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A PLAN FOR REDISTRICTING
THE SCHOOL DISTRICTS
OF
ANTELOPE COUNTY, NEBRASKA

BY
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A THESIS

Submitted to the Faculty of the Graduate School of the
Creighton University in Partial Fulfillment of
the Requirements for the Degree of Master
of Arts in the Department of Education

OMAHA, 1950
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CHAPTER I

INTRODUCTION

Foreword

The writer selected the topic of reorganization of the school districts of Antelope for his thesis for two reasons. First, as Superintendent at Clearwater, Nebraska, for two years, he felt that he had become familiar to some extent with the problems of the schools in the area. At the same time he felt that a crisis of some nature might be approaching the town schools due to excessive taxation. Secondly, the topic of reorganization on county levels was being discussed state-wide, and educators throughout the state were concerned. The writer believed that a study of the problem of school district reorganization, and with particular reference to his own county (Antelope) might be of value in determining the feasibility of such plans in Nebraska.

After launching the work, he found that the passage of Legislative Bill 27, the reorganization of school districts act, had stirred up a tremendous amount of feeling, both bad and good. In fact, the problem of redistricting has attracted so much atten-
tion that it may prove to be a major issue in the 1950 political campaign for the office of State Superintendent of Public Instruction.

By now the factions have become easily distinguishable. One group desires no reorganization; another desires a complete change. A third group hopes to tread an in-between path. Throughout the state, people are aligning themselves with one of the three groups. As yet, many people are unsure what reorganization means. Town meetings and public hearings are being held. The great basic need is for accurate information. It was with this in mind that the present research was undertaken.

The Problem

The problem of this thesis is to determine if reorganization of the school district in Antelope County is desirable; and, if it is, to devise a practical system for the reorganization of these districts according to the provisions of Legislative Bill 27, the Nebraska School District Reorganization Act.

There are several aspects of this problem and this thesis confines itself to the following specific areas of the problem:
1. What is the history of the efforts of reorganization of school districts in some other areas of the United States?

2. What are some general characteristics of an effective school district?

3. What does Legislative Bill 27 provide to aid the reorganization of school districts in Nebraska?

4. Is the reorganization of the school districts of Antelope County desirable when the following elements are considered:
   a) Are the school districts of Antelope County organized fiscally in such a manner that the tax load is borne equitably by the tax payers?
   b) Are the school districts of Antelope County as now administered in conformity with sound educational principles?
   c) Are attendance centers in Antelope County located where they should be as determined by the distribution of the present population?

The Materials

The materials used fell into three groups: first, selected authorities; secondly, Legislative Bill 27; thirdly, a survey of Antelope County. The specific materials in this survey were annual reports by school directors, annual reports by city superin-
tendents, semi-annual tuition reports, annual reports by the county superintendent, personal interviews with city superintendents, records in the county treasurer's office, population statistics, and histories of the county.

The Procedure

To answer the first two specific problems a study was made of the selected authorities. The third specific problem was answered by studying Legislative Bill 27, summarizing it, and indicating its major provisions. The fourth problem was answered by first studying the county as a whole to determine needs, the history and trends of the population. Secondly, an intensive survey was made of the school district system of the county. In the survey of the county's school district system, the pertinent records were studied. Data sheets were compiled from these and graphs, tables, and maps were constructed analyzing these data sheets.

Conclusions and recommendations are presented in the last chapter.
CHAPTER II

THE REORGANIZATION MOVEMENT IN THE UNITED STATES

Introduction

Purpose.— The purpose of this chapter is to:

1. Give a brief history of the district system.
2. Trace the beginnings of reorganization in the United States.
3. Show the legal basis for reorganizing the district.
4. Trace the history of reorganization in several states.

The History of the District System

The beginning of the system.— There are in the United States today, at least 103,000 local units of school administration in the forty-eight states.¹

To the observer it is apparent that the United States is passing through a period of adjustment and

change. The direction and goals of this change often are not at once apparent. One thing is clear. The system of school organization is a giant quilt with thousands of patches of districts that at sometime were merely tacked on. Where was the beginning of this maze?

The typical American school district is an outgrowth of a movement that originated in Colonial New England. The church parishes were the schools. In many cases the pastor taught the children; in others he hired the teacher and directed the system. The schools were supported by church funds. Since the parishes and the towns were coextensive, the basic school unit was identical in the two. Similarly, the interests of most of the people were common, for the various communities had few people that were not members of the town's church.

The development of the system.— The towns grew. The parishes in most cases did not. Hence, the boundaries were no longer identical. The town was composed of several parishes. People of different religious beliefs became residents of the towns and thus, the interests of the

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towns and parishes many times were no longer in harmony.

To meet this problem the state of Connecticut, in 1701, made the following financial provision:

Provided that the inhabitants of each town in the colony shall pay annually forty shillings in every thousand pounds in their respective lists toward the maintenance of a school master.3

These monies were turned over to the parishes to finance the salaries of the teachers. Thus it was that the parishes derived financial support for their schools from civil authority.

As time passed, different religious groups sprang up and the problem arose as to which group would direct the schools. To meet this problem the General Assembly of Connecticut, in 1741, provided that when a town consisted of but one ecclesiastical group that group should manage the schools; however, where more than one such society existed, a committee from each society should be empowered to manage the district.4

3Ibid., p. 97.
4Ibid., p. 98.
By 1767 each parish was provided with a separate treasurer, and by the close of the century towns had been ordered to incorporate themselves into school societies. These societies were granted the full power to tax, hire teachers, elect committee members, and manage the schools.\(^5\)

**The spread of the system.** This practice soon spread to other states. In Rhode Island the societies were called squadrons and soon New York adopted them. The small districts became the educational units throughout New England by the opening of the 19th century. Within a single generation it predominated in half the states. Only the south escaped.

The small district system was carried westward by emigrants from New England and New York and became typical of school organizations in most of the states. Communities erected school districts with no thought of boundaries or financial problems of a later day.\(^6\)

The small district continued to spread and Cubberly tells us that it reached its high point in the middle of the 19th century.\(^7\)

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\(^5\)Ibid., p. 98.


After the Civil War the cities recognized the district system's defects and the first reorganization was begun.®

The Reorganization Movement

Reaction to the small district system.— During the middle of the nineteenth century it became apparent to many that though the small district system had answered the educational needs in an era of isolation, conditions were changing rapidly. Horace Mann became one of the bitterest critics of the small district system. The Massachusetts superintendent of schools position is succinctly stated by Boone when he says:

It was the provision of this act concerning school districts which Mr. Mann pronounced the most disastrous feature in the whole history of educational legislation in Massachusetts.®

Reorganization begins.— To rectify these evils in the small district system, Cubberly tells us that:

The state of Massachusetts enacted legislation permitting the consolidation of school districts and in 1882 finally abolished the district system by law and restored the old town

®Ibid., p. 235.

®Boone, op. cit., p. 96.
system from which the district system has evolved. Consolidation spread and by about 1890 the idea spread to other states.\textsuperscript{10}

Ohio in 1892 was the first state west of the Alleghenies to permit the union of two or more districts to form a consolidated school.\textsuperscript{11}

As reorganization of the districts gained headway, several schools of thought sprang up concerning the type of district that should be erected. The merging of two or more districts to form a consolidated district was one of the earliest and most popular answers. In other sections of the country the county was used as the basic school unit. More recently there has sprung into existence the concept of a community school.

It is hard to classify all of the different plans that have been used. In California there exists a Union school, in New England the town school, and in certain midwestern states (Iowa, Illinois, South Dakota) the township unit is quite popular. In some states the county is the educational unit.

Thus far in this chapter the history of the district system has been presented and it has been shown

\textsuperscript{10}Cubberly, op. cit., p. 469.

\textsuperscript{11}Ibid., p. 470.
that need for the reorganization resulted in early attempts to change districts. Before launching into the results of this reorganization movement it might be well to discuss the legal aspects of reorganization.

The Legality of Reorganization

False ideas.— Since the vast majority of the schools and school districts have been started and nurtured by local residents the notion has been widespread that the school district is a creature of local jurisdiction. This idea is a false concept that has been nourished through the years by legislators and politicians to the point where local autonomy is a serious consideration when a change in policy is contemplated that will affect districts.

Nothing could be farther from fact than the idea that the state exercises but a guiding influence. It must be remembered that the nature of the state constitutions are different from the federal entity. The state legislature possesses all power not specifically withheld by the constitution or delegated by congress or expressly withheld by the state constitution. Therefore, the state constitutions, as applied to the legislative department, are limitations and not grants of power.12

The state's position.-- Hence, every legislative act is in favor of validity provided said enactment is within the provision of legislative powers. In order to challenge the constitutionality of a legislative act, it is necessary to find some constitutional provisions which either restricts or prohibits the exercise of that power in the particular case.13

From a study of school codes and state surveys, it is found that all the states except Massachusetts, Connecticut, Georgia, and Louisiana specifically charge the legislature with the responsibility of establishing a system of public education. In the final analysis this means that the state legislature has almost unlimited control over free public schools.14

The position of the state is stated again by Alford when he says:

School districts are purely creatures of the state; they possess no inherent local rights, no rights at all, in fact, except those with which they are endowed by the legislature. Their powers and the mode of exercise of those powers are defined by legislative act and may be added to, diminished or destroyed as the legislature may determine.15

13 Ibid., p. 11.
14 Ibid., p. 13.
15 Ibid., p. 13.
This position has been upheld in many Supreme Court tests. The State Supreme Court of the state of Washington held that:

Local subdivisions of the state can be created by the sovereign power of the state without solicitation, consent or concurrent action by the people who inhabit them. This being so, it follows that the legislative authority over school districts is unlimited except as the limitation is found in the state constitution.16

The State Supreme Court of South Dakota states that the legislature has the right to merge districts even though the new district results in an increase in taxes.17

In conclusion it is seen that the district is a creature created by the state legislature to which is delegated the power to oversee education within its boundaries.

Summary.— It has now been shown where districts originated, how reorganization started, and how, legally reorganization could take place. The final section of this chapter concerns itself with the actual proceedings of reorganization in the United States. Since the forty-eight states offer such a divergent group of histories,


17Alford, op. cit., p. 19.
this work limits itself to examining the history of reorganization in but a few states.

These are not all typical, nor representative of the groups as a whole; they only serve to help in providing a background for reorganization trends and practices in the United States.

Reorganization in Several States

Reorganization in Washington.-- In 1944 the population of the state of Washington had reached approximately 2,000,000 people. In 1940 there were 1323 school districts.18

In the same year a general statewide concerted reorganization program had been developed.19

Washington, though it had the small local district system, was never as "local autonomy" minded as many eastern districts.20

18 Dawson and others, op. cit., p. 212.
19 Ibid., p. 213.
The need for redistricting had been felt for a long time and during the 1930's the state superintendent had sponsored considerable research in this problem. Other school administrators in the state recognized the problem and their joint efforts resulted in the establishment of a Planning Council created by legislative act in 1933. During the next five years a comprehensive study of the state's district problem was made. Its efforts culminated in the School Reorganization Act of 1941.\textsuperscript{21}

This act provided that a county committee would be selected by the county superintendent. It would draw a plan for the reorganization of the county. This plan was then to be submitted to a state committee for approval. The plan next was to be voted upon by the people affected. The votes were counted for the entire new district. If the plan was approved this new district became active.

The results of this reorganization have been encouraging. Commenting on the work accomplished Chisholm said that by 1945:

\textsuperscript{21}Dawson and others, \textit{op. cit.}, p. 215.
1. Sixty to sixty-five percent of the re-organization was completed.

2. Six hundred districts had been dropped out of existence.\textsuperscript{22}

Later reports indicate that approximately 90 percent of the children of the state were attending schools that had been reorganized. The number of school districts had been reduced from the original 1323 to 670.\textsuperscript{23}

It might be noted in passing that the number of schools or the attendance units was not determined by the reorganization committee. Rather their task was to determine effective administrative units.\textsuperscript{24}

\textbf{Reorganization in Utah.--} The state of Utah serves as an example of a state that has achieved re-organization of small districts into large districts of county size.


\textsuperscript{23}\textit{Dawson and others, op. cit.}, p. 226.

