1967

A Survey of School Districts in Boyd County, Nebraska, 1965-1966

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A SURVEY OF SCHOOL DISTRICTS

IN BOYD COUNTY NEBRASKA

1965-1966

BY

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This thesis is approved as a creditable and independent investigation by a candidate for the degree, Master of Science, and is acceptable as meeting the thesis requirements for this degree, but without implying that the conclusions reached by the candidate are necessarily the conclusions of the major department.

Thesis Adviser Date

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CHAPTER I

INTRODUCTION

It has been the duty of each state to provide the best possible education for each person who resides in that state and who is of school age and of ability to be educated. In the past this duty has been delegated to the local districts with regulations laid down by the state to be followed by each local district. Today, due to the ever-increasing educational requirements laid down by states and the increasing costs of education, many of the smaller districts have either been forced to close down or are lacking in one or more of the state requirements and are on the verge of losing their accreditation and ultimately their school.

In 1957 the Russian scientists launched the Soviet space vehicle Sputnik. The fact that the US educational systems were grossly inadequate became even more evident. Richard Nixon, the Vice President of the United States in 1958, made note of the fact that the public had shown negligence towards the support of education when he told a Yeshiva University audience that American education can only be as good as the individual parent wants it to be.[1]

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[1]Morris Better, "Education," Collier's Encyclopedia 1959 Year Book (New York: P. E. Collier and Son Corporation, 1959), p. 220.

David M. Dennis made a survey of 135 citizens in five mid-western states and showed that only one-fourth of the people were aware that the purpose of reorganization of school districts is to provide better education.[2]

It has been shown through surveys of Nebraska County high school systems that the per pupil costs are actually higher in the county school systems as compared to local districts of comparable size.[3] However, this does not mean that a school cannot be more economically run on a county basis as compared to several small independent school districts within the same county. One would in most cases find the county system much more efficient than several small independent districts.

It is a well known fact that small school districts cannot possibly meet all of the requirements being met by the large school districts for two reasons: 1) The small school district does not have the curriculum because of the lack of students and qualified teachers. 2) The smaller school system does not have the operational budget; thus facilities, equipment, and salaries necessary to attract and hold well qualified personnel are not available.

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[2]David M. Dennis, "Explaining District Reorganization," School Executive, LXXV, (October, 1955), p. 68.

[3]Nebraska Department of Education, "1964-65 Costs of Ed. and Per Pupil Costs," Statistics and Facts about Nebraska Schools, Vol. 7, 1964-65, p. 1-29.

Once district reorganization takes place, educational opportunities are more nearly equalized among the students, and the burden of taxation is more equally shared by all the people in the district.[4]

THE PROBLEM

The problem of this study may be presented in two aspects.

1) Consolidation is the most efficient means of making possible the attainment of an individualized education for each student.
   a) What are the state curriculum requirements?
   b) Do the schools of Boyd County meet these requirements?
   c) Does the number of students in the present districts make possible a complete curriculum?
   d) Do the teachers of the present districts teach in their fields?
2) Consolidation is an economically sound adventure.
   a) Compare per pupil costs of present districts to
      1) each other
      2) to the national average
      3) to the districts after reorganization.
   b) Compare Cost of Index Expenditures as done in a) of number 2.
   c) Compare per cent of total budget spent for instruction at the secondary level, as in number one.

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[4]Dennis, loc. cit.

d) Compare average salary per secondary classroom teacher as in number one.

e) Compare amount of money spent for instruction per pupil.

METHODS OF COLLECTING DATA

A review of the literature was done to acquaint the present author with the work done in this area by previous authors. A knowledge of minimum standards for educational units and techniques used in school district reorganization was obtained. The statistical information was obtained from the superintendents and boards of education from the various school districts, as well as from the county superintendent and county assessor of Boyd County, and Nebraska State Education Department. A county map was used to show the state and county roads and general topography of the land.

TREATMENT OF THE DATA

A review of the literature pertaining to the needs, advantages and financial aspects of school district reorganization; as well as methods and standards for reorganizing and Dr. Conant's recommendations is made in Chapter II of this study. This chapter provides the means for laying the ground work for the succeeding chapters. These chapters will deal solely with the Boyd County school districts individually and as a proposed county unit. The individual school districts and proposed county unit will be compared statistically with national averages.

Chapter III deals with some of the physical, social, economical and financial aspects of Boyd County. The chapter is divided into two parts with part A based upon the county's physical, social, and economical aspects, and part B based on the financial aspects of the county's school districts.

CHAPTER II

SOME PERTINENT LITERATURE

The purpose of this chapter is to develop the feeling of a need for school district reorganization and to show through the use of previous literature what have been the problems of school reorganization in the past.

THE NEEDS FOR REORGANIZATION

One has only to look about him and he can see the wheels of progress turning. This was not true only a few decades ago, as the wheels of progress were not turning with the velocity of today. In relation to this subject J. C. Wright has said, "the one thing that has best characterized our society has been not only change but change in the rate of change." According to Wright, because of the fantastic rate of changes that are occurring today, we need and must provide a 'space age,' not a 'horse and buggy' education. The type of education which might have been good enough for our grand parents, our parents, or ourselves is just not good enough for our children of today and tomorrow.[1]

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[1]J. C. Wright, We Are On Our Way, Fifth Annual Baldwin Lecture given on the campus of the Northeast Missouri State Teachers College, Kirksville, Missouri, Feb. 13, 1962, passim. (Mimeographed)

Wright also says that in our present complex society, the need for poorly trained and unskilled workers has been substantially reduced. Any boy or girl without a minimum of a high school education is at a serious disadvantage in earning a living. As we move closer to the age of automation in our businesses, factories, and homes, there will be still less demand for persons without saleable skills.[2]

Wright concludes that the one-teacher rural elementary school and small high school must go. The teachers in these schools simply cannot prepare young people to live in the atomic age. There are 35,000 school districts in the nation today. This number should be reduced to 5,000 or less, which would be an average of 100 districts for each of the 50 states.[3]

ADVANTAGES OF REORGANIZATION

Before one sets out to reorganize a system of schools he should know what the advantages of such a reorganization would be.

A report to the Superintendent of Public Instruction in South Dakota stated that some major reasons for reorganizing local school districts are: (a) to provide the best possible education for all of the children in all of the schools..., (b) to provide quality education programs at the least possible cost, and (c) to devise a

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[2] Ibid., p. 18.

[3] Ibid.

fair and equitable distribution of these costs among all segments of our society.[4]

Orley Wilcox, in the article "Misconceptions About School District Reorganization," presented the following information from the states of Illinois, Minnesota, Nebraska and South Dakota.

