AN OBJECTIVE ANALYSIS OF THE POTENTIALS FOR SCHOOL DISTRICT REORGANIZATION IN A NINETEEN-COUNTY

AREA OF SOUTHEAST TEXAS

A Dissertation

Presented to

The Faculty of the College of Education

University of Houston

In Partial Fulfillment of the Requirements for the Degree

Doctor of Education

• by

Wallace Charles Hill

August, 1960

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(An Abstract)

<u>Problem</u>. The problem investigated in this study was to develop a program of school district reorganization applicable to districts within a nineteen-county area of southeast Texas, and to show what differences such a reorganization would make possible with respect to the following factors: tax structure, economy of operation, curriculum development, professional staffing, and potentials applicable to physical assets.

<u>Procedures</u>. Statistical data were compiled concerning the problem. The information thus secured was related to each school district by counties and by county groups. Harris County was used as the point of geographical reference. The densely populated and heavily industrialized counties were considered apart from those denominated as "outlying."

Maps of each of the nineteen counties were produced. Existing school district boundaries were shown in each county. Symbols were used to denote the extent of educational opportunities offered by race and by grade. A second set of maps was then prepared to show the boundaries of each school district that would result from the reorganization proposal. Educational opportunities proposed were denoted by symbols for race and grade. Comparisons were made of the differences prevalent in the educational characteristics of the districts before and after reorganization.

There are 149 school districts of varying size and characteristics in the nineteen-county area. Reorganization proposals for illustrative purposes would reduce this number to forty-three independent school districts.

The study does not deal with the problems involved in racial integration. Reorganization proposals are made in accordance with Texas law, which now mandates segregation. In a few instances Negro scholastics have been attached to adjoining districts to secure greater student participation. In two instances cooperative Negro educational centers are considered necessary, assuming continuance of segregation, to secure apparent advantages of greater student participation.

Negro educational opportunities are limited in most of the area due to a sparsity of Negro population which necessarily limits the number of Negro scholastics. One county and one school district have undergone integration to some degree. Calhoun County Unit has integrated its secondary schools. Victoria Independent School District allows integration on a voluntary basis.

Findings. Certain counties showed evidences of deliberately holding tax values to a low level. Invariably these counties had the highest incidence of small and poorly organized school districts.

A concentration of greater numbers of students in the emerging new districts can be considered a basis upon which a broader curriculum will evolve.

More specialists and a more efficient assignment of professional personnel generally accrue to larger districts.

The industrialized counties reveal less dramatic gains in the field of curriculum development and the addition of teaching specialists due to heavy population and large school systems already established.

Reorganization produces a broader tax base upon which an emerging district may plan its future operations.

Reorganization does not, however, necessarily mean a cheaper operation as far as money spent is concerned; better and additional services cost correspondingly additional amounts of money.

<u>Implications</u>. This survey and the resultant reorganization proposals have indicated a three-fold requisite for effective school district reorganization. A scientific system of tax assessment should be instituted to alleviate the confused fiscal status of many of the existing districts. Such a system must be designed to produce adequate revenue in an equitable and impersonal fashion, without regard to tradition, emotionalism, or the selfish wishes of influential taxpayers.

Scientific and objective analysis of local conditions, followed by vigorous local leadership, should lead individual communities into reorganization planning.

Existing state laws are in need of revision, especially with regard to the role of the Texas Education Agency in assisting with reorganization planning and extending financial inducements for more effectively organized districts.

ACKNOWLEDGMENTS

The writer wishes to express sincere appreciation to Dr. Wallace H. Strevell for his patience in directing this research. His many helpful criticisms and suggestions were of inestimable value in its preparation.

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Wallace Charles Hill

August, 1960

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CHAPTER I

THE PROBLEM AND ITS INVESTIGATION

Educators have long supported the idea that soundly organized local school districts constitute one of the prime requisites for the provision of adequate public education. On the basis of this belief, school district reorganization has become a problem-concern of national importance. Recently, in several states, the trend toward reorganization has become more pronounced, e.g. New York, California, Colorado, Texas, and Wisconsin. The Texas Education Agency advocates reorganization where feasible in order to allow a better distribution of resources, to encourage greater pupil participation, and to provide a better quality of professional staffing.¹

Reorganization goes much further than "consolidation," a term previously used to denote the merger of various school districts. Many of these mergers were hurriedly consummated. They sometimes lacked the purposeful planning required to produce a balanced school district effective in meeting the needs of an increasingly complex society. A larger number of scholastics per school unit has been, in many instances, the most visible result of consolidation.

¹See Table on Page 35 showing reorganization progress in Texas.

Long-range planning, particularly the tactful and democratic procedures concerned with instituting and completing the reorganizational survey, is assumed to be of prime importance in the success of any proposed school district's reorganization program. By its proper application, provision for all of the requisites of a well-balanced school district should become more characteristic.

The study has proceeded upon the following premises:

- 1. It is the obligation of the modern school district to offer a curriculum of the essential variety of content and skills which will allow each student to advance to the limit of his ability; and
- 2. The entire educational program of each district must rest upon a sound economic foundation.

I. THE PROBLEM

The problem investigated in this study was to develop a program of school district reorganization applicable to districts within a nineteen-county area of Southeast Texas,² and to show what differences such a reorganization would make possible with respect to the following factors:

1. Tax Structure,

²The counties are: Austin, Brazoria, Calhoun, Chambers, Colorado, Fort Bend, Galveston, Hardin, Harris, Jackson, Jefferson, Liberty, Matagorda, Montgomery, Orange, Victoria, Waller, Washington, and Wharton.