\textsuperscript{24}\textit{Ibid.}, p. 228.
The territorial legislature in 1852 adopted the small school district and by 1864 there were almost as many districts as teachers.25

The first move to reorganize the districts occurred in the cities. In 1872 the five small school districts within the boundaries of the city of Logan were combined into one district. Soon the other cities followed suit so that by 1882, with the exception of Salt Lake City, no city had more than one district within its boundaries.26

It became apparent to the rural people of Utah that the city children were being afforded educational opportunities superior to those of the rural schools. In 1905 a special permissive legislative act was passed that encouraged the reorganization of districts. In 1915 a law was enacted which made it mandatory that all rural areas be organized into larger districts. By the close of 1915 there were but thirty-nine districts in


26Dawson and others, op. cit., p. 251.
the state. Since that time one district has been organized. Today there are forty districts in the state of Utah.27

Utah provides a system that has been in existence for a sufficient length of time that the trial period may be said to be past. What lessons might be gained from her efforts? Lambert says that several facts are quite apparent:

1. The mere establishment of new districts does not mean equal educational opportunities with all districts or even in the district. Reorganization is just a beginning.
2. One must get educational leadership at the local level after reorganization to achieve results.
3. Reorganization is a continuous process.
4. State aid for construction of new building is necessary.
5. There will be a vast range of wealth between districts.28

Lambert likewise sounds the warning that if district boundaries are co-terminus with county boundaries many evils result. He similarly points out that after thirty years of school consolidation, local patterns of pre-consolidation areas still burn brightly.29

27Ibid., p. 252.


29Ibid., p. 25.
Moffutt strikes a more optimistic note when he says:

Nothing in this state's educational history has been so effective in producing so many educational benefits as has the elimination of the several hundred small school districts, and supplanting them with a union of these into county or city units for educational control and direction. 30

Reorganization in Illinois.-- Reorganization in Illinois began in 1908 when a few schools in Illinois followed the small district pattern and even as late as 1942 there were 12,027 districts. Illinois at that time had one-seventh of all the school districts in the United States within its boundaries. 31

The first real piece of reorganization legislation was a law of 1909 that authorized common school districts to consolidate by a majority vote of the electorate in each of the districts involved in the proposed consolidation. Failure to achieve a majority in any one district would defeat the proposal.

In 1919 a law was enacted authorizing the establishment of community school districts when a majority

30 Moffutt, op. cit., p. 242

vote was achieved within the entire territory of the district. This law again stimulated reorganization. 32

The Sixty-fifth General Assembly, in 1947, enacted legislation that should provide a definite impetus to district reorganization. New community districts were authorized, new accrediting procedures were established, money was provided to make a county survey of school districts, and a new basis for state aid was set up. In addition, the State Superintendent of Public Instruction prepared and distributed a Manual for County School Survey Committees of the State of Illinois. 33

As yet it is too early to determine what exact help this most recent piece of legislation has provided. In ninety-three of the 103 counties, surveys were begun before the end of 1947. If the voters follow the recommendations of the 101 county committees the districts will be reduced to twelve hundred. In addition there would be created sixteen county community units,

32Ibid., p. 165.

33Ibid., p. 165.
224 community unit districts, and there would be 613 units adhering to the dual system of elementary and high school districts.\textsuperscript{34}

These, of course, are only the plans of the committee and they will have to be approved by the affected voters. The Illinois plan has followed the State's tradition of state responsibility and local control.

**Reorganization in Ohio.**—Ohio is a state in which the local district, the township, the county, and the state all have some jurisdiction over the public school.

The Northwest Ordinance which set aside the sixteenth section of each township for school purposes encouraged the interest of the entire township in school government. In 1806 a law was enacted which provided that the township trustee might divide the township into districts. As the years passed, county and state educational offices tended to become increasingly important in the direction of school affairs.

By 1914 there were in Ohio 2594 school districts, and 9489 one-teacher school systems.35

In 1914 the office of County Superintendent was created and he was empowered to change boundaries and consolidate districts. This was the first step in reorganization.

The Foundation Program of Education was enacted by law in 1935. This provided that county education boards had to provide reorganization plans every year for four years. This was later amended so that plans had to be submitted only every two years. This work bore fruit and by 1944 the number of districts had been reduced to 1637. The number of one-teacher units had been reduced from a high, in 1914, of 9489, to 656 in 1944. By 1944 there were two thousand consolidated schools, and three hundred thousand pupils were transported daily.36

Several general benefits resulted from this program.


36 Ibid., p. 40
1. General control costs were reduced.
2. Overhead was reduced.
3. When larger administrative units were enacted, Boards of Education were able to hire better superintendents.
4. Larger districts and larger schools, resulting in lower per pupil costs.
5. Economy could be affected in the purchasing of large quantities of supplies.\(^{37}\)

**General Summary**

In this chapter a brief and summary type history of the district system has been presented. It has been shown that a need for reorganization was felt; it was begun. It was pointed out how districts can legally be changed. Lastly, the history of reorganization in Washington, Utah, Illinois, and Ohio was presented.

The next chapter outlines the characteristics of an effective school district.

\(^{37}\)Ibid., p. 41.
CHAPTER III

CHARACTERISTICS OF AN EFFECTIVE SCHOOL DISTRICT

Introduction

It is the purpose of this chapter to enumerate some of the general characteristics of a good district. When one reads the related literature it is apparent that there are two schools of thought with conflicting ideas as to what constitutes these effective characteristics. Educational administrators give certain minimum standards. These are formulated to achieve an efficient and smooth operating system from an administrative point of view. The second group, the rural sociologists, advocate much smaller minimal standards conceived with the idea of maintaining those institutions regarded as good.

The answer is probably a compromise. Certain concepts must be discarded that are non-applicable because of the difference between the state's problems and the country's problems viewed as a whole. When twelve thousand pupils are cited as the desirable num-
ber of attendants in the administrative unit,\textsuperscript{1} or the concept that a faculty of thirty to forty teachers is essential,\textsuperscript{2} it must be recognized that though such numbers may be desirable, these groups are not obtainable due to Nebraska’s population sparsity.

Again, Lambert maintains that no district should be set up with less than two to five thousand pupils from grades one through twelve.\textsuperscript{3} Another writer advocates a minimum of sixteen hundred pupils and forty-five teachers as necessary to furnish population of a supervisory and administrative unit.\textsuperscript{4} These large groups would be impracticable for Nebraska for many counties of Nebraska do not have twelve thousand pupils, or even two thousand pupils, in grades one through twelve.


\textsuperscript{2}Ibid., p. 87.


\textsuperscript{4}W. B. Rogers, "Some Social Aspects of School District Reorganization", Education Administration and Supervision XXIV (September, 1938), p. 454.
Minimal standards must be sought and in some cases even sub-minimal units may have to be organized because of:

1. Population sparsity.
2. Poor roads.
3. Public resentment of too great pupil transportation distances.

The problem then limits itself to formulating characteristics that will be minimal and yet effective. To do this one must keep in mind that a school district is composed of three units; the attendance unit, the administrative unit, and the fiscal unit. Examination is best accomplished by discussing each of the units separately.

The Attendance Unit

Its general characteristics. - The attendance unit can be defined as the unit that: ..."includes all the area from which students go to a particular school." 

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5Quincy V. Doudna, "Local School Units in Rural Areas", Educational Administration and Supervision, XXVIII (April, 1942), p. 241.

6Ibid., p. 242.
The problem then is, what should be the size of the unit from which a school shall draw its students? Sears had this in mind when he said:

A local school district should be a normal community of people. Only so can it have that consciousness of self, required to give it the common purpose, the social native, the unity and facilities, (customs, acquaintances, friendships, habit of life, common tastes and aspirations) for developing an institution that is a people's institution. If the local school is not the people's it is not going to function in behalf of the principles of democracy."7

Certainly people must cooperate to build good schools, hence the effective districts must be organized around community life and thus draw strength from it in every way possible. Communities, though, are composed of neighborhoods, and it is through the interrelation of these two that attendance units may be determined.

Neighborhoods.-- How can we recognize neighborhoods and communities? Often neighborhoods are distinguishable only to their inhabitants. Some might be hamlets, some are determined by crossroad filling stations, other times they are determined by

a local geographical feature or the general store. They often are named for a pioneer family.®

The Community.— The community, or as Doudna refers to it, the natural community,® is the next larger sociological unit. It can be differentiated from the neighborhood by virtue of the fact that the community forms a trade area and is composed of several neighborhoods. People go there to buy food, supplies, consult a doctor or a dentist, have their cars and machinery repaired, attend the movies, church, and club meetings. A bank, post office, high school, tavern, barber shop, are all establishments that mark a natural community. It is true the community's size will vary, yet most people can recognize it. Sociologists call it, "a social drainage basin". 10

Generally speaking, in building community type districts, the neighborhood is chosen as the elementary attendance unit. The community forms the secondary attendance unit.11

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®Dawson and others, op. cit., p. 70.
®Doudna, op. cit., p. 255.
10Tbid., p. 255.
11Dawson and others, op. cit., p. 72.
In elaborating on the characteristics of the two types of attendance units, it might be wise to consider each separately.

The elementary attendance unit.-- It is seen that the neighborhood environs serve as the boundaries for the elementary attendance unit. Several specific problems now appear.

How small can the pupil population be? Since America has thousands of one-room schools, it would be in the realm of the impossible to expect a complete abolition of them. It might be possible to raise the standards of some of them that would have to be retained. Cowen and Cox conclude that elementary units may have to be organized for as few as forty-five pupils.\textsuperscript{12}

What should be the pupil teacher ratio? Numerous studies have been made concerning this, with opinions varying from ratios of twenty-five to one, to forty to one. Dawson maintains that in schools that are smaller than the desired minimum standard the

\textsuperscript{12}Cowen and Cox, "Issues involved in Enlarging School Administrative Units", \textit{The American School Board Journal}, CIX, (August, 1940), p. 28.
ratio should not exceed twenty-five to one.\textsuperscript{13}

How many grades must be included in the elementary school? This problem has been of wide concern to educators. In using the neighborhood as the elementary attendance area, it appears that grades one through six should constitute the school.\textsuperscript{14}

What should be the distance pupils should be required to travel? The elementary pupils should not have to walk more than one and one-half to two miles, or ride on a school bus more than one hour each morning or afternoon.\textsuperscript{15}

The secondary attendance unit.— The secondary attendance unit and the community are coterminous in boundaries. Several specific questions pose themselves here.

How small can the pupil population of a secondary school justifiably be? Dawson, in his study, found that there should be a minimum of 210 pupils in a six year high school.\textsuperscript{16}

\begin{flushleft}
\textsuperscript{13}Dawson and others, \textit{op. cit.}, p. 80.
\textsuperscript{14}\textit{Ibid.}, p. 79.
\textsuperscript{15}\textit{Ibid.}, p. 80.
\textsuperscript{16}\textit{Ibid.}, p. 79.
\end{flushleft}
What should be the teacher pupil-ratio? The ratio may range from twenty-five to one up to and not exceeding thirty-five to one.17

How many grades should be included in the high school? The National Association of Education advocates that the high school should offer three years of junior high school and three years of senior high school work, under separate organizations.18

How far should high school pupils be asked to travel to school? Carpenter maintains that transportation should be furnished to all those living beyond walking distance, and they should not be required to be on the bus longer than fifty to sixty minutes.19

In summary.— In summary the attendance unit:
1. Is determined by the natural community.
2. The natural community is composed of neighborhoods.

17Ibid., p. 79.
18Ibid., p. 79.
3. The elementary attendance unit is co-terminus with the neighborhood.

4. The secondary attendance unit is co-terminus with the community.

5. The elementary school should be organized as a six-grade school.

6. The high school should be organized as a six-grade school.

The Administrative Unit

Its size. -- In outlining the effective characteristics of a basic administrative unit, it must be kept in mind that Antelope County, and Nebraska in general, are areas of very low pupil density. In discussing the administrative unit in this study, minimum acceptable standards are used; and it is recognized that these standards are minimal. Because of this population sparsity it would be inadvisable to use Dawson's concept of ten thousand to twelve thousand pupils as a standard administrative unit. Rather the problem must be viewed in the light of Carpenter's observations:
In order to provide these services, the administration should have a minimum of 1250 pupils if possible; if not, it should have all of the children that are geographically available.20

The administrative unit must be large enough to be able to provide:

2. Health service.
3. Special instruction in creative art and music.
4. Competent supervisory staff.
5. Vocational instruction.
6. School library services.
7. Physical education.
8. Transportation.21

Its control.— Above all, the administrative unit must be flexible. It must correlate the elementary and secondary schools. Its control should still lie within the hands of the people of the natural community. As Ragan says:

20 Ibid., p. 27
21 Dawson and others op. cit., p. 87.
The weakness of the district system is not in the principle of local control on which it was based, but rather in the fact that the geographical form in which it found expression does not accord with present communities. The purpose of school district reorganization should not be to remove control of the schools from the local community, but rather to make the school districts conform to the enlarged community of the present.22

In the previous discussion concerning the attendance unit's size, it was pointed out that the natural community was the boundary determinate of the secondary school. Thus, the community or "social drainage basin" is desirable as the basic administrative unit. Pointing up this interrelation between the secondary attendance unit and the administration unit, Doudna says:

"Ordinarily the administrative unit would be coterminal with the attendance area of its senior high school."23

Summary.—In summary the administrative unit should:

1. Be locally controlled.
2. Have its size determined by the extent of the community environs.

22Ragan, op. cit., p. 455.
23Doudna, op. cit., p. 255.
3. Contain a secondary school and several elementary attendance units.