> The states of Illinois and Minnesota offer the explanation that reorganization is justified because of the need for better educational opportunities, plus a more equitable, efficient, and economical administration of the public schools, and a more equitable distribution of public revenues.
>
> Nebraska and South Dakota indicate that this should be a more nearly equalized educational opportunity for pupils in the common schools, or higher degree of uniformity of school taxes among the districts, and a wise use of public funds expended for the purpose of supporting the common school district.[5]

Wilcox further stated that the major advantages derived from school district reorganization include:

> The opportunities for the teaching staff to specialize in their major fields of preparation; to provide improved administrative and supervisory leadership; to improve transportation services; to bring pupils in contact with larger and more heterogeneous groups of their peers; to provide specialized services such as counseling and guidance, art, music, health, and school lunch programs, and to equalize financial support.[6]

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[4]M. F. Coddington, Thirty-Fourth Biennial Report of the Superintendent of Public Instruction of the State of South Dakota: July 1, 1956 to June 30, 1958 (Pierre, S. Dak. Dept. of Public Instruction, r.d.), p. 60.

[5]Orley W. Wilcox, "Misconceptions About School District Reorganization," American School Board Journal, 38: April 1959, p. 25.

[6]Ibid., p. 24.

STANDARDS FOR REORGANIZATION

Before reorganization of a school district begins, standards of reorganization previously set by other districts should be reviewed and then standards for one's own particular situation should be made.

Scholten pointed out the following recommendations related to school district reorganization:

> On June 19, 1959, the state Board of Education adopted, among others, the following regulations which have an effect upon development of plans for reorganization. These are listed in Secondary School Standards, Bulletin No. 21C, Department of Public Instruction, State of South Dakota. All proposed school districts in county master plans shall be planned to provide sufficient resources to enable the district to achieve first class accreditation:
>
> Some of the requirements for first-class accreditation include:
>
> (1) The employment of seven full-time high school teachers in addition to the superintendent.
> (2) An organized guidance program which provides counseling services with a minimum student-counselor ratio of one hour per day per 100 students.
> (3) A curriculum consisting of 4 units of English, 4 units of science, 2 units of foreign language, 2 units of fine arts, 6 units of practical arts, drivers education, 3 units of mathematics and 4 units of social science.[7]

Cushman lists some important characteristics of a good high school program.

> At the high school level, the minimum educational program usually include these twelve areas: (1) social studies, (2) natural sciences, (3) English, (4) mathematics, (5) physical and mental health, (6) homemaking, (7) agriculture, (8)

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[7]Marvin Scholten, "Reorganization...What Does It Mean?" The Brookings Register, February 7, 1960, p. 1.

industrial arts, (9) commercial arts, (10) fine arts, (11) foreign languages, and (12) music. If the high school has a teacher who is a specialist in each of these areas, and that teacher spends his or her whole time in those areas, then that means there should be twelve teachers in the secondary school. Perhaps with some combinations ten specialized secondary school teachers would be sufficient. But assuming a pupil-teacher ratio of 20 or 25, a minimum satisfactory high school size would be at least 200, 250, or 300 pupils.[8]

J. L. Foreman established the following criteria of attendance areas.

1. School centers should be located so that no child is unduly fatigued upon his arrival at school. The following maximum limitations are considered reasonable for normal circumstances, when traffic hazards, population density, or road conditions do not dictate modifications.

   Walking distance, one way:
   Elementary pupils, three quarters of a mile;
   Junior high pupils, one and one-half miles;
   Senior high pupils, two miles.

   Travel time, one way:
   Elementary pupils, thirty minutes;
   Secondary pupils, one hour.

2. School should be located so that permanent neighborhoods and small communities can use the school as a natural community center.

3. Schools should be located so that ultimately the smallest number of children require transportation and the greatest number of people have access to the school site.

4. Attendance centers should be located for maximum safety to health and life, and for the most economical provision of sanitation and public utilities.

5. Attendance areas should be flexible enough to permit adaptation in organization, such as changing from K-8-4, K-6-6, K-6-3-3, and the like.

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[8]M. L. Cushman, Principles of School District Reorganization, an address, Des Moines, Iowa, 1954. (Mimeographed)

6. The size of the attendance area should vary with the population, density roads, ages of children and similar factors.

7. Attendance areas should be drawn so that each school will provide a minimum of three teachers per grade in the secondary school.[9]

DR. CONANT

A general survey of literature pertaining to school district reorganization was presented in the preceding sub headings. The present author feels the survey would not be complete if certain criteria presented by Dr. Conant were not included.

Dr. Conant, in 1957, made the decision to examine some of the critical problems facing the American high school. As a result, Dr. Conant undertook a two-year study of the American high school and purposed several important recommendations for a comprehensive high school.[10]

> The high school is comprehensive because it offers, under one administration and under one roof (or series of roofs), secondary education for almost all the high school age children of one town or neighborhood. It is responsible for educating the boy who will be an atomic scientist and the girl who will marry at eighteen; the prospective captain of a ship, and the future captain of industry. It is responsible for educating the bright and the not so bright children with various motivations. It is responsible, in sum, for providing for all young people within a democratic environment which the American people believe serves the principles they cherish.[11]

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[9]Jacob L. Foreman, "School District Reorganization Plans For Sioux County, Iowa," (Unpublished Doctoral Dissertation), Iowa: Colorado State College, 1957, pp. 60-61.

[10]James B. Conant, The American High School Today, (New York: McGraw-Hill Book Company, Inc., 1959) pp. 141.

[11]Ibid., pp. 9-10.

Conant says that a school district must be large enough to support a comprehensive high school. He also states his conviction "that in many states the number one problem is the elimination of the small high school by district reorganization.[12] According to Conant, the truth of this statement is attested to by the fact that the small high schools can be satisfactory only at exorbitant expense to the taxpayers. For instance, he states that it is a rare district where more than 25 per cent of a high school class can study, with profit, twelfth-grade mathematics, physics, and a foreign language for four years (assuming that standards are maintained). Furthermore, according to Conant, it is extremely expensive to provide adequate teachers for specialized subjects. Therefore, Conant says that wide academic programs are not usually offered when the academically talented in a school are so few in number. Conant says that the capital outlay for equipment and the salaries for special vocational instructors are so expensive that vocational programs are almost prohibited in the small high schools.

It is for these reasons that Conant constantly re-emphasizes the point that a comprehensive high school program cannot be offered in schools with a graduating class of less than one hundred students.[13]

According to Conant, there are three things that are necessary to have a good high school if it is of sufficient size: "first, a school board composed of devoted, intelligent, understanding citizens who realize fully the distinction between policy making and administration; second, a first-rate superintendent; and third, a good principal."[14] Then, Conant believes, if a good high school is functioning satisfactorily, and the principal will be such that changes introduced by the superintendent and principal will be fully explained to the school board which, in turn, can explain them to the public.[15]

RECOMMENDATIONS

Conant says there are approximately four thousand high schools with graduating classes of at least one hundred students and seventeen

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[12] Ibid., p. 38.

[13] Ibid., pp. 37-38.

[14] Ibid., p. 43.

