the proposed units do not meet the requirements of average daily attendance,¹ but due to the physical features and social and economic conditions, it was thought practical to designate them as units. If the proposed units are organized, long steps will have been taken toward an ultimate desirable program of educational opportunities in Custer County.

ADMINISTRATIVE UNIT NO. 1:--This unit would include the Weatherford Independent district and the dependent school districts 63,64,65,13,79,77,81,82,43,12,Jt.55, and one half of district 54.

1. Floyd Ramsey, Study of Local School Units in Oklahoma, p 123.

The average daily attendance would be approximately 938 of which 647 would be enrolled in the elementary grades and 291 in the high school. The number of teachers employed in the elementary schools and high school would be 32.

The enrollment in high school should increase after this unit is established. The assessed valuation would total \$2,183,291 with an area of 153 square miles.

ADMINISTRATIVE UNIT NO. 2:--In this unit would be included the Thomas Independent District and dependent districts 53,66,27,67,11, Jt.2, 24, and 29.

This unit would include 569 children in average daily attendance of which 412 would be enrolled in the elementary grades and 157 in high school. The unit would employ 20 teachers. The assessed valuation would be \$1,740,576 with an area of 96 square miles.

ADMINISTRATIVE UNIT NO.3:--This unit would include the Independence School, District C-4, and districts 58,59,19, and 51. This unit is too small in average daily attendance but due to the fact that the area is large it was thought best to establish a unit at this place. There would be 128 elementary pupils and 38 high school pupils. However, it would be more economical to transport at least the high school pupils to Unit 4. Unit 3 would employ 8 teachers. The assessed valuation would be \$805,482 with an area of 85 square miles.

ADMINISTRATIVE UNIT NO.4:--In this unit would be included the Custer City Independent District, Districts 76,48 and one half of district 21. This unit would include 298 pupils of which 199 would

be in the elementary schools and 99 in high school. This unit would employ 12 teachers. The assessed valuation would be \$1,326,905 with an area of 87 square miles.

ADMINISTRATIVE UNIT NO.5:--This unit would include the Arapaho Independent District, districts 86,18, and one half of districts 15, 21 and 45. It would have approximately 255 elementary pupils and 103 high school students. It would employ 14 teachers. The assessed valuation would be \$967,341 with an area of 102 square miles.

ADMINISTRATIVE UNIT NO.6:--This unit would include the Clinton Independent District and dependent districts 83,84, and one half of district 38, and two small districts in Washita County.

This unit would have 1499 children of which 1112 would be in the elementary grades and 387 in high school. The unit would employ 49 teachers. The assessed valuation would be \$2,868,502 with an area of 54 square miles.

ADMINISTRATIVE UNIT NO.7:--This unit would include the Stafford Consolidated school and district 3, and parts of districts 4,38,95, and 89. The elementary average daily attendance would be 195 and the high school 76. This unit would employ 11 teachers and have an assessed valuation of \$669,963. The area would be 83 square miles.