- 2. Economy of Over-all Operation,
- 3. Curriculum Development,
- 4. Professional Staffing, and
- 5. Physical Assets.

Factors Contributing to the Need of the Study

Some of the districts now operating within the nineteen-county

area of Southeast Texas may be affected by such factors as:

- 1. Small enrollment,
- 2. Adverse geographic conditions which are reflected in low attendance and in many instances in the quality of the staff,
- 3. Unequal apportionment of the tax wealth of the areas concerned,
- 4. Socio-economic conditions which limit educational efficiency, and
- 5. Limited curricular offering when compared with the multiple electives available in the curricula of larger and better organized school districts.

This study demonstrates by careful analysis the areas in the nineteen counties in which reorganization would seem practical and where, if instituted, reorganization would compensate for some of the limiting factors listed above and, in turn, would produce the basis of an adequate program of education for the districts concerned.

Interpretation of the Study

The study was limited to the nineteen-county area in which the University of Houston is centrally located.³ In these nineteen counties are found school situations of almost all types, i.e., wealthy districts, poor districts, large cities, and rural areas.

Reorganization proposals as they appear in Chapters IV and V present illustrative examples of educational characteristics which result from combinations of school districts in each particular area. The combinations were arrived at after due consideration of geographical locations, tax potentials, and scholastic populations.

No treatment has been extended to certain other problems such as: Projected population trends over a given number of years, economic and business trends, and future developments in transportation facilities. Each of these inquiries would be deserving of additional research before any actual reorganization were undertaken. Although the projections of future development would materially affect the practicability of any reorganization project, the detailed recounting of the significance of changes which will occur during the coming decades is not properly a concern of this study. The proposals

³See Map on Page 5.



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MAP I. The State of Texas Showing the Nineteen-County Area As The Shaded Portion. described in Chapters IV and V are concerned with the reorganization of the school districts as they now exist.

It is also considered that the formulation of specific operational patterns within the districts is primarily a matter of local concern to be decided by the local boards of education. The types and methods employed in the separation of grade levels and at what particular point it should occur, i.e. 6-3-3 or 8-4, become matters for determination by the local unit. Therefore, this study has dealt with broad educational programs rather than with local decisions or individual facilities.

Any projected change in the status of a school district should commence only after careful local investigation has produced what is generally considered in the locale to be the most desirable plan of change. A reorganization proposal must emerge as the result of careful local planning, rather than from an external order or some other autocratically executed plan which has ignored the desires of the community concerned.

Sources of Information

The files of the Gulf School Research Development Association, University of Houston, contain background information collected continuously from 1955 to the present concerning the nineteen-county area

under study, and are the principal sources of information for this study.

Of the two hundred and fifty-four counties of the State of Texas, these nineteen are noteworthy. Although they contain but 6.4 per cent of the total land area of the state, they account for approximately 25 per cent of its total population and wealth.

Data were collected covering approximately eighteen years from 1940 through 1958. This was done to secure a basis for comparison, and because of the fact that recent statistical data are incomplete, pending evaluative and interpretative processes. Therefore, the school years 1956-57 and 1957-58 furnished the most up-todate basis of available information.

The extensive collection of data compiled by the research department of the Houston Chamber of Commerce has been a valuable source of information. The <u>Statistical Abstract of the United States</u> for 1958, along with its supplementary <u>City and County Data Book</u>, yielded important data related to the problem.

Materials and information were obtained from states which have experienced extensive reorganization movements during the past twenty-five years. The National Education Association, particularly

⁴David F. Cunningham, "Regional Factors Affecting Education," The Gulf School Researcher, Volume V, Number 5 (April, 1958), pp.3-4.

its Commission Studies on Rural Education, supplied relevant facts.

Publications from the United States Office of Education were examined, and materials from them were used where applicable. Recent publications by recognized authors and associations in the area of school district reorganization were searched.

An examination was made in the office of the Texas Education Agency of the reports filed by each superintendent for the school year 1957-58 in the nineteen-county area and data for statistical tabulations were collected.

All data related to the problem were studied for pertinent and related information. Verification and interpretation of the data have included conferences, when necessary, with superintendents and other officials of the individual districts in the nineteen-county area.

A glossary of terms appears as Appendix A, Page 308.

Procedures for Processing Data

The collection of data relevant to this study was assembled in the five categories enumerated in the Statement of the Problem: Tax Structure, Economy of Operation, Curriculum Development, Professional Staffing, and Physical Assets. Tabulations related to these subjects and appearing throughout the study are so designed to

emphasize important characteristics concerning each of the above criteria. Chapter III is designed as a status study that presents the nineteen counties as they are at present economically and educationally organized. Chapters IV and V describe the counties as they could operate under reorganizational proposals.

<u>Tax Structure</u>. A repository of statistical data that sums up taxable wealth, renditions, and the tax rates now existing in each school district in the nineteen counties under study is presented in Chapter III. Staffing, the bonded indebtednesses, and total operating costs are also shown for each district since such characteristic expenditures have a definite bearing upon each district's tax structure. In Chapter IV there appears similar tabulations showing the combined valuations of taxable weakth and the combined bonded indebtednesses for each of the proposed reorganized districts. Such tabulations are made for the purpose of comparing the taxable assets of the school districts, as they are now operating, with the taxable assets of the proposed reorganized districts.