[15] Ibid.

thousand high schools with graduating classes of less than one hundred students. There are approximately a million and a half twelfth-grade students in the nation. Approximately one million of these students attend four thousand high schools of sufficient size. If the remaining five hundred thousand students now scattered among the other seventeen thousand high schools were distributed uniformly in high schools with graduating classes of one hundred pupils, five thousand high schools would be needed. The number of high schools would then be nine thousand.[16]

If the total number of high schools in the nation were reduced from about twenty-one thousand to approximately nine thousand, secondary instruction would be generally improved. Teachers and other professional personnel would be made available, and their talents would be used more effectively.[17]

FINANCIAL ASPECTS OF REORGANIZATION

Before one can begin to look towards reorganization he must be sure the revenue for such an ambitious undertaking may possibly be made available.

According to Donald C. Orlick, in 1963-64, seventeen states contributed at least 50 per cent support for education. The state contributing the smallest percentage to school districts was Nebraska,

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[16] Ibid., pp. 80-81.

[17] Ibid.

where state allocations accounted for 6.3 per cent; while the state of New Mexico contributed the greatest per cent to local districts, with the state appropriations accounting for 80.6 per cent of educational expenditures. Orlick also says that federal aid to education may rise from 4 per cent in 1964 to approximately 7 per cent by the end of the 1965-66 school year, the nation's educational investment.[18]

M. F. Coddington was previously quoted as saying there are three major reasons for reorganizing local school districts. "These are (a) to provide the best possible education for all of the children in all of the schools..., (b) to provide quality education programs at the least possible cost, and (c) to devise an equitable distribution of these among all segments of our society.[19]

The state of Nebraska has as yet not made any giant steps towards providing financial aid to the local school districts. State aid to education recently had a brighter outlook, as reported in the Omaha World-Herald. A state aid to education bill was introduced. The measure, chiefly sponsored by Senator Jerome Warner from Waverly, would provide basic state grants to public schools meeting certain requirements, as well as supplemental grants based on need. Two Omaha senators, Henry F. Pedersen, Jr., and C. F. Moulton, and Senators

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[18]Donald C. Orlick, "The Role of Property Taxes in Financing Public Schools, Part I," The American School Board Journal, 151:10-12, November, 1965.

[19]M. F. Coddington, loc. cit.

J. James Waldron of Callaway, Dale Payne of Papillion and Richard Ely of Guide Rock joined in sponsoring the bill.[20] Senator Warner had introduced similar measures at two previous sessions, but these earlier bills were killed.

It is a well known, accepted fact that the price of education is rising. An article contained in the January, 1966, issue of School Management explained it this way. "The average school district found in the US raised its expenditures by better than $21 per pupil during the last year."[21] In 1964-65, it spent $373.20 per pupil unit for Net Current Expenditures. This year it has budgeted a total of $394.70 for exactly the same items. This represents a 5.8 per cent increase in expenditures. During the three year period between January 1, 1957, and December 31, 1959 the average district in the US spent $258 per pupil unit on Net Current Expenditures. Last year $373 was spent, or 44.7 per cent above the 1957-59 average; spending is now more than $137 or 53 per cent above the 1957-59 average, and this figure may be lower than it should be because federal funds have come into being since the study was made. There has been an inflationary increase of 27 per cent since the base study was made. It would cost $328.20 to buy what $258 bought during 1957-

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[20]John Taylor, "Education Bill," Omaha World-Herald, 102 ND, January 25, 1967, p. 1.

[21]James Doherty, Editor, "The National Cost of Education Index 1965-66," School Management, 10: January, 1966, pp. 115-20.

59, a $70 rise. The average school today is spending $394.70 per pupil; since 1957-59 schools have increased their spending $66.50 per pupil.[22]

To throw more light upon the financial problems of education, it was previously quoted from M. L. Cushman, that there should be twelve teachers in the secondary school. Perhaps with some combinations ten specialized secondary school teachers would be sufficient. But assuming a pupil teacher ratio of 20 or 25 the minimum size high school will usually be a high school of at least 200, 250, or 300 pupils.[23]

An article in the January, 1966, issue of School Management states that teacher's pay, based on the average school district, amounts to 65 per cent of school district budgets.

Expenditures for leadership (principals), materials with which to work, clerks and secretaries, and teachers salaries equal 78.8 per cent of districts' Net Current Expenditures. The average school district is spending $257 per pupil on classroom teachers, 65 per cent of the total budget. It has also been estimated that the average salary for classroom teachers across the nation is $6,341.[24]

Further investigation as to the spending by school districts shows that the median district in the United States has a budget of

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[22] Ibid.

[23] M. L. Cushman, loc. cit.

[24] James Doherty, Editor, School Management, Vol. 10, loc. cit.

approximately $1.8 million for operating and building schools.[25] Doherty further states that the best means to enlighten the public and to encourage acceptance of the budget is by comparison. It is the easiest, most powerful method to use. Administrators can compare neighboring districts' scholarships to those their students receive, the retention of good teachers etc. The cost of index makes possible comparison of your spending with neighbors (districts your own size).

It has been said, that to increase a district's spending per pupil by 4 per cent per year is not enough--or it has not been in the past decade. For every $100 spent on an elementary student, $130 is spent on a secondary student. It has been calculated that $395 times 1.3 or $513.50 is the average spent on secondary school pupils throughout the United States.[26]

The calculation for determining how well your school district is doing is obtained by the following arithmetic methods:

Step 1. Get your district's total budget. Deduct everything that is being spent for debt service, capital outlay and transportation. You now have your district's Net Current Expenditures.

Step 2. Multiply the total number of elementary school students in your district by $395.

Step 3. Multiply the total number of secondary school students in your district by $513.50.

Step 4. Add the results of Steps 2 and 3. If the total is above your district's Net Current Expenditures (found in Step 1) your spending is below the national average. If the

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[25] Ibid., p. 110-111.

[26] Ibid.

total is below your district's Net Current Expenditures your spending is above the national average.[27]

SUMMARY

A review of the literature pertaining to aspects of school district reorganization was the purpose of this chapter. The problem was approached by breaking down the material into several interrelated topics. A summary of some of the important points should be made.

1. Due to the great increase of knowledge and information brought on by advances in modern technology, the small school can no longer provide an education needed and desired by all students enrolled.

2. Surveys have shown that many people are not aware of the purpose of reorganization, to provide a better and more rounded education for all students.

3. Individuals were quoted as to their opinions of what the minimum standards for the operation of a school district should be.

4. Information pertaining to financial aspects of reorganization was presented in order that a basis for financial comparison of school districts on the local and national level could be made by the interested reader.

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[27] Ibid.

CHAPTER III

A. SIZE AND TOPOGRAPHY OF BOYD COUNTY

Chapter three presents some factors related to the four school districts in Boyd County.

Figure 1, p. 21, demonstrates that Boyd County has a long and narrow shape. The Niobrara River dictates the southern boundary of the county, the Missouri River the extreme northeastern boundary, and the South Dakota state line, the remaining northern portion.

The county is forty miles long and sixteen miles wide at its longest and widest points. Keya Paha County is at the western boundary, Knox County on the east, and Holt County to the south. It can be seen from Table I, p. 20, that districts #17 and #36 derive some of their operational income from Holt and Knox Counties respectively.