4. Provide health services, guidance, a competent supervisory staff, special instruction in creative art and in music, vocational instruction, school library service, and the transportation required.

Though these characteristics are broad, it is well to remember:

There is no one answer as to what is the most satisfactory local school administrative unit for any given state or area. The answer might be sought in light of the facts in the local situation and in scientific planning according to sound education and sociological principles.24

The Fiscal Unit

Its general characteristics.-- The third aspect of the basic district, the fiscal unit, has been the unit upon which most emphasis has been placed in previous redistricting.25 It certainly is an important consideration, but since the real reason for

24 Dawson and others, op. cit., p. 88
a school district is to provide educational opportunities for its citizens, the money aspect should be incidental to this primary consideration. Ragan goes even further than this in maintaining that a district's financial success is not first, but he says it may not even be an important one since state aid should be used.26

The fiscal unit may be defined as:

"A local area, the taxpayers of which are taxed at a common rate, for the support of certain schools within the area."27

Its size.— The problem then is, what area should serve as the fiscal unit for the effective district? Administration and fiscal problems and policies are so closely related as many times to be almost identical; it would seem wise to make the fiscal and administration boundaries identical. Cowen and Cox support this view in their remarks:


27Doudna, op. cit., p. 243.
"Each administrative unit should have its own school board and should function as a separate tax unit."\textsuperscript{28}

Doudna reinforces this opinion by stating:

Inasmuch as financial matters involve administrative control, it seems advisable to make the local fiscal unit coterminus with the local administrative unit.\textsuperscript{29}

Since the fiscal unit should be identical with the community, problems will arise because of the inequality in the tax supporting power of the various communities. This problem is not new or unique, for it has existed no matter what type of district organization was used; the answer evidently lies in some sort of state aid.\textsuperscript{30}

Supplementary financial aid.-- Since the size of most of the present districts in the Nebraska area are smaller in area and assessed valuation then would be a community district, "the social drainage basin" would provide increased financial help. That this increase would be sufficient in all cases is doubtful.

\textsuperscript{28}Cowen and Cox, \textit{op. cit.}, p. 29.

\textsuperscript{29}Doudna, \textit{op. cit.}, p. 248.

\textsuperscript{30}Ibid., p. 256.
Separate investigations would have to be made of individual areas in order to determine what part of a minimal, acceptable educational plan could be supported by the community districts.

The fiscal reorganization is without doubt the crucial point in the selling of reorganization to the people. It must be demonstrated practically to the people what form and shape the new unit will take. A real selling job must be done.

**Summary.**— In summary the fiscal unit should:

1. Be coterminous with the administrative unit in the natural community.

2. Not be expected to completely support the program in all cases.
General Summary

The characteristics of an effective district are:

1. An attendance unit determined by the natural community.
   A. The elementary unit is coterminus with the community and the neighborhood.
   B. The secondary unit is coterminus with the community.

2. An administrative unit that:
   A. Is coterminus with the community.
   B. That includes several elementary attendance units.
   C. That contains one high school.

3. A fiscal unit that:
   A. Is coterminus with the administrative unit.
   B. Should not be expected to be completely self-sufficient in all cases.
CHAPTER IV

THE NEBRASKA REORGANIZATION OF SCHOOL DISTRICTS ACT

Introduction

Reorganization in Nebraska was initiated by a group of educators, taxpayers, and state department employees. This group led by several men in the department of education of the University of Nebraska and by the State Superintendent, headed the movement to have legislation passed during the 1947 meeting of the Nebraska Unicameral Legislature.

A comprehensive reorganization bill was introduced. It was reported out of committee favorably, passed first, second, and third reading. It lost on final reading by a vote of eighteen to twenty with two senators present, but not voting, and three absent.¹

During the 1947 and 1949 legislative sessions, there was heated discussion for and against a reorganization bill. In the next few pages are given the chief arguments both for and against reorganization of Nebraska's school district.

This is followed by a summary of Legislative Bill 27, the act that was finally passed. A copy of the Act may be found in the Appendix.

Arguments for Reorganization

The present district system is inadequate.—The introduction of the reorganization bill followed several studies made of the condition of the Nebraska schools by proponents of the bill. Some of the outstanding facts discovered were:

During the school year, 1945-46 there were districts in Nebraska. Of these:

1,359 sent pupils to other districts.
201 provided neither a school nor contracted.
4,626 operated one teacher systems, with an average daily attendance of nine pupils.
100 operated two teacher elementary schools.
59 operated schools for ten or eleven grades.
457 districts operated a full twelve grade school for all pupils.
23 districts have had no school in operation or contracted for five years.

6.5% of Nebraska's schools serve all pupils of elementary and high school age.²

There has been a change in population. Further arguments given by proponents of the reorganization bill in 1946-47, and in 1948-49 include the charge that Nebraska's districts were laid out when there was a rural school population of 134,000. In the last twenty-five years this has dwindled to 54,000. In addition, about one-fourth of all the districts have ceased to operate.³

Financial inequality in present system. Again there was pointed out the great disparity that exists between the tax loads that adjoining districts must bear. During the school year 1947-48, one school district had no mill levy while another had one of 74.8 mills. Two hundred thirty-nine elementary districts levied no school tax at all. Approximately $40,000,000.00 of assessed property now is paying nothing for school support except for free high school tuition.⁴

²Henzlik and Chisholm, Nebraska Looks at Her School Districts, (Lincoln: University of Nebraska Press, 1948), p. 3.


⁴Henzlik and Chisholm, op. cit., p. 5.
Present system has too many small schools. --

Henzlik and Chisholm further argue that Nebraska's present district system limits the opportunities for Nebraska's children. They point out that:

1. Last year sixteen districts which maintained school had one pupil; 103 only two pupils; 148 had only three pupils; 236 only four pupils; and 347 had five pupils.

2. Last year 412, or 68 percent of Nebraska's 606 high schools had one hundred pupils or less; the average for the nation, as a whole, is approximately 130 pupils.

3. Of the above 412 high schools, 136 (or 26 percent) had less than twenty-six pupils. Some had only one or two pupils.5

Other arguments. -- There were other arguments indicating that the present system was inadequate. In the following pages are found tables that summarize these arguments.

5Ibid., p 6.
<table>
<thead>
<tr>
<th></th>
<th>United States'</th>
<th>Nebraska's</th>
<th>Amt.</th>
<th>Rank</th>
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<tr>
<td>1. Cost per pupil</td>
<td>$125.41</td>
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<td>2. Salary paid teachers</td>
<td>- - -</td>
<td>- - -</td>
<td>37</td>
<td></td>
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<tr>
<td>3. Enrollment per teacher</td>
<td>28.11</td>
<td>18.93</td>
<td>45</td>
<td></td>
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<tr>
<td>4. Percent of elementary districts having one teacher</td>
<td>56.67</td>
<td>86.62</td>
<td>3-4</td>
<td></td>
</tr>
<tr>
<td>5. Daily attendance per elementary district</td>
<td>82.50</td>
<td>23.40</td>
<td>46</td>
<td></td>
</tr>
<tr>
<td>6. High school and elementary enrollment per district</td>
<td>176</td>
<td>29</td>
<td>48</td>
<td></td>
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<tr>
<td>7. Total population per district</td>
<td>191</td>
<td>173</td>
<td>48</td>
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*Source: Henzlik and Chisholm, Nebraska Looks at Her School Districts, (Lincoln: University of Nebraska Press, 1948, p. 3.*
### TABLE 2

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<th>State</th>
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<td>Iowa</td>
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<tr>
<td>South Dakota</td>
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<td>Mississippi</td>
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<td>Avg. All States</td>
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* Source: Financing Nebraska's Schools, (Lincoln: Nebraska State Education Association, 1950), p.3.

### TABLE 3

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<tr>
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<td>8,107</td>
<td>26</td>
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<td>Nebraska</td>
<td>7,961</td>
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<tr>
<td>South Dakota</td>
<td>7,716</td>
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<tr>
<td>Iowa</td>
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<tr>
<td>Mississippi</td>
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<td>Avg. All States</td>
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* Source: Financing Nebraska's Schools, (Lincoln: Nebraska State Education Association, 1950), p. 3.
### TABLE 4

PERCENT OF SCHOOL REVENUES
FROM PROPERTY TAX *

<table>
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<tr>
<th>State</th>
<th>Percent</th>
<th>Rank</th>
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<tr>
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<tr>
<td>Nebraska</td>
<td>88.5</td>
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<td>Kansas</td>
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<td>Iowa</td>
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<td>Colorado</td>
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<td>72.0</td>
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<tr>
<td>Avg. All States</td>
<td>66.5</td>
<td>--</td>
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* Source: Financing Nebraska's Schools, (Lincoln Nebraska State Education Association, 1950), p. 3.

### TABLE 5

AVERAGE ANNUAL SALARIES OF TEACHERS *

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<th>State</th>
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<tr>
<td>Wyoming</td>
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<tr>
<td>Kansas</td>
<td>2,152</td>
<td>32</td>
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<td>South Dakota</td>
<td>1,932</td>
<td>39</td>
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<tr>
<td>Nebraska</td>
<td>1,919</td>
<td>40</td>
</tr>
<tr>
<td>Mississippi</td>
<td>1,293</td>
<td>48</td>
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<tr>
<td>Avg. All States</td>
<td>$2,440</td>
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</table>

* Source: Financing Nebraska's Schools, (Lincoln Nebraska State Education Association, 1950), p. 3.
<table>
<thead>
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<th>State</th>
<th>Rank</th>
<th>State</th>
<th>Rank</th>
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<tbody>
<tr>
<td>South Dakota</td>
<td>1</td>
<td>New Mexico</td>
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</tr>
<tr>
<td>Iowa</td>
<td>8</td>
<td>Iowa</td>
<td>5</td>
</tr>
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<td>Wyoming</td>
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<td>Colorado</td>
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<tr>
<td>Connecticut</td>
<td>48</td>
<td>Illinois</td>
<td>48</td>
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</tbody>
</table>

* Source: Financing Nebraska's Schools, (Lincoln: Nebraska State Education Association, 1950), p. 3.

Arguments Against Reorganization

*The opposition.* -- The opposition to a reorganization bill was headed by several groups, chief among them was the rural taxpayers and various other taxpayer organizations.
Their main argument.-- Their main argument was that redistricting will not in itself equalize the costs in the affected districts. A large district with a low assessed valuation would still be poor in comparison with a large district with a high valuation.®

Road network inadequate.-- A second argument was that Nebraska's road network is not good enough to permit transportation of pupils during periods of snow and mud. Senator Weborg, of Pender, in an appearance before the 1949 legislature held that it would be impossible to do any redistricting work until Nebraska's roads are improved.7

New taxes would be needed.-- Again, opponents of the Reorganization Act maintain that new taxes would have to be levied. These taxes would fall into two groups, income taxes and sales taxes.

The opponents had several arguments against these taxes, chief among them were:

1. There should be no new form of taxation.
2. Sales taxes and other non-property taxes are added.

®Ibid., p. 3.
7Omaha World Herald, February 6, 1949.
3. The sales tax does not conform to the ability to pay.

4. The sales tax is a tax on the necessities of life.

5. The income tax would add to the burden of the already excessive federal income tax.

6. People with the same income have varying financial responsibilities.8

Legislative Bill 27

The bill is passed.— During the 1949 meeting of the legislature, Senator Metzger, of Cedar Creek, introduced Legislative Bill 27, that has come to be known as the Nebraska Reorganization Act. It was passed by the Legislature and signed by the Governor. This bill provided that districts may be abolished, combined, subdivided, created or split among various other districts.

A summary of the bill.— A state redistricting committee was to be appointed by the Governor. A county redistricting committee was to be chosen by an election of the members of all school boards in the county.

8Financing Nebraska's Schools, op. cit., p. 3.
The state committee would consist of six members. One member would be the State Superintendent of Public Instruction. Five other members would be appointed by the Governor. Of these appointees, three would be laymen and two must hold teacher's certificates.

The county committee would consist of six to ten members to be chosen at a meeting of the members of all school boards in the county within one hundred and twenty days after the bill becomes effective.

A majority of the members would be chosen from rural or elementary school districts. The county superintendent will be a non-voting member of the committee.

It is the duty of the state committee to initiate and recommend plans to the county committee. If the county committee decides no redistricting is needed, none will be undertaken.

If redistricting is planned, the local committee will hold a public hearing. The final plan will then be forwarded to the state committee for study. In not less than sixty nor more than one hundred and twenty days after hearing from the state, the county superintendent will submit the plan to the people in the districts affected in a special election.
If the plan is voted upon favorably, the county superintendent shall make the changes in district boundaries as provided by the plans. He shall appoint a school board to serve in the new district until the regular election is held.

Funds have been set aside by the state and by the counties to be used to enact into law the provisions of this bill.

No committee member, either state or county, shall receive a salary; expenses will be paid from funds set aside for this purpose.