Economy of Operation. In considering this category in each district, the per student expenditure expressed in ADA has been summarized in tabulations appearing in the repository of data in Chapter III. Other factors as shown elsewhere in statistical tabulations

also form a basis of comparison upon which conclusions concerning economy of operations can be formed; i.e. the number of active districts before and after reorganization, the number of administrative units and administrative personnel, as well as the actual number of teachers employed, all become important factors when considering economy of operation. Comparable tabulations as found in Chapters III and IV respectively will serve as a basis of comparison that will aid in evaluating these factors before and after reorganization in the counties under study.

<u>Curriculum Development</u>. Curriculum development has been treated in the light of grade offerings, total enrollments, types and classifications of the various school districts, as well as authoritative opinions which reflect curricular development as related to increasing enrollments. The various school districts are shown with grade offerings and district classifications in Chapter III. The actual curricular increases incident to proposed gains in enrollment are analyzed in Chapter IV. The figure included in Chapter IV depicts the correlation between enrollment and extensiveness of curriculum.

<u>Professional Staffing</u>. The present figures showing the total professional staffing in each district and the totals for each county

are tabulated and presented in the repository of data found in Chapter III. Teacher-pupil ratios were derived from information secured in the <u>Annual Statistical Report</u>, 1957-1958, published by the Texas Education Agency. In Chapter IV staffing is presented in terms of CTU, administrative, and the special services allowed under the present Gilmer-Aikin formulas.

Physical Assets. With reference to physical assets, the status of bonded debt expressed in terms of total outstanding obligations and of the ratio of bonded debt to average daily attendance has been analyzed for the existing districts in Chapter III and for the proposed illustrative reorganization in Chapters IV and V respectively. The ratio of bond debt to scholastic population is of importance in arriving at an understanding of the availability of tax potentials for future needs. Bonds represent the obligation of future revenue for the securing of presently needed capital improvements, and in practically every case analyzed in Chapters IV and V, the proposed reorganization will result in an equalization of existing bond debts, with attendant lowering of the ratio of bonded indebtedness to average daily attendance. With the application of a broader base of revenue resources to the existing debt, either earlier amortization of the debt or more practical application of the revenue potentials to future building needs may be achieved.

The data accumulated regarding each of the criteria presented have been tabulated into statistical summaries appearing under their proper chapter headings throughout this study. These summaries are designed to indicate the status of the districts in the nineteencounty area as they now exist and as they could operate under reorganization proposals.

CHAPTER II

CURRENT CONCEPTS CONCERNING SCHOOL DISTRICT ORGANIZATION

In recent years the question of school district reorganization has gained importance over the nation. The published materials available on the topic are extensive. Benjamin F. Pittenger, an authority on the administration of the public schools in Texas, and a professor of education at the University of Texas noted:

An important movement for the enlargement of local units in small district states was long known as "consolidation of schools." By this means several small districts were combined into one, with one board, one taxing authority, and one administrative set-up.

Pittenger makes it clear, however, that there is a distinct difference between consolidation and reorganization. His implication is that because consolidation affected only a small area of an individual state, it was therefore more or less a local endeavor. On the other hand, he cited instances in which reorganization has involved state participation to secure well-balanced school districts as a result of

¹Benjamin F. Pittenger, Local Public School Administration (New York: McGraw-Hill Book Company, 1951), pp. 30-31.

what seemed to be statewide "consolidation" movements. In substantiation of this point. Pittenger stated:

The consolidation movement, with its dependence upon local initiation, was apparently being superseded by a district reorganization movement in which state agencies are taking a more active part.²

Pittenger called attention to several instances of state participation in reorganization movements on a wide scale which support the belief that reorganization now is no longer a local endeavor but rather a widespread movement active over the nation.

The consolidation movement was a progressive step in education, but the movement had several defects, among which were:

1. Consolidations were at best a slow process governed by the unpredictable sentiments of local tradition and emotion.

2. In many instances the final outcomes of consolidations were far too meager to result in a system of schools able to carry on an effective twelve-grade program.

3. The results of consolidation often left a state irregularly spotted with poor and backward districts unwanted by their more . progressive neighbors. Reorganization, by its very idea of state

²Pittenger, loc. cit.
participation seems to promote correctives to these obvious defects because standards of reorganization procedures are applied to all districts, and enforced or supervised from state levels.

I. NATIONAL PROMINENCE

In a summary report prepared for the National Education Association relating to the national status of reorganization movements, Dawson and Isenberg stated that since 1948 many states, particularly those east of the Mississippi River, have been very active in school district reorganization. In summarizing their findings, they reported:

Between 1948 and 1958 school districts in Mississippi were reduced from 4, 194 to 151. In South Carolina from 1,737 to 107 and in Idaho from 1,011 to 155. During this same ten-year period the number of districts in Illinois was reduced from 11,061 to 1,770, in Wisconsin from 6,385 to 3,500, and in Michigan from 5,434 to 2,513. In Iowa there has been a 40 per cent reduction in school districts since 1955!³

However, the authors note that the majority of existing districts still are small despite rising state support for reorganized school districts. The map on Page 17 points up the extent of the reorganization movement in the United States as reviewed by Dawson and Isenberg.

³Howard A. Dawson and Robert M. Isenberg, "Status Report on School District Reorganization," <u>The School Executive</u>, Volume 67, Number 6 (February, 1959), pp. 75-76.