Boyd County has a fairly rugged topography in that it has four small creeks or streams, excluding the Niobrara River, that run through its interior generally from a westerly to easterly direction. Most of the county roads cross these water ways at regular intervals.

ROADS AND HIGHWAYS

Boyd County has a hard surfaced road, Highway 12, that extends from the village of Minowi on the eastern border to Naper on the western border. Lynch, Bristow, Spencer, and Butte (in order from

TABLE I

SOURCES OF INCOME COMPOSING TOTAL VALUATION
OF BOYD COUNTY SCHOOL DISTRICTS 1966

* SD	City Real Estate	Rural Real Estate	Cars	City Personal	Rural Personal	Utilities	Total Valuation
5	$ 343,785	$959,495	$174,325	$135,315	$415,855	$ 63,118	$2,091,893
7		235,205	10,090		67,535	2,569	315,399
17 (B)	431,700	1,913,360	231,385	192,795	756,740	163,592	3,689,572
(H)							217,429
		Total: Boyd (B) and Holt (H) Counties ($3,907,001)					
21	58,550	806,730	92,255	33,250	310,840	16,487	1,318,112
36 (B)	285,680	1,377,385	181,910	118,115	552,071	104,766	2,619,927
36 (K)		214,725	13,630	9,830	71,910	19,411	329,506
		Total: Boyd (B) and Knox (K) Counties ($2,949,433)					
40	18,585	295,870	19,695	23,055	100,720	34,500	492,425
46		81,645	7,690		29,285	1,759	120,379
48		73,175	5,010		25,300	943	104,428
50		60,965	4,100		26,055	853	91,973
80		99,815	5,480		41,120	1,535	147,950
Total	1,138,300	6,118,370	745,570	512,360	2,397,431	409,533	11,538,993

* School District Number

Information received from Boyd County Assessor's Office

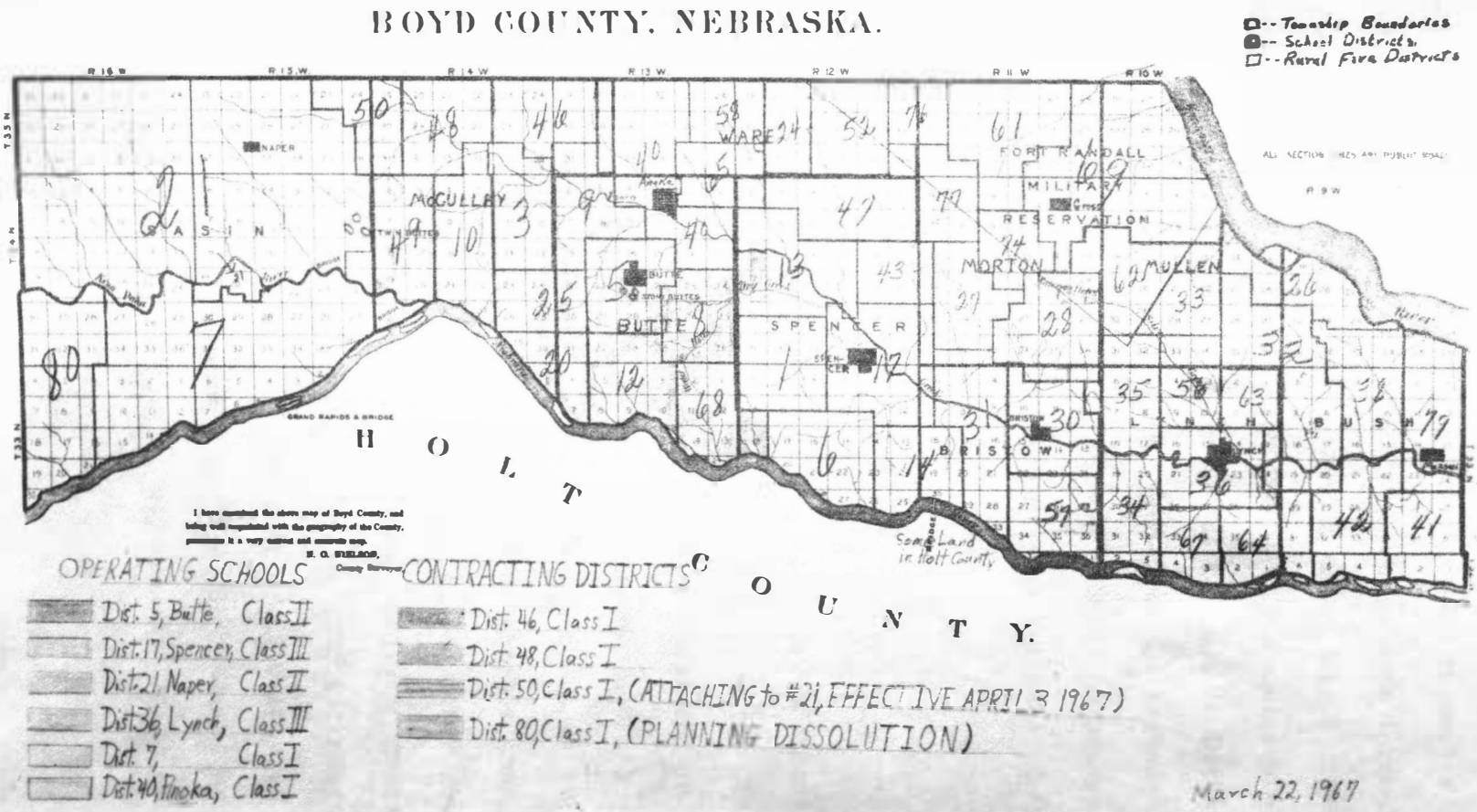

Figure 1. Map of Boyd County School Districts, Nebraska

east to west) are villages located on or near Highway 12. This particular highway bisects the county from an east to west direction through the center of the county. Highway 281 extends through Spencer and tends to bisect the county in a north, south direction. State Highway 43, ten miles west of Highway 281 extends south 10 miles from Highway 18 in South Dakota to the village of Butte, where it becomes gravel and continues south to the town of Atkinson, Nebraska. It can be seen in Fig. 1, page 21, that the approximate center of the county lies somewhere between the villages of Spencer and Butte.

PRESENT POPULATION

There is little difference between the villages of Spencer and Butte in terms of population and business establishments. It must be brought to attention that Butte is the county seat and in 1966 the addition of a new county court house was made. Looking at Table II, page 26, one can compare the present schools in terms of number of students grades 9-12. The table demonstrates that Spencer is the largest school in the county, having 145 secondary students. Lynch and Butte have 93 and 90 students respectively in grades 9-12. The Naper Public School is the smallest of the four secondary schools having an enrollment of 51 pupils. There is a difference of 50 pupils between the largest school, Spencer, and the next largest schools, Lynch and Butte. Referring again to Fig. 1, page 21, it can be emphasized that

the logical location of a secondary school, assuming the center of the county a most advantageous location, would be either the villages of Spencer or Butte.