The state committee.-- In accordance with the bill's provisions, a state reorganization committee was appointed by the Governor. They were: Annabel Hanna, Superior, Housewife, Chairman; Earle W. Wiltse, Grand Island, Superintendent of Schools; Mabel Grimes, Rushville, newspaper publisher; R. C. Johnson, Meade, farmer; Wayne O. Reed, Lincoln, State Superintendent of Public Instruction, non-voting member, Secretary.

Throughout the state, school boards have met and county committees have been selected.

Summary.-- This chapter has presented the arguments for and against the reorganization bill.
Today, in Nebraska, the county committees are making surveys of the schools in their counties. As yet no further action has been taken. In the two chapters that follow, the information concerning Antelope County schools is presented. In addition this information has been supplemented by historical background, population trends, and other pertinent information.
CHAPTER V

ANTELOPE COUNTY

The Topography of the County

Its position in the state.-- If the state of Nebraska were divided into four equal parts by drawing a line through the center of the state east and west and another north and south, Antelope County would occupy the center section of the northeast quarter of Nebraska.¹

Its size and contour.-- Antelope County is thirty-six miles long north and south and twenty-four miles east and west. It contains 864 square miles or about 552,960 acres of land.² The general surface of the county is a gentle rolling plain, with perhaps the highest hills not exceeding an elevation of 150 feet. In the same southwest section of the county are the beginning of a few sandhills.

²Ibid., p. 9.
There are no deep canons or ravines. There is a difference in elevation of about 150 feet from east to west. The land itself is composed of a sandy loam which in places runs to a worthless sand in certain upland areas. In times of drought this latter type of soil forms large "blow-outs" that are economic hazards to ranchers and farmers. The valleys are narrow and the uplands are flat to rolling.

_Its rivers._-- The chief water shed is the Elkhorn River, which enters the valley from the west and passes out from the east line, ten miles from the southeast corner. This stream is a meandering stream that always has some water in it. It later runs in a southeasterly direction and enters the Platte River on the west line of Sarpy County. Its chief tributaries in Antelope county are Cedar Creek and Clearwater Creek. The Cedar joins the Elkhorn one mile east of Oakdale in the southeast corner of the county. Clearwater Creek is a small clear river that rises in the sandhills, in northern Wheeler County, and southern Holt county. It joins the Elkhorn a half mile east of the town of Clearwater. It is about twenty-
four miles long. Another water shed is the Verdigris River. It drains about two-ninths of the county. It flows north to join the Niobrara River, near its mouth. It is best known for the trout fishing it offers. Originally there was little timber in the county with the exception of some trees, located near what is now the town of Oakdale. Since pioneer days there has been considerable plantings of trees in the valleys of the chief rivers.

The rainfall and frost. The county has a mean rainfall of about twenty-four inches. The first killing frost is generally before October 1st.

The Transportation Systems of the County

The railroads.— The county is served by three railroads, two of which are but branch lines, and which today are unimportant as carriers in the county's economy. The third line is important. It is the county's main line of the Chicago Northwestern and serves northern Nebraska. It connects Omaha with Chadron; and from there it connects with other lines

\[3^{\text{Ibid.}}, \text{p. 11.}\]
\[4^{\text{Ibid.}}, \text{p. 260.}\]
to the northwest part of the country. This line serves the vital functions of carrying the vast majority of the cattle from Nebraska's sandhill area to the eastern markets, via Omaha.

**The highways.**— The county is traversed from east to west by two oil surfaced highways. United States highway 275 runs through the central part of the county, acting as a link from Omaha to the northwest. United States highway twenty passes through the northern part of the county connecting Sioux City with northern and western Nebraska. There is but one oil surfaced road running north and south. It is State Highway 14. It links highway twenty and highway thirty.

There is the usual system of county maintained roads. The best of these are the mail route roads. However, all the roads are but of a fair quality and considerable trouble is encountered from drifting snows and spring rains.

**The buses.**— Bus service is provided twice daily to towns on highway 275 by the Red Arrow Stages. This line connects O'Neill and Norfolk.
The towns on highway twenty are provided twice daily with bus service by the Greyhound lines. This line connects O'Neil and Sioux City.

Twice daily bus service is provided from Neligh south via highway fourteen by the Meridian stages. This line connects Neligh and Grand Island via Albion.

The Towns of the County

Neligh.-- The county seat of Antelope County is Neligh, whose population in 1940 was 1649. It is centrally located and was named for John D. Neligh. He was the proprietor of the original townsite. It is the largest town in the county and is at present building a large new addition to its school buildings. It is served by highway 275 from the east and west, and highway fourteen from the north and south. It is served by the Chicago Northwestern Railroad.

Elgin.-- Elgin is the second largest town in the county. Its 1940 population was 853. It is located in the southern section of the county and it is heavily populated by Catholics. Here is located St. Boniface, a Catholic Parochial School.

Oakdale.-- Oakdale, a village with a population of 561, is the site of the oldest settlement in the county. Crandell Hopkins arrived there in 1868 with his wife and twelve children. He settled there in November; the following spring he was joined by several other settlers.

In 1871 the county was organized and Oakdale was selected as the site of the county seat. Later, in 1878, the county seat was transferred to Neligh.

A. J. Leach was elected the first county superintendent and proceeded to organize the first school districts. In the fall of 1871 school was conducted in districts one, two, three, four, five, and six. Other districts were added as the population in the county increased. Today there are one hundred and eleven districts in the county.

Other Towns.-- Clearwater, (population 568) Orchard, (population 493) Royal, (population 193) and Brunswick (population 289) are the remaining villages in the county. Clearwater is located ten miles west of Neligh on Highway 275. Orchard, Royal and Brunswick all lie on Highway twenty.
Population Trends

Tables 7 and 8 provide a picture of the population trends in the county. In 1870, when the first census was taken, prior to county organizational proceedings, the population was 549. Most of this population was concentrated in or around Neligh and Oakdale. The railroad arrived at Oakdale in 1871 and proceeded to O'Neill in 1877. The railroad provided a stimulus to homesteading and the population increased rapidly.

The population peak in the county was reached in 1920. At that time the population was 15,243. Since that time there has been a gradual decrease in population. This has been caused first by an increase in the size of the farms, due to mechanization of farming. Secondly, the drought and depression of the 1930's caused a drop in population throughout the state. Unofficial returns from the 1950 census indicate that a population drop of about two thousand people occurred in the county since 1940.

The Economy of the County

Antelope County is presently enjoying greater prosperity than it ever has. The standard of living is
TABLE 7

POPULATION OF ANTELOPE COUNTY

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1870</td>
<td>549</td>
</tr>
<tr>
<td>1880</td>
<td>3,953</td>
</tr>
<tr>
<td>1885</td>
<td>9,463</td>
</tr>
<tr>
<td>1890</td>
<td>10,399</td>
</tr>
<tr>
<td>1900</td>
<td>11,344</td>
</tr>
<tr>
<td>1910</td>
<td>14,003</td>
</tr>
<tr>
<td>1920</td>
<td>15,243</td>
</tr>
<tr>
<td>1930</td>
<td>15,206</td>
</tr>
<tr>
<td>1940</td>
<td>13,273</td>
</tr>
<tr>
<td>TOWNS</td>
<td>1880</td>
</tr>
<tr>
<td>------------</td>
<td>------</td>
</tr>
<tr>
<td>CLEARWATER*</td>
<td>215</td>
</tr>
<tr>
<td>ORCHARD*</td>
<td>100</td>
</tr>
<tr>
<td>ELGIN*</td>
<td>202</td>
</tr>
<tr>
<td>OAKDALE</td>
<td>338</td>
</tr>
<tr>
<td>NELIGH</td>
<td>326</td>
</tr>
<tr>
<td>ROYAL*</td>
<td>-</td>
</tr>
<tr>
<td>BRUNSWICK*</td>
<td>-</td>
</tr>
</tbody>
</table>

* Not available
** Estimated
higher than it ever has been. The Rural Electri­
ification Administration is completing the installation
of power lines in the county. Electricity is avail­
able to almost all those who desire it.

The economy of the county is geared to agri­
culture - both farming and ranching. The latter
predominates in the southwestern, western and northern
parts of the county. There has been no serious
droughts on a county wide scale since the 1930's.
Little irrigation is found in the county, a high
water table in the river valleys makes it unneces­
sary. No manufacturing is found in the county.

The People of the County.

Race and Religion.-- The people of the county
are a heterogeneous group. Most of these people have
been born in America. There are no areas of any size
in which one nationality predominates. Almost all
religions are represented in the county. In the area
surrounding Elgin there is a high concentration of
Catholics. They would seem to cause a slight unbal­
ance of religious representation. This is counter­
balanced in the northern section of the county where
there is a definite sparsity of Catholics.
The People's Interests.-- The community interests of the people tend to center in the local theatre, the town baseball teams, and the high school basket ball team. In almost every case the school is the focal point for much of the town's social and recreational interest. The class plays, musical programs, athletic contests, and graduation exercises of the high schools are followed with much more attention than is found in many much larger communities. The local school would appear to be an important part of the citizen's daily life.

Conclusion

This chapter has dealt with the county as a whole. It has provided an overall picture of the county. The next chapter provides an intensive look at the schools of the county.
CHAPTER VI

THE FINDINGS

Introduction

This chapter gives the findings of the survey of all the districts in the county. To simplify the findings the rural schools and the town districts have been dealt with separately. This has been done, because to include the town districts with the rural districts, a distortion would have resulted that might have clouded the findings. The findings are contained in the graphs, charts, tables, and maps that follow. However, additional explanations are provided, and in some cases additional information is given that is contained in the original data sheets from which the accompanying charts were compiled. A map of the school districts may be found on page 55.

The Rural Districts

Assessed valuations.— In figure 2 the assessed valuations of the rural districts in the county are plotted for the years 1929, 1939, and 1949. The mean valuation for 1929 was $287,589.00, and for 1939 it was $166,900.00. For 1949 it was $182,000.00.
District thirty-five has the highest assessed valuation in the county - $362,590.00. This district is located about ten miles south and about five miles east of Brunswick. It has a mill levy of 14.6 mills compared with a levy of 5.8 mills and a valuation of $507,025.00 in 1929. It is operating a school with twenty-four pupils and the teacher is paid $1710.00.

District 125 valued at $67,490.00 has the lowest valuation in the county. This district is located nine miles west and two miles north of Elgin. It has a school levy of 3.8 mills compared with a levy of 11 mills in 1929 and an evaluation at that time of $106,015.00. The school was closed the year of 1948-49. The school was open in 1944-45 when there was an enrollment of three pupils.

Mill levies.-- The mill levies for the years 1929, 1939 and 1949 have been plotted in figure 3. The mean mill levy for 1929 was 6.17, for 1939 it was 6.97, and for 1949 it was 11.89 mills.

District seventy-one has the highest mill levy among the rural districts in the county with a levy of
FIGURE 2
ASSESSED VALUATION OF RURAL SCHOOLS IN ANTELOPE COUNTY

ASSESSED VALUATIONS
(in thousands)

NUMBER OF DISTRICTS

0-100

100-200

200-300

300-400

400-500

500-600

600-700
FIGURE 3
MILL LEVIES OF RURAL SCHOOLS IN ANTELOPE COUNTY
26.8 mills. This district adjoins the Neligh district on its northeast boundary. It has an assessed valuation of $100,885.00. In 1929 its mill levy was 13 mills. The enrollment of this school was nine pupils in 1949 and the per pupil cost was $173.00. This compares with the per pupil cost of $54.00 in 1929 when the enrollment was twenty-five pupils. In 1949 the teacher was paid $1350.00.

Districts fifty-five, fifty-nine, one hundred ten, and one hundred twenty-five are all located in the southern three tiers of districts. Nine of these districts are maintaining a school and they are levying the minimum amount, 3.8 mills, permitted by law.

Figure 12 on page 94 provides a map with all this information.

Per Pupil costs.-- Figures 4 and 5 indicate the per pupil costs for the years 1934, 1939, 1944 and 1948. This figure was found by dividing the total amount spent by each district for the year by the average daily attendance of each district. These graphs indicate that the mean per pupil costs were:

1934 - - - - - - - $52.60
1939 - - - - - - - 59.05
1944 - - - - - - - 120.60
1948 - - - - - - - 175.92
FIGURE 4

PER PUPIL UNIT COST (1934-5, 1939-40, 1944-5)

NUMBER OF DISTRICTS

PER PUPIL COST (in dollars)

*3 Are above 400

*400
FIGURE 5
PER PUPIL UNIT COSTS

Current
(1949)

*Includes schools with $388, $398, $422, $491, and $581 per pupil costs.
The highest per pupil cost in the county for the year 1948-49 was found in District five. This District adjoins Neligh on the northwest. It spent a total of $909.87 and at the same time they had a per pupil cost of $581.00.

The lowest per pupil cost in the county was District sixty-eight with a per pupil cost of $86.00. This district adjoins Orchard on the west.