Information concerning school district reorganization is changing constantly; however, in analyzing recent trends and developments concerning school district reorganization in the United States, Morphet, Johns, and Reller stated:

In 1932, the first year reasonably complete information was assembled, there were 127,244 local school districts in the United States; in 1941-42, there were 115,384; in 1951-52, there were 70,933; in 1953-54 there were 62,969; and in 1955-56 there were approximately 57,000. In 1955 nearly 50 per cent of all school districts in the nation were located in the seven states of Nebraska, Wisconsin, Minnesota, Iowa, Michigan, Missouri, and Kansas. Forty-four states had fewer local school districts in 1950 than they had in 1932. It has been suggested that if all states completed reorganization to provide adequate districts, there would be only 10,000 to 12,000 districts in the entire nation.

Thus it is apparent from all reports that substantial efforts are being made to establish adequate districts by reorganization throughout the nation.

II. DISTRICT REORGANIZATION IN REPRESENTATIVE STATES

The information presented here has been gathered from recent publications dealing with the subject of reorganization. It is designed to convey to the reader the prominent position that school district

⁴Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, <u>Educational Administration</u> (Englewood Cliffs, N. J.: Prentice-Hall Inc., 1959), p. 218.



Map II. Extent of Recent Reorganization Movements in The United States,

Sources: Dawson and Isenberg, Supra., p. 15.

•*

reorganization now occupies throughout the nation by citing examples of it in representative states:

California

The California reorganization program is a result of many state surveys beginning in 1920 and ending with one as late as 1957. The state sponsors school district reorganization but does not assume control. This control is left to the local level by various county committees for reorganization in order that the program may be carried out rapidly but without stripping it of the processes of democratic control. "Reorganization was retarded in California until recently," Hale has stated, "because much of its system of schools was designed for an age when every child was expected to walk to school." ⁵

In 1953, the California legislature by mandate gave the State Board of Education four specific objectives in developing a program of school district reorganization. Hale lists them as follows:

1. To produce a more effectively coordinated program of education for all levels of the state's public school system through strong local district organization.

⁵George N. Hale, "County Committees Reorganize School Districts," <u>American School Board Journal</u>, Volume 133, Number 1 (July, 1956), pp. 31-32.

- 2. To provide a more efficient use of public funds, brought about by the creation of school districts capable of furnishing the necessary educational services at a reasonable cost,
- 3. To provide a better and more equalized educational opportunity for all children in the state through the creation of school districts sufficient in size to be able to offer a curriculum and other services expected of them in their modern age, and
- 4. To effect as great a degree of equalization of financial resources at the local level as circumstances will permit.⁶

Colorado

Dawson and Isenberg have reported, "Since passage of school district reorganization by Colorado in 1950, and subsequently amended in 1953, this state has reduced its total number of school districts by 30 per cent."⁷

In 1957, the Colorado Legislature adopted Senate Bill No. 385 which makes provisions for the reorganization of school districts, the creating of committees of reorganization in the various counties, and making appropriations therefor. Section One of the bill cites the act as The School District Organization Act of 1957. The substantive

⁷Ibid.

⁶Dawson and Isenberg, <u>loc. cit</u>.

content of Section Two is quoted as follows:

. . . This act is passed for the general improvement of the public schools in the State of Colorado; the equalization of the benefits and burdens of communities of the state . . . to generally enlarge the areas of school districts in the state; to provide for the maintenance of a thorough and uniform system of free public schools throughout the state; to provide for a high school education of the citizens of the state of school age who are qualified therefor; to make possible a higher degree of uniformity of school tax rates among school districts; and to have a wiser use of public funds expended for the support of the school system of the state.

Section Four provides for the setting up of county committees

of reorganization within sixty days after the passage of the law. The

duties of the reorganizing committees are listed as follows:

- The making of a careful study of the public school
 system in its county,
- 2. To cooperate with the State Board of Education and the Commissioner in arriving at a plan of organization of school districts within said county,
- 3. To pass upon and recommend any plan for the organization of the school districts in the said county, or any portion thereof,
- 4. To call for an election or elections to vote upon such plan or plans,
- 5. To make arrangements for such elections,

⁸School Laws (Denver, Colorado: Colorado State Department, 1957), p. 96.

- 6. To assist in the dissemination of information to the electors of the proposed district or districts, as to the proposed benefits of such proposed plans,
- 7. To cooperate with the committees of adjoining counties in the event districts embracing two or more counties are advisable,
- 8. To make all certification and perform all other acts specifically enjoined upon said committee by this act, and
- 9. In general do and perform all things reasonable or necessary to carry out the intent and purposes of this act and perfect an organization of the school districts within the county in conformity with the spirit of this act. 9

Finally, Section Twenty-six provides for the classification of

new districts as follows:

Any new school district created under provisions of this act shall become a district of the first class regardless of population, and all laws governing first-class districts shall be applicable to such new districts where not inconsistent with this act. 10

Thus Colorado is participating in the reorganization movement by

legislating its approval.

Minnesota

The state of Minnesota has operated under a school district . reorganization statute since 1950, but more extensive reorganization

⁹<u>School Laws, op. cit.</u>, pp. 98-99.

¹⁰Ibid., p. 108.

is needed. The tendency in Minnesota has been for consolidation to center about an already-existing small high school to form a new district which still may be too small when mergers are completed.¹¹

Nevada

The state of Nevada, recognizing that its characteristic sparseness of population was not conducive to the formulation of local school systems of adequate size, has recently enacted legislation for the purpose of reorganizing its entire school system. R. Guild Gray, Superintendent of Schools, Clark County School District, Clark County, Nevada, stated:

At a special session of the Nevada State Legislature in January of 1956 the 154 school districts in the state were ordered abolished by March of the same year, and in their place seventeen county districts were organized.