In an interview obtained from County Superintendent, Miss Borral, it was found that the present population of Boyd County is near the 4,000 mark.[1] Using Fig. 1, page 21, one would find that a somewhat greater proportion of the county population lies along a line east from Butte through Spencer and towards Lynch.

Miss Borral further stated that the overall population of Boyd County has remained relatively stable for many years. If one were to project into the future the population trends of Boyd County he might predict a slight decrease, barring any unforseen industrial changes in the distant future.

ADEQUACY OF FACILITIES

If one were to look at the present facilities available at the four potential sites for a county high school he would find construction of new facilities to be inevitable. Naper actually has the latest facilities in terms of classroom construction, but this facility would be inadequate to house the expected enrollment of nearly 300 secondary students. Furthermore, the village of Naper is located on the western edge of the county (Fig. 1, page 21). Geographically, this would tend to limit the use of Naper as a potential

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[1]Miss Borral, County Superintendent, Interview granted Robert Stuerman, December 21, 1966.

county high school site. The school at Lynch has recently added a gymnasium of adequate size for a county high school, but new class room facilities would have to be constructed if this were chosen as the site. Lynch is near the eastern edge of the county, thus, like Naper, not advantageously located. Butte Public School has also recently made the addition of a new gymnasium which would be very adequate for estimated county enrollments. Butte, like Lynch and the other schools, does not have a structure to accomodate the enrollment of a county high school. The Spencer Public School has completed construction of a complex of rooms that serves the lower grades and also contains a multipurpose room with hot lunch facilities. The present structure that houses the high school at Spencer would have to be abandoned and new facilities provided for. Spencer does not presently have facilities that would house an adequate physical education program or any type of athletic contest of the nature a county high school would demand.

Many other problems such as room for construction programs are apparent at this writing, but are not within the scope of this paper.

It can be concluded that in each of the four available sites construction of new facilities, particularly classrooms, would be the only conceivable solution to the inevitable problem of where to house the students.

PRESENT AGRICULTURAL AND INDUSTRIAL ASPECTS

Economically the villages within Boyd County are entirely dependent upon agriculture for their existence. The estimated total population

of Lynch, Brystol, Spencer, Butte, and Naper is only 1,500 people. The remaining 2,500 people live on and obtain their living from either a farm or ranch. Furthermore many of the people within the confines of a village often own and operate a farm, feed cattle, or do both while maintaining a residence within one of the villages previously mentioned.

B. PRESENT AND FUTURE FINANCIAL STATUS OF SCHOOLS IN BOYD COUNTY

It is a fact that the more one can receive for a dollar the more efficient that dollar is. The same idea may be applied when thinking of teacher-pupil ratios within certain limits. A situation involving many students and one teacher is efficient if the students do not lose their individuality because of numbers. The generally approved number of students under standard teaching conditions is set at 25 pupils per teacher at the high school level. Table II, page 26, may be used as reference in calculating teacher-pupil ratios. Dividing the average daily attendance by the number of teachers, one finds that Spencer has 11.5 pupils per teacher, the largest teacher pupil ratio. Naper has the smallest teacher-pupil ratio, which is 9.7 students per teacher. An interesting point to be mentioned is the amount of money spent for teachers per pupil. This may be calculated by dividing the money budgeted for teachers' salaries by the total number of students. Table III, page 27, is used to present these calculations for each district.

TABLE II

SELECTED DATA ON SECONDARY INDEPENDENT DISTRICTS IN BOYD COUNTY 1965-1966.

	#5 Butte	#17 Spencer	#21 Naper	#36 Lynch
Average Daily Attendance	86.56	141.10	48.67	88.27
Average Daily Membership	88.73	141.66	49.95	91.61
No. of Teachers	8.5	12	5	8
General Fund Expenditures	67,547.90	137,910.20	47,323.58	96,336.66
Cost Per ADA	780.36	977.39	972.33	1,091.39
Cost Per ADM	761.27	973.52	947.41	1,051.95
Total Valuation	2,091,893.00	3,907,001.00	1,318,112.00	2,949,433.00
General Fund Levy	45.54	38.50	41.90	45.30
Bond Levy	6.76	5.30	5.70	2.66
Total Levy	52.30	43.80	47.60	47.96

Records on file at the Boyd County Superintendent's Office

TABLE III

AMOUNT OF MONEY SPENT FOR TEACHER PER PUPIL IN BOYD COUNTY SECONDARY SCHOOL DISTRICTS 1965-66.

SD	Money Spent For Teacher Per Pupil	Money Average District Spends For Teacher Per Pupil	Difference
Butte #5	503.72	257	246.72
Naper #21	529.44	257	272.44
Lynch #36	456.03	257	199.03
Spencer #17	458.15	257	201.15

Records on file in Boyd County Superintendent's Office

These calculations demonstrate clearly the excessive cost of small school education when there is such a small ratio between number of students and teachers.

CURRICULUM

Table V, pages 29 and 30, shows a comparison of the various curriculums offered at the four present Boyd County secondary schools. The schools are either on an unapproved basis, or hard pressed to meet new and more rigid state standards for accreditation. Many, if not most of the teachers, are burdened with too many preparations and quite often are not teaching within their major fields. Thus they cannot do justice to any of their subjects without neglecting another.

Table IV, on page 32, represents the minimum program of study for a secondary school as determined by the State Accreditation Committee for the years 1960-65. Ten semester hours is the equivalent of one unit or one year's work.[2]

TABLE IV

THE MINIMUM PROGRAM OFFERING IN GRADES 9-12 AS DETERMINED BY THE STATE ACCREDITATION COMMITTEE 1960-65

English	40	Business Education and/or Practical Arts	20
Social Studies	40	*Music and/or Art	10
Mathematics	30	*Health, Safety and Physical Education	10
Science	30		

*The last two must have this or its equivalent.

A further study of accreditation requirements is developed in the following paragraph.

> A minimum of two basic courses in English and social studies, one in mathematics and one in science shall be taught at the local level each year. Opportunity shall be provided for participation in music, health, safety, and physical education each year.[3]

In addition to the preceding requirements, certain requirements to the library must be fulfilled; library facilities are not the strong point within any of the schools in Boyd County.

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[2] R. C. Brown, "The Education Program," Approval and Accreditation of Nebraska Public Schools, September 1, 1960, p. 14.

[3] Ibid.

It is interesting to note the various courses offered in Table V, pages 29-30, and compare the schools to one another, as well as to 1965 state requirements found in Table IV, page 28.