In 1934 the high per pupil cost was $168.00. in District twelve. The low per pupil cost was twenty-four dollars in District ninety.

Enrollment trends.-- Figure 6 provides a graph of the enrollment trends in the rural schools. The mean decrease for the period 1929-1949 was 10.5 pupils per district for those districts whose enrollment decreased. The greatest loss for the period was in District thirty-five. It had an enrollment of sixty-one students in 1929 and an enrollment in 1949 of twenty-four pupils. This was a loss of thirty-seven students. This district has the greatest valuation of any rural district in the county.

The greatest gain in enrollment for this period has been made by District fifty-one. This district has gained fifteen students. In 1929 the
FIGURE 6
ENROLLMENT TRENDS IN RURAL SCHOOLS OF ANTELOPE COUNTY
1929-1949

*Includes 1 school over 40
FIGURE 7
TEACHER PUPIL RATIOS FOR ANTELOPE COUNTY
1949-1950

* Includes 1 school with 1-1 ratio
enrollment in District fifty-one was ten pupils and in 1949 it was twenty-five students. This district is located twelve miles east and one mile south of Brunswick.

Teacher-pupil ratios.-- Figure 7 provides a graph of the teacher-pupil ratios of the county for the year 1949-50. Since in all cases there was but one teacher, this graph gives at the same time a graph of the enrollments in the districts for 1949-50. The mean enrollment was 8.625 pupils per teacher.

District thirty-eight, located ten miles east and six miles north of Clearwater, had the greatest number of students, with twenty-two pupils. The teacher teaching these students has had fifteen college hours of work and three years experience. This is her second year in this position. The per pupil cost of educating these children is $87.00. This teacher is paid $1800.00 per year.

District forty-four adjoining District thirty-eight on the east, has the lowest number of pupils in the county - one. This teacher had seventy-two hours of college, had two years experience and received a salary of $1215.00. Thirteen hundred and eighty-nine dollars were spent during the fiscal year by this district.
Teacher salaries.-- Figure 8 provides a picture of the salaries paid the teachers for 1934, 1944, and 1949. The mean salary paid in 1934 was $1450.00, in 1944 it was $1214.00, and in 1949 it was $1413.00.

The highest salary paid to a teacher in an eight grade rural school was $1800.00. This was paid to teachers in Districts thirty-eight, forty-eight, ninety-seven, one hundred twelve, and District one hundred fourteen. The college training and experience of each of these teachers respectively was as follows:

<table>
<thead>
<tr>
<th>District</th>
<th>College Hours</th>
<th>Years Experience</th>
</tr>
</thead>
<tbody>
<tr>
<td>38</td>
<td>15</td>
<td>3</td>
</tr>
<tr>
<td>48</td>
<td>27</td>
<td>3</td>
</tr>
<tr>
<td>97</td>
<td>57</td>
<td>5</td>
</tr>
<tr>
<td>112</td>
<td>33</td>
<td>5</td>
</tr>
<tr>
<td>114</td>
<td>9</td>
<td>4</td>
</tr>
</tbody>
</table>

The lowest salary paid was $1060.00 in District eighty-three located fourteen miles north and four miles west of Neligh. This teacher had twelve hours of college training and one year experience.

Teacher training.-- Figure 9 provides a summary of the teacher training for the rural teachers. The seventy-three teachers had a mean preparation of 11.33 college hours.
FIGURE 8

RURAL TEACHER-SALARIES IN
ANTELOPE CO. FOR THE YEARS
1934, 1945, and 1950

NUMBER OF TEACHERS

SALARIES PAID

$2100

$1800

$1500

$1200

$900

$600

$300

0-
A teacher in District sixty-five with seventy-five college hours has the greatest amount of college training of the teachers teaching in eight grade rural schools. This district is located three miles south and six miles east of Orchard. This teacher has had one year experience and taught nine pupils. She received $1350.00 annual salary.

There were five teachers teaching in the county with only high school Normal Training preparation. Their districts and salaries respectively were:

<table>
<thead>
<tr>
<th>District</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>15</td>
<td>$1530.00</td>
</tr>
<tr>
<td>21</td>
<td>1485.00</td>
</tr>
<tr>
<td>42</td>
<td>1350.00</td>
</tr>
<tr>
<td>60</td>
<td>1350.00</td>
</tr>
<tr>
<td>73</td>
<td>1620.00</td>
</tr>
</tbody>
</table>

**Indebtedness**—There were only four rural districts that had any type of indebtedness. In every case this consisted of registered warrants that were unpaid.

<table>
<thead>
<tr>
<th>District</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>27</td>
<td>$137.90</td>
</tr>
<tr>
<td>100</td>
<td>719.64</td>
</tr>
<tr>
<td>126</td>
<td>396.40</td>
</tr>
<tr>
<td>127</td>
<td>594.00</td>
</tr>
</tbody>
</table>
FIGURE 9
TRAINING OF TEACHERS IN RURAL SCHOOLS OF ANTELOPE COUNTY
TOTAL NUMBER OF TEACHERS = 73
The Town Districts

An enumeration of the town schools.-- There are, in Antelope County, eight four-year high schools. Seven of these are public. The eighth, St. Boniface, is a Catholic Parochial school. It is located in Elgin. The public schools are:

<table>
<thead>
<tr>
<th>District</th>
<th>Town</th>
</tr>
</thead>
<tbody>
<tr>
<td>9</td>
<td>Neligh</td>
</tr>
<tr>
<td>18</td>
<td>Elgin</td>
</tr>
<tr>
<td>6</td>
<td>Clearwater</td>
</tr>
<tr>
<td>11</td>
<td>Oakdale</td>
</tr>
<tr>
<td>49</td>
<td>Orchard</td>
</tr>
<tr>
<td>113</td>
<td>Royal</td>
</tr>
<tr>
<td>75</td>
<td>Brunswick</td>
</tr>
</tbody>
</table>

Neligh.--- Neligh has the largest school of the group. It had an enrollment in 1949 of 474 students. This included 246 in grade school and 208 students in high school. There are nineteen teachers on the faculty, nine in the grades and ten in the high school. A private concern operates two school buses for the public school. These buses make pickups in the area northwest, north and northeast of Neligh. Neligh is presently engaged in building a new school building that will cost $290,000.00. The new plant will be operating at about ninety percent of capacity when put into use in September of 1950.

Oakdale.--- Oakdale's school had an enrollment in 1949 of one hundred and fifty-four pupils.
This included one hundred two grade students. There is a faculty of eight teachers, including the Superintendent, who teaches three classes. Four of these teachers are in the high school. Oakdale combines kindergarten, first, and second grades. It likewise combines third-fourth, fifty-sixth, and seventh-eighth grades. Oakdale has suffered very heavily from a drop in assessed valuation in the last twenty years. This drop has been over half a million dollars. Oakdale would appear to be fighting a losing battle in both general business prosperity and population. However, a fierce civic pride unmatched in the other towns of the county fights this downward drift.

Oakdale's school plant, built prior to the first world war, is about average for a school its size. This village suffers heavily from its proximity to the Neligh and Tilden schools. The plant is only operating at about forty to fifty percent of capacity.

Elgin.—Elgin had an enrollment of one hundred and twelve students in 1949. Forty-three of these were high school students. Eight teachers make up the faculty, four in grade school. In the grades, kindergarten and first grade are combined; while second-
### TABLE 9

**ENROLLMENTS IN ANTELOPE TOWN SCHOOL DISTRICTS**

<table>
<thead>
<tr>
<th>TOWNS</th>
<th>1929</th>
<th>1934</th>
<th>1939</th>
<th>1944</th>
<th>1948</th>
</tr>
</thead>
<tbody>
<tr>
<td>ELGIN</td>
<td>336</td>
<td>253</td>
<td>213</td>
<td>132</td>
<td>104</td>
</tr>
<tr>
<td>OAKDALE</td>
<td>313</td>
<td>281</td>
<td>211</td>
<td>146</td>
<td>143</td>
</tr>
<tr>
<td>NELIGH</td>
<td>505</td>
<td>600</td>
<td>561</td>
<td>435</td>
<td>462</td>
</tr>
<tr>
<td>ORCHARD</td>
<td>165</td>
<td>209</td>
<td>216</td>
<td>145</td>
<td>150</td>
</tr>
<tr>
<td>ROYAL</td>
<td>168</td>
<td>155</td>
<td>112</td>
<td>70</td>
<td>74</td>
</tr>
<tr>
<td>BRUNSWICK</td>
<td>127</td>
<td>144</td>
<td>141</td>
<td>136</td>
<td>85</td>
</tr>
<tr>
<td>CLEARWATER</td>
<td>141</td>
<td>192</td>
<td>194</td>
<td>156</td>
<td>138</td>
</tr>
</tbody>
</table>
third; fourth, fifth and sixth; seventh and eighth make up the other rooms. Elgin has a plant second only to the new Neligh building. It is composed of two buildings, one erected in 1923. The second was completely rebuilt in 1935 after it was gutted by fire. Elgin, at present, is operating at about thirty percent of capacity and each year its enrollment drops. In 1929 it had an enrollment of three hundred and thirty-six, as table 9 indicates, and this figure has constantly dwindled. There would appear to be little hope for increase in Elgin's enrollment for St. Boniface, located in Elgin, is draining off the rest of the students in this territory.

**Clearwater.**— Clearwater had an enrollment of one hundred twenty-nine in 1949, seventy-one of these were in the grades. The faculty is made up of eight teachers, four of whom are in the high school. Clearwater's plant is composed of two buildings. The main building was built in 1913 and the auditorium and gymnasium was built in 1936. Clearwater's enrollment has proved relatively stable over a twenty-year period, as indicated by table 9. From all indications it will remain stable.
Orchard.— Orchard had an enrollment of one hundred and forty-three students during 1949. Seventy-one of the pupils were in the elementary school. Orchard has probably the third best plant in the county and its school population has proven to be relatively stable during the last twenty-years. It is operating at about seventy percent of capacity.

Brunswick.— Brunswick high school has waged a desperate fight for survival and its future is not yet determined. The enrollment in 1949 for the entire school was eighty-four. Thirty of these were in high school. Its enrollment in 1929 was one hundred twenty-seven. Brunswick feels the effects of three larger school systems, Creighton, Plainview, and Neligh. These schools maintain bus systems in the Brunswick community area. Brunswick's plant is one of the oldest in the county. A new community gymnasium and auditorium will be ready for use in September, 1950. Brunswick's faculty has three teachers in high school and three in elementary school.

Royal.— The high school in the Royal system would appear to be doomed. In 1949 the state took away its accreditment. The enrollment of the high school and grade school in 1949 was seventy-one com-
pared with an enrollment in 1929 of one hundred sixty-eight. Its present plant is the poorest in the county. It consists of but one building without a gymnasium or auditorium. Its faculty is made up of five teachers, two teachers in the elementary school and three in the high school. The town of Royal is but a hamlet. Orchard, Neligh, Brunswick, and Creighton attract the high school pupils in the bordering districts.

St. Boniface.-- St. Boniface, the Catholic school, is located in Elgin. It had an enrollment in 1949 of two hundred and ten students in its school. One hundred forty-two of these were in the grades. Its faculty is made up of four nuns that teach in the grades, two who teach in the high school and four priests who teach part time. St. Boniface's plant is crowded and is in an old building. The heavy grade enrollment is due to the fact that many of the Catholic rural people send their children to St. Boniface. This has forced the closing of many rural schools in the surrounding districts.

Free high school tuition students.-- Antelope County, as is true of all counties in Nebraska, provides free high school tuition to those pupils that reside in a district that does not support a high school.
This tuition is financed by a 3.8 mill levy that must be levied by all districts in the state. Students that have successfully completed the first eight grades of school may attend the high school of their choice. The school they attend is then paid six dollars a week by the County Treasurer.

This tuition forms an important item in the budget of the high school. Students are eagerly sought after by the various city superintendents of the county. Many students attend high school in towns outside of the county.

Tilden, Creighton, Plainview, and Ewing are the attendance centers for those students that leave the county. The inducements are threefold. First, in many cases these towns are closer than high schools in their home counties. Secondly, three of these schools are larger and offer more attractive courses than neighboring Antelope County schools. Thirdly, two of these towns, Creighton and Plainview, maintain school buses that pass through Antelope County territory.

The accompanying maps indicate from what rural districts the high schools of the county draw their students. Figure 10 indicates what schools the rural pupils attended for the year 1942-1943. Figure 11 pro-
vides the same information for the year 1949.

A study of these maps indicates that the high schools have definite areas from which they generally draw students. At the same time the maps show that in certain rural districts some of the pupils attend one high school while others in the same district attend a different high school. Probably the greatest single factor in determining a pupil's selection of his high school is the road network.