Nevada's action substantiates a reliance upon authoritative opinion that reorganization will result in the elimination of many small and characteristically sub-standard school systems that formerly operated in the state. ¹²

¹¹Dawson and Isenberg, <u>op. cit.</u>, p. 78.

¹²R. Guild Gray, "Coordinated Community Planning for Education," School Planning Laboratory Reports, Stanford University, Volume 1, Number 3 (November, 1959 and February, 1960), p. 1.

New York

New York began its school district reorganization movement as early as 1925 under the Rural Central District Law which has undergone several revisions. In 1947 a Central Rural State Aid Committee of the New York State School Boards Association was formed to study ways and means of providing a sufficient tax base to support the Central Rural School Districts of New York. The Director of Studies was Paul R. Mort with a staff of assistants from Columbia University. Other members of the committee consisted of various school board representatives and leading educators of the state. The committee's work emphasized the importance of raising state appropriations to the newly reorganized districts, and pointed up the fact that schools receiving such aid were generally strong schools.¹³

Also in 1947 a Joint Legislative Committee on the State Education System submitted to the legislature a Master Plan for School District Reorganization of the State of New York, wherein recommendations for school district reorganization were made county by county. In

¹³New York School Board Association, <u>The Crisis in Central</u> School Finance (Albany: The Association, 1947), <u>pp. 1-4</u>.

1956 the Commissioner of Education was authorized and directed to bring the 1947 Master Plan for School District Reorganization up to date and to keep up to date the revised plan. Accordingly the Commissioner of Education appointed an advisory committee of seventeen members to work with Dr. Arvie Eldred on this project. The results of their work were accepted by the State Department of Education in 1958.¹⁴

By a gradual process New York has reduced its number of school districts from 11,000 to 1845 to 1,465 in 1958. ¹⁵ The pre-vailing types of school districts in New York are classified as follows:

- 1. Large City School Districts,
- 2. Village School Districts,
- 3. Central School Districts,
- 4. Union Free School Districts, and
- 5. Common School Districts.

The central school district occupies a favored position with the state administration inasmuch as it is a result of its efforts. A higher percentage of state aid goes to the central districts. Although

¹⁴New York State University, <u>Master Plan for School District</u> <u>Reorganization for New York State</u> (Albany: The University, 1958), pp. 1-9.

¹⁵Ibid., pp. 5-9.

the state administration chooses not to label such reimbursement as "incentives," nevertheless it must be accepted as such.

Ohio

Schools in Ohio were subject of a cooperative study sponsored by the Kellogg Foundation under the School's Community Development Study by a conference of 400 school administrators and lay persons. Local committees were organized to study reorganization throughout the state for the purpose of improving the Ohio school system. Campbell has made the following comment:

Data obtained seemed to support the proposition that while various departments of operations of the public schools are important, even more important are personal feelings and the influence of friends when dealing with reorganization on a community-wise basis. ¹⁶

Pennsylvania

The State Department of Education in Pennsylvania has reported that more than 1,800 school districts in Pennsylvania have become parts of joint districts under 452 joint school boards; so that of the 2,463 legal school districts in that state, only 1,115 administrative

¹⁶Roald R. Campbell, "Feelings Are Factors in School District Reorganization," <u>The Nation's Schools</u>, Volume 57, Number 6 (March, 1956), pp. 58-60.

units operate as such. Under this arrangement the school districts retain their corporate indentity and carry on school programs by joint agreement with their neighboring districts. Although Dawson and Isenberg do not recommend this system on a wholesale basis, they point to it to emphasize experimentation with reorganization planning in certain states. ¹⁷

Wisconsin

Kreitlow has provided the following information in his reorganization survey done for the University of Wisconsin on the development of integral and basic school districts in Wisconsin:

Between 1947 and 1952 more than 600 one room school districts were dissolved. These dissolutions were the result primarily of a state law passed in 1947 by the Wisconsin legislature providing for a state wide reorganization planning. Consequently the state department in Wisconsin now rates all districts on a formula basis which results in two types of school districts:

- 1. The basic districts
- 2. The integral districts

Obviously the basic districts are smaller and offer fewer education opportunities than do the larger integral districts. The basic districts therefore will receive less state aid than do the larger integral districts. Thus Wisconsin encourages

¹⁷Dawson and Isenberg, op. cit., p. 79.

reorganization programs that produce larger districts by offering more actual aid to those districts. 18

Going further, Kreitlow has listed the major problems of reorgan-

ization in Wisconsin to be:

- 1. Educating the people to understand what reorganization really means,
- 2. Transportation problems related to reorganization,
- 3. Complacency to aversion to disturbance of the "status quo",
- 4. Problems arising from attaching rural areas to metropolitan areas,
- 5. Fears of a community of "losing their voice" in school affairs, and
- Concern over new building needs, bonded indebtedness responsibilities, and other financial problems growing out of reorganization.¹⁹

From the above, it appears that Wisconsin's problems of reorgan-

ization stem from several factors, namely; social, economic, and political, and that these problems are very similar to those found in other areas of the United States.