TABLE V

THE CURRICULUM OFFERINGS OF BOYD COUNTY HIGH SCHOOLS 1965-66

Subject	Butte	Naper	Lynch	Spencer
English I	x	x	x	x
English II	x	x	x	x
English III	x	x	x	x
English IV	x	x	x	x
Speech				x
General Math	x			x
Algebra I	x	x alt	x	x
Algebra II	x	x alt	x	x
Geometry	x	x	x	x
Trigonometry	x	x	x	x
General Science	x	x	x	x
Biology	x	x	x	x
Chemistry	x alt	x alt	x alt	x alt
Physics	x alt	x alt	x alt	x alt
Home Ec. I	x		x	x
Home Ec. II	x		x	x
Home Ec. III	x			
Mech. Drawing I	x	x	x	x
Mech. Drawing II	x			x
Carpentry	x		x	
Am. History	x	x	x	x
World History	x	x	x	x
Am. Problems	x	x		
Citizenship				x
World Geography		x		
Modern Problems			x	
Psychology	x alt	x alt $\frac{1}{2}$		
German	x			x
Typing	x	x	x	x
Spanish			x	
Shorthand	x	x alt		x
Bookkeeping	x	x alt	x	x
Business Law		x alt $\frac{1}{2}$		
General Business		x alt $\frac{1}{2}$		

TABLE V.--(Continued)

Subject	Butte	Naper	Lynch	Spencer
Economics		x alt ½	x	
Office Practice	x		x	
Boys' P. E.	x			x
Girls' P. E.	x			x
Driver's Ed.				x
Art				x
Band	x	x	x	x
Vocal Music	x			x
Athletics	x	x	x	x
Guidance	x		x	

Information received from Boyd County Superintendent's Office

One can see that the program of study in any one of the four present Boyd County High Schools is not developed with the interest of all students in mind. The curriculums presently offered are of an academic, college preparatory nature with a minimum of stress upon vocational or a similar type of training.

A point may be made by referring to a study of the number of graduates from Butte High School that entered college after graduation.[4] The study involves a ten year period from 1952-1962. It was found that 39.2 per cent of high school students over a ten year period entered college following graduation from Butte High School. In evaluating

[4]Kenneth C. Wilcox, An Evaluation of the Butte High School Curriculum, Unpublished Master's Thesis, Iowa State University, Ames, Iowa, 1965.

this data two points must be mentioned: 1) this data represents only the students who entered college, not those who graduated from college, and 2) this data was gathered by means of a questionnaire method and does not represent the entire number of graduates over the ten year period.

Upon analyzing the previous statements one tends to conclude that quite possibly the number of students graduating from college would be far less than 39.2 per cent. The majority of students who graduate from Butte High School do not go on to college and possibly only a small percentage of those students who do continue their education will graduate. Analyzing again the curriculum offered at Butte High School, Table V, pages 29-30, it can be seen that the curriculum is geared towards the minority of students rather than the majority.

David M. Dennis has said, "The small school district does not have the curriculum because of the lack of students and qualified teachers." Dennis was also quoted as saying, "the smaller school system does not have the operational budget; thus facilities, equipment, and salaries necessary to attract and hold well qualified personnel is not available."[5] Dr. Conant has been known to have made similar statements pertaining to this problem. It is Dr. Conant's belief that a comprehensive high school program cannot be offered in a school with a graduating class of less than one hundred students.[6]

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[5]Dennis, loc. cit.

[6]Conant, loc. cit.

The schools in Boyd County are all in the small school class. It seems fitting therefore, that a proposal for a county high school should be made. The reader will find information pertaining to a proposed county high school in the succeeding pages of this chapter. Table VI, page 32, presents the estimated enrollment of a Boyd County High School to be 389 students. This figure would be close to Dr. Conant's recommendation of 100 students in each graduating class.

TABLE VI

GENERAL FUND DISBURSEMENTS OF SECONDARY INDEPENDENT DISTRICTS IN BOYD COUNTY 1965-1966

District	Enrollment	ADA	Total	General Fund Disbursements Per Pupil in ADA
Butte #5	90	86.56	67,547.90	780.36
Lynch #36	93	88.27	96,336.66	1,091.39
Naper #21	51	48.67	47,323.58	972.33
Spencer #17	145	141.10	137,910.20	977.39
Total	389	364	349,118.34	
Disbursements per enrolled pupil			897.48	

Record on file at the Boyd County Superintendent's Office.

Table VII, page 33, lists the total amount of revenue for operation of the ten school districts in Boyd County as being $5,111,277.79.

Using as reference an article in School Management, "the average district in the United States has a budget of approximately $1.8 million for operating and building schools."[7]

TABLE VII

REPRESENTING MONEY AVAILABLE FOR BOYD COUNTY SCHOOL OPERATION 1966

SD	Valuation	Amount Required	General Levy	Will Raise	Bond Levy
5	$2,091,893	$ 98,351.21	45.54	$ 95,264.80	6.26
5	2,091,893	14,000.00	--	--	6.76
7	315,399	5,225.00	16.60	5,235.62	--
17	3,907,001	151,835.19	38.50	150,419.53	--
17	3,907,001	20,700.00	--	--	5.30
21	1,318,112	58,705.14	41.90	55,228.89	--
21	1,318.112	7,500.00	--	--	5.70
36	2,949,435	135,860.69	45.30	133,609.31	--
36	2,949,435	7,800.56	--	--	2.66
40	492,425	4,000.00	8.20	4,037.88	--
46	120,379	1,600.00	15.00	1,685.30	--
48	104,428	2,000.00	19.20	2,005.02	--
50	91,973	2,000.00	22.00	2,023.41	--
80	147,950	1,700.00	12.00	1,775.40	--
Total	11,538,995	5,111,277.79	26.42 (Avg.)	4,512,285.16	5.34 (Avg.)

Records on file at the Boyd County Assessor's Office

One will find that the cost of operating Boyd County's ten school districts is much greater than the average school district found in the United States. Taking nothing else into consideration

[7]James Doherty, Editor, School Management, Vol. 10, loc. cit.

these calculations would appear as a positive argument for consolidation of the school districts in Boyd County into a County Unit Plan.

It is accepted by most educators that two thirds of the school budget generally goes towards the operation of the secondary school. Two thirds of $5,111,277.79 would be $3,407,518.52. This figure roughly represents the money available to operate and build new secondary schools in Boyd County on the Unit Plan. This represents a difference of 1.6 million dollars between the national average of money available to operate and build schools, and that available on Boyd County's Unit Plan. From this information one might conclude that a sufficient budget would be available to operate and build new schools under the proposed Unit Plan..

PER PUPIL COSTS BASED UPON TOTAL BUDGETS OF SECONDARY SCHOOL DISTRICTS

Per pupil costs are estimated by dividing the school's total budget by the number of students. This calculation may in turn be used for comparison between school districts of similar size and of the same general area. Table VIII, page 35, demonstrates how these comparisons may be made.

Later calculations of per pupil costs will be made from calculations of Net Current Expenditures. The NCE figures will be lower for reasons explained in following pages. Using the NCE calculations as reference, it was found that $513.50 was the average amount of money spent per pupil over the nation for the 1965-66

TABLE VIII

PER PUPIL COSTS BASED UPON TOTAL BUDGETS
OF SECONDARY SCHOOL DISTRICTS

SD	Total Per Pupil Costs	Total Secondary School Budget	Number of Students
Butte #5	667.91	67,547.90	90
Naper #21	927.91	47,323.58	51
Lynch #36	1,035.88	96,336.66	93
Spencer #17	951.10	137,910.20	145

Records on file at the Boyd County Superintendent's Office

school year.[8] Using this figure and Table VIII as reference, the cost per secondary pupil of the present Boyd County School Systems are at the most $422.38 above the national average cost per pupil, and at the least $154.40 above the national average. Care must be taken when figures such as these are used for comparison, for a perfect picture of the average school has never been painted.