The Neligh high school draws students from the greatest area. It draws pupils from a greater number of districts north of Neligh than it does south. This is determined by three things. The area south of the Elkhorn river is sparsely populated near Neligh. Next, the Neligh high school is offered little competition from neighboring towns to the north, because of the remoteness of these towns. Lastly, to the south and east Oakdale, Tilden, and Elgin are all within a radius of fifteen miles.

Oakdale appears to draw the majority of its rural students from the districts lying to the south of it. In this instance the road network is an im-
FIGURE 11

HOME DISTRICT OF HIGH SCHOOL TUITION PUPILS 1949

CODE FOR ATTENDANCE CENTER

Elgin  W
Oakdale  
Neligh  
Creighton  
Brunswick  
Tilden  
Plainview  
St. Boniface  
Clearwater  
Orchard  
Royal  
Ewing
portant factor in the decision of these pupils to attend Oakdale.

Elgin draws students from a large area, but since there are two high schools in the town, the Elgin public school finds difficulty in obtaining a pupil population that is of satisfactory size. To the north several districts are in dispute with Neligh, while to the east the Tilden and Oakdale high schools drain off the students.

Clearwater draws its students from the southwest and from several districts to its northeast. Neligh appears to draw the students in those districts that lie to the east of Clearwater. Ewing attracts students in several of the districts to the west of Clearwater.

Orchard draws the majority of its students from all of its surrounding districts, with the exception of several districts to the east and south. In these districts the influence of the Royal and Neligh high schools is felt.

Brunswick has difficulty in attracting students to its high school. This is because Neligh, Plainview, and Creighton, all much larger schools, run buses through its neighboring districts. However,
Brunswick appears to control the students in those districts that immediately bound it.

The Creighton high school controls the northern tier of districts in the east half of the county. Plainview draws students from the two eastern tiers of districts in the northern half of the county. Tilden draws the students in the eastern tier in the southern half of the county.

Assessed valuations.— Table 10 provides information on assessed valuations and mill levies for the years 1929, 1939, and 1949.

Neligh has the greatest assessed valuation - $2,050,675.00, and Elgin ranks second with $1,071,955.00. Royal has the lowest assessed valuation - $424,770.00. During the period 1929-1949, Oakdale's assessed valuation has declined $542,065.00. In every case there has been a decline in the assessed valuation of the town districts for this period. To compensate for this, mill levies have been raised, in most cases, at least one hundred percent.

Mill levies.— Brunswick, in 1949, had the highest mill levy in the county - thirty-six mills. Clearwater is next with thirty-three mills. Elgin has the lowest mill levy with 19.4 mills. The increase in
TABLE 10

ASSESSED VALUATION AND MILL LEVY

FOR THE TOWN SCHOOLS OF ANTELOPE CO.

<table>
<thead>
<tr>
<th>School</th>
<th>Dist. No</th>
<th>Assessed Valuation</th>
<th>Valuation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1929</td>
<td>1939</td>
<td>1949</td>
</tr>
<tr>
<td>Orchard</td>
<td>49</td>
<td>$980,064</td>
<td>$560,020</td>
</tr>
<tr>
<td>Royal</td>
<td>113</td>
<td>710,208</td>
<td>403,300</td>
</tr>
<tr>
<td>Brunswick</td>
<td>75</td>
<td>888,814</td>
<td>536,395</td>
</tr>
<tr>
<td>Clearwater</td>
<td>6</td>
<td>633,365</td>
<td>388,585</td>
</tr>
<tr>
<td>Neligh</td>
<td>9</td>
<td>2,398,738</td>
<td>1,637,705</td>
</tr>
<tr>
<td>Oakdale</td>
<td>11</td>
<td>1,211,805</td>
<td>612,750</td>
</tr>
<tr>
<td>Elgin</td>
<td>18</td>
<td>1,367,670</td>
<td>901,150</td>
</tr>
</tbody>
</table>
Mill levy is the result of two things, declining valuations and increased per-pupil cost. The mean mill levy for all town districts for 1948-49 was 28.3 mills.

Figure 12 provides a map with this information.

**Indebtedness.** The indebtedness of the town schools consists of bonded indebtedness and registered warrants unpaid. The bonded indebtedness and registered warrants unpaid are as follows:

<table>
<thead>
<tr>
<th>School District</th>
<th>Bonded Indebtedness</th>
<th>Warrants Unpaid</th>
<th>Indebtedness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clearwater</td>
<td>$7,000.00</td>
<td></td>
<td>$7,000.00</td>
</tr>
<tr>
<td>Neligh</td>
<td>290,000.00</td>
<td>290,000.00</td>
<td></td>
</tr>
<tr>
<td>Elgin</td>
<td>6,000.00</td>
<td>6,000.00</td>
<td></td>
</tr>
<tr>
<td>Orchard</td>
<td>25,000.00</td>
<td>$2,000.00</td>
<td>27,000.00</td>
</tr>
<tr>
<td>Royal</td>
<td></td>
<td>3,035.64</td>
<td>3,035.64</td>
</tr>
</tbody>
</table>

Per Pupil costs. Table 12 gives the per pupil costs for the years 1939, 1944, and 1948. The mean costs in 1939 was seventy-three dollars; in 1944 it was one hundred and twenty-seven dollars and in 1948 it was two hundred dollars.

In the town schools for 1948 Elgin has the highest per pupil costs - two hundred and seventy-four dollars per pupil. Oakdale has the lowest cost - -
FIGURE 12
FISCAL MAP OF ANTELOPE COUNTY
SCHOOL DISTRICTS 1949-1950

Square is School House
Figure above it is Enrollment
Below it is Valuation
District number on south border line.
one hundred and fifty-six dollars per pupil. In 1939-
40 Elgin had a high per pupil cost of one hundred and
ten dollars and Royal had the low per pupil cost in
the county - sixty-five dollars per pupil. The mean
per pupil cost for 1948 in the town schools was two
hundred dollars per pupil.

Teacher training.— Table 13 provides in-
formation on teacher-training in the town schools,
for 1949. In the elementary schools there was but
one teacher that had less than two years of college
and there were three in the Neligh system with degrees.
In St. Boniface grade school all the elementary teachers
have degrees. In the high schools there were three
teachers that did not have degrees and at the same
time there were but two people in the schools with
master's degrees that were not superintendents. Four
of the eight superintendents have master's degrees.

Ten-grade high schools.— In Antelope County
the last ten grade system closed in May, 1950. This
was District fifty-two, known as Park Center. At one
time during the 1930's there were ten grade schools
being operated in Districts, ten, twenty-four, thirty-
one, thirty-five, thirty-six, fifty-two, and one hun-
dred forty-eight. They were all two-teacher systems.
TABLE 12
PER PUPIL COST FOR TOWN DISTRICTS
OF ANTELOPE COUNTY

<table>
<thead>
<tr>
<th>TOWNS</th>
<th>1939-40</th>
<th>1944-45</th>
<th>1949-50</th>
</tr>
</thead>
<tbody>
<tr>
<td>CLEARWATER</td>
<td>*</td>
<td>$103.00</td>
<td>$167.00</td>
</tr>
<tr>
<td>OAKDALE</td>
<td>$69.00</td>
<td>116.00</td>
<td>156.00</td>
</tr>
<tr>
<td>ORCHARD</td>
<td>71.00</td>
<td>119.00</td>
<td>176.00</td>
</tr>
<tr>
<td>BRUNSWICK</td>
<td>42.00</td>
<td>117.00</td>
<td>211.00</td>
</tr>
<tr>
<td>ROYAL</td>
<td>65.00</td>
<td>160.00</td>
<td>238.00</td>
</tr>
<tr>
<td>NELIGH</td>
<td>81.00</td>
<td>120.00</td>
<td>179.00</td>
</tr>
<tr>
<td>ELGIN</td>
<td>110.00</td>
<td>153.00</td>
<td>274.00</td>
</tr>
</tbody>
</table>

* Not available.
<table>
<thead>
<tr>
<th>School Dist. &amp; Name</th>
<th>Grades</th>
<th>Enrollment</th>
<th>Average pupil-teacher ratio</th>
<th>Training (College)</th>
<th>Total Years Experience</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 yr. 2 yr. 3 yr. A.B. M.A. Under</td>
</tr>
<tr>
<td>Oakdale 11</td>
<td>All</td>
<td>154</td>
<td></td>
<td></td>
<td>2 2-5 6-10 10</td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>102</td>
<td>25.5</td>
<td>1</td>
<td>2 2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>H.S.</td>
<td>52</td>
<td>13</td>
<td>4</td>
<td>3 1</td>
</tr>
<tr>
<td>Orchard 49</td>
<td>All</td>
<td>143</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>71</td>
<td>17.7</td>
<td>1</td>
<td>3 1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>H.S.</td>
<td>72</td>
<td>17.2</td>
<td>1</td>
<td>2 1 1</td>
</tr>
<tr>
<td>Brunswick 75</td>
<td>All</td>
<td>84</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ele</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>54</td>
<td>18</td>
<td>3</td>
<td>1 1 1</td>
</tr>
<tr>
<td></td>
<td>H.S.</td>
<td>30</td>
<td>10</td>
<td>1</td>
<td>2 3</td>
</tr>
</tbody>
</table>
TABLE 13 (Continued)

TRAINING, EXPERIENCE AND TENURE OF TEACHERS
TOWN DISTRICTS, 1949-50

<table>
<thead>
<tr>
<th>School Dist. Number &amp; Name</th>
<th>Grades</th>
<th>Enrollment</th>
<th>Average Pupil-Teacher Ratio</th>
<th>NUMBER OF TEACHERS</th>
<th>Total</th>
<th>Years Experience</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Training (College)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 yr. 2 yr. 3 yr. AB. MA. Under</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2 2-5 6-10 10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Royal 113</td>
<td>All</td>
<td>71</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>44</td>
<td>22</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>H. S.</td>
<td>27</td>
<td>9</td>
<td>1 2</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Neligh 9</td>
<td>All</td>
<td>474</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>246</td>
<td>27.3</td>
<td>2 4 3</td>
<td>4 2</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>H. S.</td>
<td>208</td>
<td>20.8</td>
<td>1 8 1 1 2</td>
<td>2 5</td>
<td></td>
</tr>
<tr>
<td>Elgin 112</td>
<td>All</td>
<td>112</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Elem.</td>
<td>69</td>
<td>17.5</td>
<td>3 1</td>
<td>2 2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>H. S.</td>
<td>43</td>
<td>10.7</td>
<td>2 2 1 1</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>
TABLE 13 (Continued)

TRAINING, EXPERIENCE AND TENURE OF TEACHERS
TOWN DISTRICTS, 1949-50

<table>
<thead>
<tr>
<th>School Dist. &amp; Name</th>
<th>Grades</th>
<th>Enrollment Age</th>
<th>Pupil-Teacher Ratio</th>
<th>Number of Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Training (College)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Total Years Experience</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 yr. 2yr. 3 yr. A.B. M.A. Under</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2 2-5 6-10 10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>All</th>
<th>210</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elem.</td>
<td>142 35.5</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>H. S.</td>
<td>68 17</td>
<td>2 2 1</td>
<td>3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>All</th>
<th>129</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elem.</td>
<td>71 17.7</td>
<td>3 1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>H. S.</td>
<td>58 14.5</td>
<td>1 3</td>
<td>1 1 1 1</td>
</tr>
</tbody>
</table>
### TABLE 14

**SALARIES FOR TOWN SCHOOL TEACHERS**

1940-1950

(not including Superintendents)

<table>
<thead>
<tr>
<th>Town</th>
<th>Grades</th>
<th>High Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>OAKDALE</td>
<td>$1800</td>
<td>$3100</td>
</tr>
<tr>
<td></td>
<td>1700</td>
<td>2600</td>
</tr>
<tr>
<td></td>
<td>1600</td>
<td>2500</td>
</tr>
<tr>
<td></td>
<td>1500</td>
<td></td>
</tr>
<tr>
<td>ORCHARD</td>
<td>1800</td>
<td>2800</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td>2700</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td>2500</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td></td>
</tr>
<tr>
<td>ROYAL</td>
<td>1800</td>
<td>2850</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td>2100</td>
</tr>
<tr>
<td>BRUNSWICK</td>
<td>1850</td>
<td>2800</td>
</tr>
<tr>
<td></td>
<td>1850</td>
<td>2650</td>
</tr>
<tr>
<td></td>
<td>1850</td>
<td></td>
</tr>
<tr>
<td>CLEARWATER</td>
<td>1750</td>
<td>2500</td>
</tr>
<tr>
<td></td>
<td>1750</td>
<td>2500</td>
</tr>
<tr>
<td></td>
<td>1750</td>
<td>2750</td>
</tr>
<tr>
<td></td>
<td>1750</td>
<td></td>
</tr>
<tr>
<td>NELIGH</td>
<td>1900</td>
<td>3500</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>3500</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>3100</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>3100</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>3700</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>2800</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td>2700</td>
</tr>
<tr>
<td></td>
<td>2100</td>
<td>2700</td>
</tr>
<tr>
<td></td>
<td>1900</td>
<td></td>
</tr>
<tr>
<td>ELGIN</td>
<td>1800</td>
<td>2600</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td>2650</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td>2750</td>
</tr>
<tr>
<td></td>
<td>1800</td>
<td></td>
</tr>
</tbody>
</table>
They were located in the more remote areas of the county. Their closing was caused by the dwindling enrollment felt in all schools of the county. In all instances after the closing, the district continued to operate the school as an eight-grade system.