¹⁸B. W. Kreitlow, "Factors Limiting School Reorganization as Evidenced in Wisconsin," <u>The Nation's Schools</u>, Volume 51, Number 9 (February, 1953), pp. 83-84; see also his "New Facts on School District Reorganization," (Madison: University of Wisconsin, Department of Education, May, 1959), 12 pages, mimeographed; and his "New Research Measures Results of Reorganization," <u>The Nation's Schools</u>, Volume 50 Number 1 (July, 1952), pp. 72-73.

¹⁹Ibid., p. 83.

III. DIFFICULTIES ENCOUNTERED IN REORGANIZATION

In a realistic, frank review of some of the difficulties attached to reorganization movements on a state-wide basis, Janetos has observed concerning several states of the Middle West:

Misinformation, ignorance, and fear are the major obstacles of reorganization. Rural people as a whole fear changes--they are afraid that something will be "put over on them." They have not been educated to the advantages arising from reorganization.²⁰

While emphasizing the point that these are the major difficulties confronting reorganization programs, Janetos has outlined a few other stumbling blocks to reorganization:

- 1. Taxes and Financial Problems,
- 2. Traditions and Sentimentalities,
- 3. Ineffective Local Leadership,
- 4. Lack of Good Roads,
- 5. Inadequacy of Laws Pertaining to School District Operations, and
- 6. Sparsely Settled Regions.²¹

²⁰Peter Janetos, "Obstacles to School District Reorganization," The School Executive, Volume 74, Number 5 (February, 1955), p. 54.

²¹Ibid., pp. 54-55.

As previously stated, these observations are a result of studies made concerning reorganization movements in some of the middle western states, namely, Nebraska, Iowa, Kansas, Minnesota, Wisconsin, and Indiana.

Finally, Eisemann has given his views on the subject as follows:

As late as 1955 only one fourth of the citizens surveyed in 5 middle western states of Illinois, Iowa, Nebraska, Kansas, and Wisconsin, were aware of the purposes or the meaning of reorganization for better education.²²

Eisemann stressed the importance of the work carried on by Kreitlow in Wisconsin as being of real value as far as the enlightenment of people is concerned on the subject of school district reorganization. In his opinion, Kreitlow's findings prove the practical advantages of district reorganization for the purpose of improving the conditions that promote better education.

IV. WHAT IS A SATISFACTORY DISTRICT?

No one set of standards can be defended for all fifty states of the Union so far as the ideal school district is concerned. Many

²²Carl Eisemann, "In Reorganized Districts Children Do Learn More," <u>The Nation's Schools</u>, Volume 59, Number 4 (June, 1957), pp. 61-63.

variations in ethnic, climatic, geographic, and economic conditions are encountered in both rural and urban areas. A set of standards to be applied universally has to be sufficiently flexible to accommodate all of the variations.

Research on the subject shows there is repeated usage of such terms as "characteristic, "effective," and "ideal," when reorganization situations are described. The most frequently mentioned factors contributing to conditions ideal for school district reorganization programs are those relating to size. Grieder has stated that reorganized districts should be large enough in child population to insure proper student participation from the kindergarten through grade twelve.²³ Conant has asserted that the minimum ideal district should be one from which at least 100 students graduate each year from high school.²⁴ His work showed that in Texas in the 1955-56 school year, for example, an estimated 70,588 students were enrolled in the twelfth grade. Of this total 9,557 or 13.5 per cent, were enrolled in 700 high schools of Texas which graduated classes of less than 100. The remaining 86.5 per cent of Texas seniors in that year attended 498 high schools--

²³Calvin Grieder and William E. Rosentengel, <u>Public School</u> Administration (New York: The Ronald Press, 1954), pp. 22-23.

²⁴James Bryant Conant, <u>The American High School</u> <u>Today</u> (New York: McGraw-Hill Book Company, Inc., 1959), p. 14.

schools which graduated classes over 100. In other words, 86.5 per cent of Texas seniors in the school year, 1955-1956, were taught in 41.6 per cent of the high schools of the state.²⁵

Grieder has stated that school districts should conform to natural sociological areas so that the school populations have somewhat common economic, social, and cultural interests.²⁶ Mere political boundaries such as township or county lines should not be the determining factor in establishing school districts.

Authorities vary greatly regarding the size of the community best adapted to the support of a modern school district; however, New Yorkers have been advised to prepare for districts enrolling not less than from 4,000 to 5,000 pupils.²⁷

Grieder has also pointed out that a district should be financially able to carry without excessive effort that portion of educational support which its state expects it to assume, an obligation which varies from state to state.²⁸

²⁵Conant, op. cit., pp. 132-133.

²⁶Grieder and Rosentengel, <u>op</u>. <u>cit</u>., p. 25.

²⁷Edmund H. Crane, "Let Us Give Them the Opportunity They Deserve," (New York: Council on Rural Education, June, 1946), p.10.

²⁸Grieder and Rosentengel, op. cit., p. 27.

Ross states that many present school districts are too small,

. . . Probably 20 per cent of our children are in districts with too few pupils and too few teachers to offer a rich and well rounded series of educational experiences. There are also too few citizens to give them the interplay of minds necessary for sound educational development.²⁹

He asserts that this handicap of size is being rapidly overcome through reorganization, a process which now seems to be dominated more and more from the state level rather than to be a matter of local initiation.

Hagman has concurred with Ross, stating, "The bringing together of school districts into larger administrative units is a difficult task unless changes are to be made by legislative enactment."³⁰ He presented several detailed factors which contribute to proper organization of a school district.