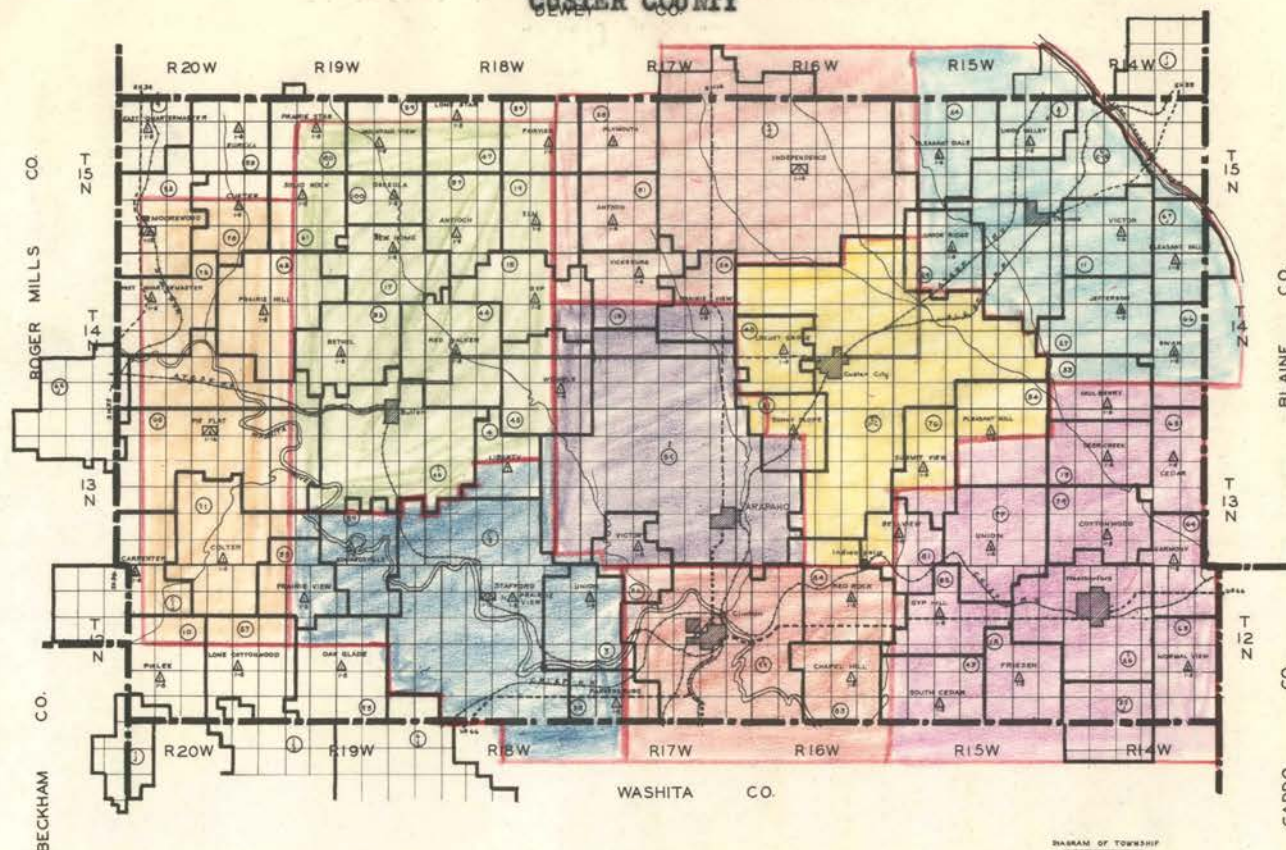
ADMINISTRATIVE UNIT NO.8:--In this unit would be included the Butler Independent District, dependent districts 32,17,44,37,100, 61,47,39, and 80, and parts of districts 15,45,4, and 89. The proposed unit would have 357 elementary pupils and 87 high school pupils. It would employ 16 teachers and have an assessed valuation of \$1,028,777. The area would be 160 square miles.

ADMINISTRATIVE UNIT NO. 9:--This unit would include Consolidated District No. 41, and districts 72,42,71, and parts of districts 35,

and Jt. 1. It was thought best to establish a unit at this place because of the sparse settlement and a large area to serve. There would be 228 pupils of which 170 would be in the elementary grades and 58 in the high school. The unit would employ 10 teachers and have an assessed valuation of \$664,705. The area would be 93 square miles.

In addition to these units in Custer County, a few districts should become a part of units in adjacent counties. Districts 52, 78, 33, and 9 should be annexed to Leedey in Dewey County. Districts 57, 10 and part of 35 should join Canute in Washita County. Part of Jt. 1 should be a part of Hammon in Roger Mills County. Part of district 95 should be annexed to Foss in Washita County. There are 9 square miles in the northeast corner of Custer County which is a part of the Fay school in Dewey County.

NINE PROPOSED SCHOOL DISTRICT UNITS FOR CUSTER COUNTY



LEGEND

- SCHOOLS**
- △ GRADES 1-8
 - GRADES 7-12
 - △ GRADES 1-12
 - △ NEGRO AND TRANSFERRED
- DISTRICTS**
- BOUNDARIES
 - ② NUMBERS
 - ROADS
 - IMPROVED
 - UNIMPROVED

CUSTER COUNTY

OKLAHOMA

Colored--Nine Proposed School District Units in
Custer County.

White--To other County School Units

DIAGRAM OF TOWNSHIP

1	2	3	4	5	6	7	8	9	10
11	12	13	14	15	16	17	18	19	20
21	22	23	24	25	26	27	28	29	30
31	32	33	34	35	36	37	38	39	40

STATE DEPARTMENT OF EDUCATION

A. L. CRABLE SUPERINTENDENT

1923-1924

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

If educational organization and finance in Oklahoma are to comply with modern demands and conceptions, the laws regulating certain procedures must be revised to meet these new demands and conceptions. Demands are being brought to bear upon all governmental units for economical and efficient management of all public services. Many of the school laws are obsolete while others are conflicting. They should be revised.

The major purposes of public education are the improvement of the economic, political, social, and individual welfare of the state and its people. It is the purpose of this chapter to recommend the changes that must be made in the present laws of Oklahoma in order to realize the full benefits of the plan and in order to make its administration most effective and economical.

Our Oklahoma Constitution makes it manditory that a system of public schools shall be maintained for all the children of the state. In order to maintain desirable schools throughout the state, the schools must be adequately financed on a dependable and equitable basis whereby each district will put forth a just and reasonable effort without utilizing all of the resources. The state must supplement the funds of the district to the extent of providing a standard school for a term of nine months, leaving the district with sufficient resources of its own with which to enrich its program as its local initiative may find desirable and its needs may require.