Teacher salaries.-- In the town schools the mean salary for grade teachers was $1817.00 in 1949. Neligh paid the highest salary, $2100.00; Oakdale paid the lowest salary, $1500.00.

The mean salary in the high school for 1949 was 2650.00. Neligh paid its vocational agriculture teacher $3700.00. This was the highest salary paid in the county to a teacher, not including superintendents. Royal paid one of its high school teachers $2100.00. This was the lowest salary paid to a high school teacher in the county.

General Summary

1. Assessed valuations, mill levies and per pupil costs:
   a) The mean valuations in the rural districts was $182,000.00 in 1949.
   b) The mean mill levy in the rural districts was $11.89 and $8.8 in the town districts during 1948.
   c) The mean per pupil cost in the rural district was $175.00 in 1948. The mean per pupil cost
in the town districts was $200.00.

2. Enrollment trends

a) The rural schools that have lost pupils have had a mean loss of 10.5 pupils per district since 1929.

b) All of the town schools have declined in population since 1929.

3. Pupil-Teacher ratios.

a) The rural districts have a mean teacher-pupil ratio in 1949 of 8.625.

b) In the town districts the mean average in the grades was 22.6 pupils and in the high schools it was 14.2 per pupils per teacher.

4. Teacher salaries

a) In the rural schools the mean salary was $1413.00 for 1949.

b) In the town districts the mean salary for grade teachers was $1817.00 and in the high schools it was $2650.00.

5. Teacher training

a) The rural teachers had a mean preparation of $11.33 college hours.

b) In the elementary schools in the town districts there was but one teacher with less than two years of college. The rest ranged up to three who had degrees. All but three teachers in the high school system had degrees. There were six masters degrees in the county.
CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Introduction.-- In Chapter I the problem was stated and it was indicated that this problem had four specific aspects. Similarly it was pointed out that the fourth aspect gave rise to three questions:

a) Are the school districts of Antelope County organized fiscally in such a manner that the tax load is borne equitably by the tax payers?

b) Are the school districts of Antelope County as now administered in conformity with sound educational principles?

c) Are attendance centers in Antelope County located where they should be as determined by the distribution of the present population?

It is the purpose of the first section of this Chapter to analyze the findings provided in Chapter VI in order to answer the above three questions.

Fiscal units of Antelope County.-- In Antelope County there is a marked inequality in mill levies and assessed valuations among the various districts. It is true, as indicated in the findings, this did exist to some extent in 1929. In recent years the in-
equalities of the tax load between residents in different districts have become extreme in many instances. Five districts in the county are levying but 3.8 mills while the mean levy in the town districts is 28.3 mills. The difference in the levies is a result of a much larger budget required in the town districts. This large budget is a result of maintaining a high school for the rural district. Originally the free high school tuition levy of 3.8 was intended to compensate for this difference. In the last twenty years two things have occurred. There has been a marked decrease in the number of tuition pupils, and secondly per pupil costs have risen sharply. The combination of these two factors plus a desire by most high schools in Nebraska to keep their plant up to date has forced the residents of the town districts to shoulder a heavy tax burden. Since the valuations in most cases are fair no surcease is in sight under the present district system.

The administrative unit in Antelope County.--
The mean teacher preparation of the rural teacher in Antelope County was eleven and one-third college hours. This is certainly inadequate according to the ideas.
of a vast majority of educators. This preparation constitutes but about one summer session of college work. In many cases several of these hours for each teacher was probably gained by correspondence courses and study center work.

The teachers in the rural districts were being paid a mean salary of $1413.00. This salary is too small to attract people of a high calibre to a job. There has been a considerable increase in the salaries paid in the last twenty years to rural teachers but the increase is still far short of what is considered desirable.

Pupil-teacher ratios have fallen steadily. The mean pupil-teacher ratio in 1949 was about 8.5 pupils per teacher. There has been a decrease of almost ten pupils per district since 1929. It is agreed by most educators that the present pupil-teacher ratio in Antelope County is far too low. Thus, the administrative unit is inadequate and no hope for improvement is in sight under the present district system.

The attendance unit in Antelope County.--- There has occurred a large decrease in enrollments both in the rural districts and in the town districts from 1929 to 1949. The population of the county has been declining and no increase is anticipated. Twenty years ago
attendance centers were located at places where a sufficient pupil population was available. This condition no longer exists. Population trends indicate that this change is permanent.

Summary.-- In the last twenty-years there has been a definite increase in the costs of operating the schools of Antelope County. Per pupil costs have increased sharply. The residents of the town districts are being taxed at a much higher rate than the rural districts. Teacher training is inadequate. Under the present system salaries are too low to attract teachers of a high calibre. The population of the county has declined resulting in pupil populations that are too low to support efficient schools, under present conditions.

Recommendations

Introduction.-- There are three basic weaknesses in the Antelope County district system. There is a weak financial system. There are too many districts, and these districts are too small.

The remedies.-- There are two solutions to the financial woes of the system. State funds might be provided, or districts with increased valuations
might be planned. The first solution is out of the hands of the County Redistricting Committee. The second solution is the one which the committee may use. To increase the assessed valuation larger districts would have to be planned.

Under the present system there are too many districts. Pupil populations have decreased. Where formerly a minimum teacher-pupil ratio was at least approached now there is a ratio that falls far below acceptable minimum standards. The great number of districts also requires a large number of teachers. These teachers are unavailable. A decrease in the number of districts would decrease the needed number of teachers. This would result in economy, and would help eliminate inadequately trained teachers.

Community districts.— Since the size of the districts must be increased the question arises, how large should the new districts be? Chapter III provided the answer. The fiscal and administrative unit should be made co-terminus with the community.

What are the communities in Antelope County? According to the definition provided in Chapter III, Elgin, Oakdale, Neligh, Clearwater, and Orchard would clearly be classed as communities. Since Brunswick
and Royal have been having extreme difficulty in the last twenty years with pupil populations and declining community activity, it is the author's opinion that Royal should be considered a hamlet and Brunswick be considered a "half community". That is, it is larger than a hamlet but it is doubtful whether it would be considered on an equal footing with the other communities of the county. The author recommends, as will be seen later, that an administrative unit be planned in the Brunswick area but not in the Royal area.

An argument might arise over the establishment of the boundaries of the community. The author used as a basis for the determination of the community districts the general road network, the rural mail route system, and the studies made in Chapter VI on the origin of free high school tuition pupils.

The new district map.— Figure 13 illustrates the new district alignment under the community district concept.

It will be noticed that Ewing, Creighton, Plainview, and Tilden are given districts, even though these districts lie outside of the county. It is believed this is vital because the people in these districts lie
FIGURE 13

MAP OF THE PROPOSED REDISTRICTING
OF ANTELOPE COUNTY

Square indicates rural elementary school
Figure above it is 1949 enrollment
Figure below it indicates present district number
Double line is new district boundary
in the "social drainage basin" of these towns. Good school district planning, as indicated previously, should not be determined by county boundaries.

The administrative unit.-- Under this re-organized district system, Orchard, Neligh, Clearwater, Oakdale, and Elgin would act as administrative units. They would have a six-grade elementary school, a junior high school and a senior high school. Royal would maintain an elementary school within the Orchard administrative district. Brunswick would lie within its own administrative district, but would maintain only a six-grade elementary school and a junior high school. The senior high students would be sent to either Plainview, Creighton, Orchard or Neligh.

The fiscal unit.-- Each administrative unit would act as a fiscal unit. The Brunswick district would serve as a fiscal unit, even though it would not maintain a senior high school.

The present districts that would constitute these new reorganized districts, their present valuations, mill levies, and enrollments for 1949 are indicated in Tables 15, 16, 17, 18, 19, and 20. The boundaries of the reorganized districts are all boundaries of present districts, thus there would be no
<table>
<thead>
<tr>
<th>District Number</th>
<th>Valuation 1949</th>
<th>Mill Levy 1949</th>
<th>Enrollment 1949</th>
</tr>
</thead>
<tbody>
<tr>
<td>81</td>
<td>$127,205</td>
<td>12.0</td>
<td>10</td>
</tr>
<tr>
<td>83</td>
<td>198,105</td>
<td>11.6</td>
<td>10</td>
</tr>
<tr>
<td>27</td>
<td>205,055</td>
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<td>19</td>
</tr>
<tr>
<td>35</td>
<td>362,590</td>
<td>12.6</td>
<td>24</td>
</tr>
<tr>
<td>56</td>
<td>185,930</td>
<td>11.4</td>
<td>13</td>
</tr>
<tr>
<td>72</td>
<td>174,255</td>
<td>12.8</td>
<td>12</td>
</tr>
<tr>
<td>44</td>
<td>128,125</td>
<td>14.0</td>
<td>2</td>
</tr>
<tr>
<td>38</td>
<td>203,760</td>
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<td>24</td>
</tr>
<tr>
<td>16</td>
<td>271,295</td>
<td>8.8</td>
<td>24</td>
</tr>
<tr>
<td>5</td>
<td>248,885</td>
<td>10.8</td>
<td>11</td>
</tr>
<tr>
<td>71</td>
<td>100,885</td>
<td>26.8</td>
<td>9</td>
</tr>
<tr>
<td>15</td>
<td>287,765</td>
<td>9.2</td>
<td>14</td>
</tr>
<tr>
<td>32</td>
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<tr>
<td>100</td>
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<td>20</td>
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$5,095,030.00  668
**TABLE 16**

**THE REORGANIZED CLEARWATER DISTRICT**

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<td>100</td>
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<td>13</td>
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<td>70</td>
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Total: $2,735,665.00

243
## TABLE 17

THE REORGANIZED BRUNSWICK DISTRICT

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<tr>
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$2,250,850.00  
174
TABLE 18

THE REORGANIZED ORCHARD DISTRICT

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$3,039,680.00  331
## TABLE 19

THE REORGANIZED ELGIN DISTRICT

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$4,304,715.00  207
TABLE 20

THE REORGANIZED OAKDALE DISTRICT

<table>
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<th>Valuation 1949</th>
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<th>Enrollment 1949</th>
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<tbody>
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<td>11</td>
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<td>127</td>
<td>135,695</td>
<td>15.2</td>
<td>14</td>
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<td>116</td>
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<tr>
<td>2</td>
<td>273,530</td>
<td>10.6</td>
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<td>121</td>
<td>109,135</td>
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<td>0</td>
</tr>
<tr>
<td>26</td>
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</tr>
<tr>
<td>126</td>
<td>113,355</td>
<td>17.8</td>
<td>13</td>
</tr>
</tbody>
</table>

$2,188,936.00 230
district that would be split.

The attendance unit.--- Elementary, junior, and senior high schools would be maintained in each community as indicated previously. Other attendance units should be maintained in the outlying areas of the reorganized districts for some elementary students. Which schools would remain open and which closed constitutes a difficult problem. Chapter III indicated that the neighborhood should act as the elementary attendance unit. There are some recognized neighborhoods in the county. There must be some other rural schools kept open due to the poor county road network. Eventually there could be a re-alignment of elementary attendance units, and new schools built in rural areas that might be located at central points. Figure 13 indicates what rural schools the author would keep in operation in the early years of the redistricting program. In all cases the present districts, that would maintain elementary attendance units, lie at far corners of the reorganized administrative unit.

Buses would be maintained by each administrative unit. The details regarding the number of buses operated and their routes is not considered here.
Criticism of the plan.— Critics of the proposed plan at once shall ask the question: Does the new plan eliminate the weaknesses of Antelope County's school district system, as pointed out previously?

First, does the new plan provide that the tax load be borne equitably by the taxpayers? In the proposed plan there will be six fiscal units. Since most of these districts are composed of at least twelve present districts, the tax load will be proportionately borne by all within the new district. Every taxpayer will be directly supporting a high school. Thus, one of the big points of contention between the present town and rural districts' taxpayers will be eliminated. There will be, of course, still some variation between the mill levies of the six new districts. This will not be great, however. It is anticipated that this variation will not exceed five mills.

A second question concerning the financial program might be: What will our tax load be in these new districts under the proposed plan? The writer in making the survey, found in Chapter VI, asked the town school superintendents to estimate the additional
pupil load that could be handled in their plants. In all cases it is judged that the present plants could adequately handle the proposed increase of students without additional capital outlay. It must be remembered that no increase in pupil load will be experienced by the high schools, because under the proposed plan there is no change in the attendance centers for the high school students except for one exception. Orchard will be required to handle the high school students now attending Royal. This increase will be very small. Only the grade schools would experience an increase in attendance.