CALCULATIONS FOR NET CURRENT EXPENDITURES

The following information will be presented in order that the reader will know how the national government derives its calculations for 'Cost of Index Expenditures.' The Cost of Index Expenditures

[8] Ibid.

represents a valid means of comparing one school district's spending with that of another of comparable size.

The calculation for Net Current Expenditures are as follows:

1) Obtain the total budget spent for secondary school; and deduct money spent for a) debt service, b) capital outlay, c) transportation.

2) Multiply the total number of secondary students in the district by $513.50; ($513.50 equals the average money spent on secondary school pupils throughout the US.)

3) If the total obtained in Step 2 above the school district's Net Current Expenditure (found in Step 1) spending is below the national average. If the total you get in Step 2 is below the district's Net Current Expenditure, spending is above the national average.

COST OF INDEX EXPENDITURES

Now that the reader is aware of the procedure by which the NCE is calculated he can begin to derive the individual figures from each school district which is the calculation of each school district's NCE, the NCE calculated from the average cost per student over the nation, and the difference between these figures as presented by the succeeding table, Table IX. This table shows clearly a marked difference between the local NCE and national average NCE. The smallest local NCE is $13,372.43 above the national average NCE, while the largest local NCE is $56,001.82 above the national average NCE for a school of comparable size.

TABLE IX

THE COST OF INDEX EXPENDITURES FOR BOYD COUNTY SCHOOL DISTRICTS 1965-66

SD	NCE	National Avg. for # of Students	Difference
Butte #5	59,587.43	46,215.00	13,372.43
Naper #21	44,134.49	26,188.00	17,946.49
Lynch #36	87,755.00	47,755.00	40,172.71
Spencer #17	130,459.32	74,457.50	56,001.82

Records on file at Boyd County Superintendent's Office

The NCE's of the local districts provide the interested reader with an objective means of comparison between similar school district expenditures. The schools in Boyd County of most comparable size are Butte and Lynch. Using Table X, page 38, for reference, one can compare the budget expenditures of the schools. In this manner one can determine only in what areas one school may be spending more than the other; however, information is not available in this table to project accurately the reasons why there may be a difference between similar budget items.

TABLE X

DIVISION OF EXPENDITURES FOR EACH BUDGET ITEM BOYD COUNTY INDEPENDENT DISTRICTS 1965-1966

Budget Item	Butte #5	Naper #21	Lynch #36	Spencer #17
General Fund Expenditures	67,547.90	47,323.58	96,336.66	137,910.20
Administration	6,254.25	5,563.21	5,423.44	5,699.79
Instruction	45,334.60	27,001.40	55,287.87	66,432.45
Other School Services	8,080.87	2,543.04	6,060.16	6,873.39
Operation of Plant	9,481.77	6,617.39	5,679.53	6,135.14
Maintenance of Plant	2,796.40	1,524.34	2,997.94	27,163.02
Fixed Charges	3,562.57	2,480.05	3,021.30	4,420.40
Capital Outlay	582.44	168.19	2,491.50	1,091.36
Debt Service	000.00	1,425.96	000.00	000.00
Transfers to Other Funds	750.00	000.00	34,433.92	48,139.65
Total	76,100.40	47,323.58	115,396.66	165,955.20
Bond Interest During Year	7,676.50	2,370.00	2,131.50	10,771.50

Records on file at Boyd County Superintendent's Office

PER STUDENT COSTS BASED UPON NCE

A heading of "Per Student Costs Based Upon Total Budgets of Secondary School Districts" was previously developed. It may also be worth while to show comparisons of per student costs based upon the NCE, compared to national average per student costs, also based upon the NCE. Table XI presents the NCE per student of the four

Boyd County Secondary School Districts. It also depicts the difference between the national average NCE and the calculated local NCE's.

TABLE XI

THE PER STUDENT COST FIGURED FROM THE NCE FOR BOYD COUNTY HIGH SCHOOLS 1965-1966

SD	Local NCE/Student	National Avg. NCE/Student	Difference
Butte #5	662.08	513.50	148.50
Naper #21	865.38	513.50	351.88
Lynch #36	945.46	513.50	431.96
Spencer #17	899.72	513.50	386.22

Records on file at the Boyd County Superintendent's Office

The cost per pupil figures are in most cases substantially higher when not using the NCE calculation. The reason is obvious when one considers that the number of students is constant in both cases, but with cost of transportation, capital outlay, and debt service removed from the total budget the figures for the NCE per student costs would be understandably less than if the total budget were used.

Table XI again illustrates the expense of small school district operation. It varies from $148.50 above the national average to $431.96 above the NCE national average. With these excessive costs in mind

it can be seen that the small school district, in an effort to maintain minimum state standards, is financially making a greater than average effort, and therefore over-burdening itself with taxes.

PER CENT OF THE TOTAL BUDGET SPENT FOR INSTRUCTION AT THE SECONDARY LEVEL

Teacher's pay for the average school district in the United States is 65 per cent of that school district's total budget.[9] Table XII presents means by which one can compare the percentage of the total school budget each present school district is expending to the percentage spent over the nation as an average.

TABLE XII

THE PER CENT OF THE TOTAL BUDGET SPENT FOR INSTRUCTION AT THE SEC. LEVEL IN BOYD COUNTY SCHOOLS 1965-1966

SD	Money For Instruction	% of Money Spent For Instruction	Difference
Butte #5	45,334.60	67.1%	2% above NA
Naper #21	27,001.40	57.5%	7.5% below NA
Lynch #36	42,411.40	44.0%	21.0% below NA
Spencer #17	66,432.45	48.1%	17.0% below NA

Records on File at Boyd County Superintendent's Office

[9] Ibid.

If one were to analyze Table XII carefully and consider the total budget of each school district, he could draw the following conclusion: the reason why Butte High School has a larger percentage of its total budget allotted towards teacher's salaries is not that this school pays its teachers better salaries, but that it has a much smaller total operational budget from which to function than does a school such as Lynch.

AVERAGE SALARY PER SECONDARY CLASSROOM TEACHER

It might be pointed out that the people of District #5 are absorbing an excessively high mill levy. Table VII, page 33, shows the District #5 mill levy to be 51.86 mills. The mill levy of District #36 is 47.96 mills. The difference of 4 mills may be explained by referring to Figure 1, page 21. One can see that District #36 is a larger district than #5, and furthermore possesses a larger per cent of the population and land of high valuation. District #36 is for this reason capable of supporting more students for proportionately less money per tax payer. Table XIII developes a vivid comparison between average salaries paid the secondary teachers of the four present school districts in Boyd County to those paid on the average over the entire nation.