- 1. Must contain at least one well-defined community center,
- 2. Must have the necessary pupils and resources to make possible a comprehensive program from the kindergarten through high school,
- 3. Must be able and anxious to secure capable educational leadership,

²⁹Donald H. Ross, Administration for Adaptability (New York: Metropolitan School Study Council of Teachers College, Columbia University, 1958), p. 182.

³⁰Harlan L. Hagman, The Administration of the American Public School (New York: McGraw-Hill Book Company, Inc., 1951), p. 80.

- 4. Must be able to maintain competent teachers,
- 5. Must be able to finance its program without undue and burdensome taxes,
- 6. Must locate its schools properly to assure easy access of all children and teachers, and
- 7. Must be of such size and organized so that all people in the district can have a voice in trustee elections, curriculum development and policy planning.

While most authorities stress financial potentials and school district size as the major objectives of reorganization, other factors are to be considered when plans for school district reorganization are contemplated. Adequacy in the areas of finance and enrollment are important; however, the significance of relevant curricular growth, economy of operation, proper staffing, and the ability to provide the physical plant necessary to house such programs becomes equally important when reorganizational planning is considered.

V. REORGANIZATION IN TEXAS

Until 1944, reorganization of school districts in Texas was proceeding at a very slow pace; however, after World War II, Texas became more cognizant of the need to afford a better means of education to a rapidly growing population. After the Gilmer-Aikin legislation of 1948, Texas school district reorganization became more evident and expedient. Although the Texas Legislature has

not given the mandated authority to the Texas Education Agency to speed reorganization, it is possible that those bodies favor such programs where feasible. In 1954 the Texas Research League, a non-governmental organization, made an evaluation of Texas public schools under the Gilmer-Aikin laws from 1949 to 1954, and then issued the following comment:

It is recognized that the Texas Legislature has consistently held in its own hand the determination of school district structure. It has not delegated power over district structure to the Texas Education Agency, and the 1949 Minimum Foundation School Laws specifically instructed the agency not to undertake even indirect action which would affect local district structure. ³¹

Thus it is evident that mandated authority for reorganization from the state education department level is lacking. However, in substantiation of the fact that school district reorganization programs have progressed the table below gives the number of larger independent school districts as gaining and the number of smaller common school districts as decreasing in Texas. Through reorganization, Texas is eliminating great numbers of small inadequate districts and combining them with larger and more efficient independent districts. It should be noted that in 1949 there was a total of 2;748 school districts in Texas, and

³¹Texas Research League, "A Summary of a Survey for the State Board of Education," Report Number 1 of <u>Texas</u> Public Schools Under the <u>Minimum</u> Foundation Program; An Evaluation: <u>1949-1954</u> (Austin: The League, November 5, 1954), p. 49.

by the year 1958 this figure had been reduced to 1,725 school district. Actually, in a nine-year period from 1949 to 1958 Texas reduced her number of school districts by 1,023, or 37 per cent.

TABLE II-1

بيراجعه والشرائة فالقبوا فانها والتراجية				
1949 1950	1953 1954	1955 1956	1956 1957	1957 1958
1,809	1,056	849	787	714
939	989	1,008	1,012	1,011
	1949 1950 1,809 939	1949 1953 1950 1954 1,809 1,056 939 989	1949 1953 1955 1950 1954 1956 1,809 1,056 849 939 989 1,008	1949 1953 1955 1956 1950 1954 1956 1957 1,809 1,056 849 787 939 989 1,008 1,012

SCHOOL DISTRICT REORGANIZATION IN TEXAS

Source: Texas Education Agency, <u>Annual Statistical Report</u>, 1956-1957, Division of Research, Austin, Texas,

V. SUMMARY

Reorganization has superseded consolidation and now is one of the most important concerns of educators over the nation. Several states prominent in school district reorganization are: New York, Indiana, Illinois, Iowa, Wisconsin, Idaho, Colorado, Nebraska, Kansas, California, and Texas. Factors deterrent to reorganization are fear, a lack of information, and social or political prejudices. Factors aiding reorganization are participation by institutions of higher learning, participation by legislative or state agency committees, and the usage of the findings of educational surveys which educate people to the real meaning of reorganizational planning.

Texas has made great strides in school district reorganization, reducing its total number of districts from 2,748 in the year 1949, to 1,725 in 1958. However, it is foreseeable that future reorganizational planning will meet a hard core resistance of the combined forces of traditionalism, inequalities of taxable wealth between districts, and corporate and landed interests whose economic beliefs tend to favor the holding of the smaller districts as they are now organized.

CHAPTER III 💪

CONTROLLING FACTORS PERTINENT TO SCHOOL DISTRICT REORGANIZATION IN THE NINETEEN-COUNTY AREA

This division of the study describes present school district organization county by county. Important characteristics are presented which have a bearing on their present organizational status. The reader will no doubt find it convenient to make reference to these county descriptions as the reorganization patterns are described in Chapters IV and V which follow. A general summary of the nineteen-county region follows the separate county descriptions in Chapter III.

The magnitude of the problem is exemplified in several comparisons. The total land area of the nineteen-county region under study is 16,829 square miles (Composite Map, Page 38). This is larger than nine individual States of the Union; for Connecticut contains 5,009 square miles, Delaware 2,058, Maryland 10,507, Massachusetts 8,257, New Jersey 7,836, Rhode Island 1,214, New Hampshire 9,304, Vermont 9,609, and Hawaii 6,435 square miles respectively. Analyzing further, it is found that the nineteencounty area is practically as large as the state of Maine which has



Map III. Composite Map Depicting Numbers and Approximate Locations of School Districts Within the Nineteen-County Area.