Any increase in costs resulting from this change in grade attendance centers would result from employing two or three teachers in each system. This will be offset by the elimination of the many systems that have a single teacher instructing but five or six pupils. In all cases there will be a reduction of teacher personnel due to the consolidation.

It is believed that a highly adequate program could be achieved by using a 15 mill tax levy to finance the new districts. This means an increase in taxes for most rural districts, but this increase is not as great as many fear. It must be remembered
that the mean mill levy for 1949 in the rural dis-
tricts for Antelope County would be 11.89 mills. The
increase would be about 3 mills for the average
district.

It must be remembered that although it is of
great importance the cost of education is not the
first consideration. Rather the quality of the edu-
cation is the first consideration. True, education
should be as efficient and as economical as sound
principle dictates, still the child should be given
the educational opportunity he deserves.

Again the community and its place in the life
of the people of the area must be given consideration.
It might conceivably be better to use the county as
the basic unit and have but one senior high school.
When this is done community life suffers. When com-
munity districts are organized the community is given
its rightful place in the scheme of reorganization.

The second question, Chapter VI sought to
answer was: Is the school systems of the county or-
ganized in conformity to sound administrative tech-
niques? The proposed plan will increase the teacher-
pupil ratio, it will increase teacher's salaries, and
it will make a trained Superintendent available.
Since fewer teachers would be needed only the better qualified need be employed. Good library service, auditoriums, gymnasiums, and teachers in special fields will be available to all students. Under the present system these services are limited to those students that attend town schools. By providing the foregoing services to a majority of the students, the proposed plan will greatly increase the efficiency in the organization of the administrative unit, and in addition it will be a great step forward in bringing Antelope county's system in conformity to sound administrative techniques.

The third question the survey in Chapter VI proposed to answer was: Are the attendance centers in Antelope county located where they should be as determined by the distribution of the present population? The survey indicated that the population of the county and the population of its schools has declined drastically. It no longer is possible in most cases to bring together a sufficient number of pupils without some type of consolidation. The proposed plan provides that the majority of the students be transported to town where the concentration, though still small, is immeasurably greater than in the present system.
Summary.-- The previous pages indicated that the three weaknesses of the present system in Antelope county would be helped significantly by the proposed plan. The writer readily admits that it might be possible (though this would have to be proven) that a larger type consolidation might be more economically sound. However, the child and the community would suffer if this type of reorganization were to take place. The emphasis in the proposed plan has been on the concept of the "social drainage basin."

The proposed plan would offer significant help in the proportionate allotment of the tax load. It would provide better administrative units, and it would locate attendance centers where needed.

Putting The Plan Into Effect

The first section of the act.-- To put the plan indicated in this chapter into effect the provisions of Legislative Bill 27 need but be followed.

The first eight sections of the Act have already been accomplished throughout the state. A state committee and a county committee have been selected. Section 9 of the Act is the starting point for action by the county committee.
Section 9.— According to section 9 the county redistricting committee after it determines reorganization is desirable shall proceed to prepare a plan. This chapter indicated reorganization is desirable and it has provided such a plan according to provisions of this section.

Section 10.— Section 10 provides that the plans be reviewed at a public hearing. This meeting, its notification, and its conduct is in the hands of the county redistricting committee.

Section 11.— This section provides that the proposed plan be completed after the public hearing. Any additions or revisions of the recommended plan would have to be incorporated into a new plan.

Section 12.— The revised and completed plan should now be forwarded to the state committee.

The remaining sections.— The remaining steps to execute this plan and enact said plan into law, are now dictated by the remaining sections of the reorganization act. If the plan is agreed to by the special election, the county superintendent will make the indicated changes in the district boundaries, and he shall appoint a school board to govern the new districts, until the regular annual
election is held. At that time a regular school board shall be selected by the eligible voters of the district.

General Summary

This chapter has summarized the findings of Chapter VI. It has indicated that there are certain weaknesses in the present school district's system. A plan to materially lessen these weaknesses has been outlined. Lastly, this chapter explains how this plan might be put into effect according to the provisions of Legislative Bill 27.
LEGISLATIVE BILL 27
THE REORGANIZATION OF SCHOOL DISTRICTS ACT

(Passed by the sixty-first session (1949) of the Nebraska Legislature and effective August 27, 1949)

Section 1. As used in this act, unless the context otherwise requires: (1) The term "reorganization of school districts" means the formation of new school districts, the alteration of boundaries of established school districts, and the dissolution or disorganization of established school districts through or by means of any one or combination of the methods set out in section 2 of this act; (2) the term "state committee" means the state committee for the reorganization of school districts created by section 3 of this act; (3) the term "county committee" means the county committee for the reorganization of school districts created by section 5 of this act; and (4) the term "plan of reorganization" means a concrete proposal for readjustment and realignment of the boundaries of any or all school districts within a county.

Section 2. Reorganization of school districts may be had and accomplished through or by means of any one or more of the following methods: (1) The creation of new districts; subdivision of one or more established districts; (4) The transfer and attachment to any established district of a part of the territory of one or more districts; and (5) the dissolution or disorganization of any established district for any of the reasons specified by law.

Section 3. There is hereby created a State Committee for the Reorganization of School Districts, to be known as the state committee. The state committee shall be composed of six members. One member of the state committee shall be the Superintendent of Public Instruction ex officio, who shall serve as a nonvoting member of the committee. The remaining five members of the state committee shall be appointed by the Governor, one each for terms of one, two, three, four, and five years. Three members of the state committee shall at all times be laymen, and two members shall at all times be persons holding teachers' certificates issued by author-
ity of the State of Nebraska. Vacancies in the membership of the state committee shall be filled for the unexpired term by appointment in the same manner as the original appointment to membership. Members of the state committee shall serve without compensation, but shall be reimbursed for expenses necessarily incurred in the performance of their duties, the reimbursement to be allowed and paid from funds appropriated by the Legislature to the office of the Superintendent of Public Instruction.

Section 4. The state committee shall organize by electing from its appointive members a chairman and a vice-chairman. The Superintendent of Public Instruction shall be secretary of the committee. Meetings of the committee shall be held upon call of the committee chairman or any three of the members thereof. A majority of the committee shall constitute a quorum.

Section 5. There is hereby created in each county in the state a committee for the reorganization of school districts, to be known as the county committee. Each county committee shall be composed of not less than six nor more than ten members, no two of which shall be from the same district. One member of the county committee shall be the county superintendent of schools, who shall serve as a nonvoting member of the committee. All of the members of school boards and boards of education within the county shall, at a meeting called for that purpose by the county superintendent of schools within one hundred twenty days from the effective date of this act, (1) determine by a majority vote of those present the number of members of the county committee within the limits prescribed in this section, and (2) elect for a term of four years all the remaining members of the committee other than the county superintendent of schools. A majority of the elective members of the county committee shall be chosen from rural elementary school districts, and at least one of the elective members shall not be a member of any school board or board of education. No member of a county committee shall continue to serve thereon if he ceases to be a resident of the county. At the expiration of their terms, successors to members of the county committee shall be elected for a term of four years in the same manner as the initial election. Vacancies in the membership of the county committee shall be filled for the unexpired term by the remaining members of the county committee.
Members of the county committee shall serve without compensation, but shall be reimbursed for expenses necessarily incurred in the performance of their duties, the reimbursement to be allowed and paid from funds appropriated by the county board.

Section 6. The county committee shall organize by electing from its elected members a chairman and vice chairman. The county superintendent of schools shall be secretary of the committee. Meetings of the committee shall be held upon the call of the chairman or any three of the members thereof. A majority of the committee shall constitute a quorum.

Section 7. It shall be the duty of the state committee to initiate, set up, and recommend to the county committee plans and procedure for the reorganization of school districts within the various counties, and to furnish advice and assistance in connection therewith. The functions of the state committee shall be advisory only, and it shall have no power to veto or disapprove the proposals of the several county committees.

Section 8. Each county committee shall receive and consider all plans and procedures submitted to it by the state committee, the county committee shall determine, after thorough study and deliberation, whether or not any change, realignment or realignment or readjustment of school districts or boundaries thereof within the county should be attempted. The county committee shall make a report annually to the state committee.

Section 9. When the county committee at any time determines that some reorganization of districts is desirable, it shall proceed to prepare a plan or plans showing which specific changes are recommended. In preparation of a plan for reorganization of school districts the county committee shall give due consideration (1) to the educational needs of local committees, (2) to economies in transportation and administration costs, (3) to the future use of existing satisfactory school buildings, sites and play fields, (4) to the convenience and welfare of pupils, (5) to a reduction in disparities in per-pupil valuation among school districts, (6) to the equalization of the educational opportunity of pupils, and (7) to any other matters which, in its judgment, are of importance. The county committee, in preparation of
a plan for reorganization, shall take account of any advice or suggestions offered by the state committee.

Section 10. Before any plan of reorganization is completed by the county committee, it shall hold one or more public hearings. At such hearings, it shall hear any and all persons interested with respect to (1) the merits of proposed reorganization plans, (2) the value and amount of all school property of whatever nature involved in the proposed action, (3) the amount of outstanding indebtedness of each district and proposed disposition thereof, and (4) the equitable adjustment of all property, debts, and liabilities among the districts involved. The county committee shall keep a record of all hearings in the formulation of plans for the reorganization of school districts. Notice of such public hearings of the county committee shall be given by publication in a legal newspaper of general circulation in the county at least ten days prior to such hearing.

Section 11. After public hearing or hearings have been held, the county committee may formulate and complete a plan or plans of reorganization of any or all school districts within the county. Such plans shall contain: (1) a description of the proposed boundaries of the reorganized district; (2) a summary of the reason for each proposed change, realignment, or adjustment of the boundaries; (3) a summary of the terms on which reorganization is to be made between the reorganized districts; (4) a statement of the findings with respect to the location of schools, the utilization of existing buildings, the construction of new buildings, and the transportation requirements under the proposed plan of reorganization; (5) a map showing the boundaries of established school districts and the boundaries proposed under any plan or plans of reorganization; and (6) such other matters as the county committee shall determine proper to be included.

Section 12. The plan or plans of reorganization formulated by any county committee shall be forwarded to the state committee for review. The state committee shall, within thirty days from the receipt of such plan or plans, consider the same, and shall notify the county committee whether or not it has any changes to recommend in such plan or plans. Such recommendations shall be advisory only.
Section 13. If no recommendations for changes are made by the state committee, the proposed plan shall be submitted at a special election called and held as provided in Section 15 of this act.

Section 14. If recommendations for changes are made by the state committee, the county committee shall consider such recommendations, and shall then determine whether or not to accept the recommendations of the state committee. The county committee may hold one or more additional public hearings in connection with the determination of the acceptance of the recommendations of the state committee. The county committee shall announce its decision within thirty days after it receives such recommendations from the state committee. The proposed plan, as finally adopted by the county committee, shall be submitted at a special election called and held as provided in Section 15 of this act.

Section 15. Not less than sixty nor more than one hundred twenty days after the receipt by the county committee of the action of the state committee, the proposition of adoption or rejection of the proposed plan of reorganization shall be submitted at a special election to all the electors of districts within the county whose boundaries are in any manner changed by the plan of reorganization. Notice of such election shall be given by the county at least ten days prior to said election. The election notice shall (1) state that the election has been called for the purpose of affording the electors an opportunity to approve or reject the plan of reorganization, (2) contain a description of the boundaries of the proposed district, and (3) a statement of the terms of adjustment of property, debts, and liabilities applicable thereto. Such election shall be held and conducted by election officers charged with the duties of holding general elections. In such elections, all rural territory in the proposed changes shall vote as a unit. If any existing high school districts is included in the proposed district, it shall constitute a separate voting unit. Approval of the plan shall require a majority of all electors within each voting unit voting on the proposed plan.
Section 16. Whenever two or more districts are involved in a reorganization plan, the old district shall continue to be responsible for any indebtedness incurred before the reorganization takes place, unless a different arrangement is included in the plan voted upon by the people.

Section 17. If the plan of reorganization is adopted, the county superintendent of schools shall proceed to cause the changes, realignment and adjustment of districts to be carried out as therein provided. The county superintendent of schools shall classify the school districts according to the law applicable to the size, location, and population of the reorganized districts. He shall also file certificates with the county assessor, county clerk, and county treasurer showing the boundaries of the various districts under the plan of reorganization adopted.

Section 18. Within thirty days after the classification by the county superintendent of schools of the reorganized districts, such superintendent shall appoint from among the qualified electors of each new district created the number of members necessary to constitute a school board or board of education of the class in which the new district has been classified. The school board or board of education so appointed shall proceed at once to organize in the manner prescribed by law. At the next annual meeting or election following the establishment of said new districts and at subsequent annual meetings or elections, successors shall be elected in the manner provided by law for election of board members of the class to which the district belongs.

Section 19. This act shall be known and made be cited as the "Reorganization of School Districts Act."
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