During the current biennium 1937-39 under the provisions of the present financial plan enacted by the Sixteenth Legislature, the state has made substantial progress in financing its public schools. All schools can operate nine months under this plan.

SCHOOL FINANCE

A Satisfactory System of State Support
Should Include These Principles.

1. It should be so objective and so simple of operation that local school officials could determine their budget long enough ahead of time to be able to make constructive plans.
2. The state program should discourage extravagance and encourage economy by : (a) careful definition of the minimum program, (b) measures which would insure that funds would be spent for purposes for which they were apportioned.
3. A definite minimum desirable length of term should be guaranteed to all districts (9 months).
4. The basis of apportionment should be defined so that it will not result in the state administration and control of the schools.
5. The local district should not be required to exhaust all of its resources before receiving state aid. A substantial margin of taxing power should be left by which the local district could enrich its program if it wished.
6. An acceptable state program should have a tendency to equalize the burden of taxation and to equalize the educational program.
7. All state apportionments should be placed in two funds known as Primary Aid and Secondary Aid, except those apportionments

required by the state constitution, better known as the School Land Revenue. A district should be required to levy ten mills on the lawfully assessed valuation to share in either Primary or Secondary Aid.

8. All Federal money grants should supplement the state funds and be allocated in the form of Primary Aid and Secondary Aid.

9. All local revenue should be placed in the General Fund. For the purpose of disbursing General Fund warrants there should be three main subdivisions; (a) Teachers Salaries, (b) General Maintenance, and (c) Transportation. This would simplify financial records.

10. Minimum salary schedules for teachers and other employees should be maintained for all public schools.

11. Seven cents per day per child should be apportioned for providing services other than salaries of teachers, transportation and debt service.

12. Transportation allowances should be apportioned upon a graduated scale depending upon density of population and road conditions.

13. The present homestead exemption apportionments should be abolished. All state money should be placed in the Primary Aid or Secondary Aid grants.

14. A uniform transfer fee should be established throughout the state. It should be \$45.00 for each elementary pupil (1-8), and \$75.00 for each high school pupil (9-12).¹ This is the maximum according to House Bill 6 passed by the Sixteenth Legislature, 1937.

1. Oklahoma School Laws, 1937, p 148.

RECOMMENDED SCHOOL LAW

There is urgent need for a complete revision and codification of the school laws of the state. The laws should be revised to eliminate conflicting provisions, and bring about consistency so that the same rule would apply in similar situations.

There should be two types of public school organizations in Oklahoma. They should be:

1. Independent School Districts
2. Dependent School Districts

An independent school district should include all districts which maintain a fully accredited high school.

A dependent school district should include all districts that are not independent.

All subdivisions of the present independent and dependent districts should be abolished. Laws relating to independent districts and dependent districts should be uniform.

SCHOOL BOARD AND SUPERINTENDENT

1. School board members should be nominated and elected at large on a non partisian basis.

2. All independent school districts should elect five board members with a term of five years. Only one board member should be elected each year, therefore, making it impossible to have a complete new board. Vacancies should be made by appointment of the remaining members.

3. All dependent districts should elect three board members as at present.

4. Both the dependent and independent school districts should hold the annual school meeting on the same date, preferably the last Tuesday in the month of March.

5. County superintendents should be elected at the annual school meeting by a popular vote or by a vote of all school board members of said county. The county superintendent should be elected on a non-partisian ticket.

6. The county superintendent should be the executive officer of the dependent school district board members and the superintendent of independent school districts should be the executive officer of his school. Some of the duties of the executive officer of independent and dependent districts are as follows:

(a) It should be his duty to execute the policies of the board of education. He should act as manager of the school system, using those powers delegated to him by the board. He should have freedom of action in the execution of policies and should be responsible to the board of education for results.

(b) He should have the right to recommend all employees and initiate policies with the approval of the school board.

(c) It should be his duty to have supervision over the making of the budget and the administration of the budget subject to the rules and regulations of the board. He should have direct¹ ion over all expenditures for all purposes.

(d) It should be his duty to act as manager of all employees and recommend their employment or dismissal.

(e) All employees of the school system, including the

supervisory and administrative staffs, should be directly responsible to the superintendent of schools.

7. A free text book law should be enacted in the state of Oklahoma for the elementary grades (1-8).

8. All children entitled to transportation living more than two miles from school should be transported in busses which meet rigid requirements of safety. Students should not spend more than one hour twice a day on the bus. No student should be required to walk more than one mile to a bus route.

9. One or more school districts or parts of districts may unite with another school district. This may be done as follows:

(a) A petition signed by one fourth of legal voters of district desiring to be annexed to another district.

(b) County Superintendent should call a legal special meeting to vote on the proposition in the district desiring to be annexed.

(c) If a majority vote for the annexation, the county superintendent shall order the boundary line changed.

(d) Some method should be provided by which the annexed territory would not be subject to pay the bonded indebtedness of the district to which it is united. This law should apply to all independent and dependent school districts.

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