Since salaries in Boyd County are nearly $1,000 lower than the national average, it is not difficult to understnad why teacher turnover is at a fairly high level for all four school districts.

TABLE XIII

THE AVERAGE SALARY PAID SEC. SCHOOL TEACHERS IN BOYD COUNTY COMPARED TO AVERAGE SALARY PAID SCHOOL TEACHERS OVER THE NATION 1965-1966

SD	Local Avg. Salary	Nat. Avg. Salary	Difference
Butte #5	5,333.48	6,341	1,007.52
Naper #21	5,400.08	6,341	940.92
Lynch #36	5,654.85	6,341	686.16
Spencer #17	5,536.04	6,341	703.96

Records on file at Boyd County Superintendent's Office

FUTURE FINANCIAL ASPECTS OF BOYD COUNTY REORGANIZATION

A final explanation as to why it is costing the tax-payer so much money for so small a school program in Boyd County may be offered in this way. The average school district in the US has $7,832 taxable property behind each secondary student.[10] It has been calculated that under the County Unit Plan each secondary student in Boyd County would have $8,759.69 of taxable property supporting him under present taxable conditions. Table XIV, page 43, shows the present amount of taxable property behind each secondary student in the four secondary school districts, and compares it with the amount the national average, and County Unit Plan would provide.

[10] Ibid.

TABLE XIV

THE AMOUNT OF TAXABLE PROPERTY BEHIND EACH SECONDARY STUDENT AS A NATIONAL AVERAGE, UNDER BOYD COUNTY'S PRESENT SCHOOL SYSTEMS, AND AS A COUNTY UNIT PLAN 1965-1966

SD	National Average	Present System	Unit Plan
Butte #5	$7,832	$1,559.88	$8,759.69
Naper #21	7,832	1,773.20	8,759.69
Lynch #36	7,832	2,694.48	8,759.69
Spencer #17	7,832	1,796.32	8,759.69

Records on file at the County Assessor's Office

The table clearly indicates the cause for excessively high mill levies of all four secondary school districts when one compares the overwhelming difference between the taxable property behind each student of the nation's average secondary school, and that of the present schools in Boyd County as a whole. It is interesting to note that the County Unit Plan would have an excess of $927.69 taxable property behind each student as compared with the national average under present taxable conditions. One might assume that eventually mill levies could be lowered.

The state of Nebraska will soon have State Aid to Education. The basis for this aid has not entirely been determined, but state accreditation may become a large factor. It has been estimated by

Superintendent K. C. Wilcox that quite possibly state aid could lower the present mill levy substantially. He estimated a drop of between 10 and 15 mills, with a possibility of more.[11] If a school is not state accredited it could possibly lose all, or a large portion of the state's money. This factor alone may bring about the need for county school reorganization.

SUMMARY

Chapter III had as its purpose, the orientation of the reader to some of the physical, social, economical, and financial aspects of Boyd County. A summary of some of these important aspects should be made.

A. 1. Boyd County is forty miles long and sixteen miles wide at its longest and widest points. The land is hilly, with several creeks running through the interior.

2. The county is nearly proportionally divided in all directions by a hard surfaced road. All other roads are gravel and at times present problems for travel.

3. The population of Boyd County is quite stable, with a total of approximately 4,000 people at the present time. There are more people in the eastern half of the county than in the west.

4. School facilities in Boyd County would be inadequate to house the students in a county high school situation.

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[11] K. C. Wilcox, Interview granted Robert Stuerman, June 22, 1967.

Butte and Lynch both have new gymnasiums but lack proper classroom facilities.

5. Boyd County is almost entirely dependent upon agriculture for its income.

B. 6. The present Boyd County school systems have too few pupils and teachers; thus money spent for teacher per pupil is excessively high, and the curriculum is limited.

7. A county high school plan could be more economical, and could offer a more complete curriculum, thus a better school program.

8. Calculations and comparisons of NCE's of the four present school districts to each other, and to national average NCE's demonstrate the high costs of operating many small schools within one county.

CHAPTER IV

SUMMARY, CONCLUSION, AND RECOMMENDATIONS

Recommendations were outlined in Chapters One and Two by Doctors Conant and Foreman, Marvin Scholton, David M. Dennis, O. W. Wilcox, M. F. Coddington, and others as to how the various aspects of school reorganization should be approached. Chapter Three contained information valuable to the understanding of Boyd County's individual problem of reorganization.

THE PROBLEM

The major purposes of the present study were two fold. They were (1) to present information demonstrating the need for county reorganization of secondary schools, and (2) to provide a stimulus in the direction of whole county reorganization, rather than merging only half-way. The latter in the long run would cost the public more money when the inevitable pressure of higher educational standards, which faces Boyd County school districts now, would force another costly merger later to maintain those high standards.

IMPORTANCE OF THE STUDY

Because of the speed at which new information is being disseminated, the small high school cannot possibly maintain the high standards. There are not enough money, students, and qualified

personnel available to operate and maintain a modern, space-age curriculum in schools with graduating classes of less than 100 pupils. This study was made with the idea that it is nearing the time that Boyd County should seriously begin to contemplate the move from four independent secondary school districts to one County Unit Plan.

PROCEDURE

The present study was based on data obtained from the following sources.

1. A review of the literature about the problem.
2. A review of the local tendencies to alleviate the problem.
3. Information pertaining to the problem, obtained from the files of the Boyd County Superintendent and County Assessor.
4. Interviews with each of the four secondary school superintendents

CONCLUSION

After studying the data collected the following conclusions concerning Boyd County reorganization should be made.

a. There is a definite need for school district reorganization in Boyd County.
b. Present Boyd County High Schools cannot provide equitable educational opportunities for their pupils.
c. Boyd County has many inequalities in financing of public schools.

d. Compared with standards set by experts, and national averages pertaining to the problem, Boyd County schools are inefficiently operating under present circumstances.

e. The survey demonstrates that those districts operating a high school pay an unjust portion of the property tax for school support.

f. The number of administrators needed under the present system could be greatly reduced, while the number of teachers would remain approximately the same.

g. The present teacher-pupil ratio is too low.

h. A one-county high school plan would provide for a more efficient school district reorganization as far as equal education opportunities and equal taxation burdens are concerned.

i. The state of Nebraska offers no standard reorganizational plans that could be used for all counties in that state.

j. The new proposal for state aid to Nebraska schools may force small school districts to combine.

k. According to the literature in the field, the welfare of the school children should be the first consideration of any reorganization plan.

RECOMMENDATIONS

The following recommendations are made on the basis of the foregoing study and conclusions.

a. Boyd County should reorganize its present secondary school districts into one large administrative unit.

b. A public relations program to enlighten county citizens concerning the problem of school district reorganization should be initiated.

c. The Nebraska State Education Department should provide clinics for groups involved in school reorganization programs.

d. Standards for reorganization should be determined by the Nebraska State Education Department, and disseminated to the various areas of concern.

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