18,204 square miles, and is one third as large as the state of Louisiana with its 48,500 square miles. 1

Area-wise the nineteen counties are rich in natural resources such as petroleum, natural gas, sulphur, timber, and diversified agricultural products. Localized industry adds greatly to the area's abundant but somewhat unequally distributed sources of wealth.

I. COMMON CHARACTERISTICS INFLUENCING SCHOOL DISTRICT ORGANIZATION BY COUNTIES

The current status of school district organization in each of the nineteen counties will be described in this chapter in terms of the following important factors influencing school district structure:

- 1. Topography, including a map showing the boundaries of existing school districts,
- 2. Population Characteristics,
- 3. Taxable Wealth,
- 4. Industrial Pursuits,

¹Orville R. Snapp, Instructional Standard Atlas of the World (Chicago: Book Production Industries, Inc., 1952), p. 193.

- 5. Existing School District Structure, and
- 6. A Brief Resume of the Chief Problems Confronting Reorganization in the County.

Using Harris County as a point of reference, the counties are listed by their natural geographical positions.

Austin County (See Map, Page 41.)

Located in the western portion of the nineteen-county area (Composite Map, Page 38), Austin County is characterized by the following features:

<u>Topography</u>. The southern portion of the county is level, ranging gradually to rolling prairies and hills in the northern area around Bellville, the county seat. In its boundaries are contained 622 square miles, as shown on Table III-1, Page 42. Grasses suitable for grazing cover most of the land, and marketable timber is found to a limited extent in the lowland areas adjacent to the streams which drain the county. The scattered scrub oak and small pine trees in the upland sections of the county are of no economic significance.

Much of the farm land in the county is thin and partially exhausted, remaining in production through the extensive use of commercial fertilizers. The county embraces land that was included



Map IV. Present School District Structure in Austin County.

	POP	ULAT	ION	Density	Total	Percent	Percent	Live
	(in	n thousa	nds)	Square	Square	Increase	Over	Births
County	(1940	1950)	(1956)	Mile	Miles	(1940-56)Age 65	5 (195 <u>6)</u>
Austin	17.4	14.7	13.2	18	662	-(24)	11.5	276
Drazoria	27.0	46.5	64.4	. 48	1441	138	4.8	1,342
Calhoun	5.9	9.2	10.9	19	537	83	5.5	554
Chambers	7.5	7.9	7.9	10	618	5	5.7	208
Colorado	17.8	17.6	16.9	17	98 0	-(05)	10.3	հ78
Fort Bend	33.0	31.1	29.3	37	862	-(11)	6.0	1.088
Galveston	81.2	113.0	123.3	312	475	52	5.3	3.570
Hardin	15.9	19.6	20.7	24	885	23	7.3	532
Harris	529.0	806.7	1195.0	184	1730	126	L .7	28.858
Jackson	11.7	12.9	13.2	15	854	13	6.9	L26
Jefferson	145.3	195.1	229.5	249	945	58	4.7	5.911
Liberty	24.5	26.7	27.9	24	1173	14	6.6	222
Matagorda	20.0	21.6	25.0	22	1141	25	7.4	760
Montgomery	23.0	24.5	24.2	21	1090	~5	7.8	556
Orange	17.4	40.6	52.4	164	356	242	<u>і.</u> 0	1.166
Victoria	23.7	31.2	37.7	43	883	59	5.7	1,494
Waller	10.3	12.0	11.9	23	507	15	8.2	248
Washington	25.4	20.6	17.5	28	611	$-(\bar{3}\bar{1})$	11.3	122
Wharton	36.2	36.1	36.0	32	1079	-(0.)	6.8	1,076
Area	1072 .2	1487.6	1963.9	74	16,829	83	6.2	49,520

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TABLE III-1. POPULATION CHARACTERISTICS

Sources: The Texes Almanac; City and County Data Book, 1956, a suppleto the Statistical Abstract of the United States.

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in the original grant to the colonists, led by Stephen F. Austin, from the Mexican Government in 1821 and has been under cultivation in some cases for over a century.

Population Characteristics. The 1950 national census revealed a median age level in Austin County of 35 years, which indicates a population composed largely of older persons who probably have few school-age children. The county is considered a good locality for retired persons because of its mild climate, relatively cheap land, and low taxes. In Austin County 12 per cent of the population are 65 years of age or older, and the county has shown a steady decrease in population during the sixteen-year period from 1940 to 1956, as shown in Table III-1, Page 42., The 24 per cent decrease during the period cited reduced the county census from 17,400 in 1940 to 13,000 in 1956. The total average daily attendance for the school year 1956-1957 was 2,294, and live births in the county for the year 1956 totalled 276. (Table III-1, Page 42.)

Taxable Wealth. The tabulation of the ten principal taxpayers of the county in Chapter VI reveals a dearth of industry and commerce in Austin County. The chief tax sources of the county are agricultural, with negligible petroleum production in the northeastern part. Austin County's total taxable valuations for school purposes are \$25,806,000,

from which sources must derive sufficient revenue to support ten school districts, while the market value of the same property is estimated at \$667,000,000. (See Table III-3, Page 46, and Table III-4, Page 49, for property values in the entire nineteen-county area.) The ratio of rendered value to market value of property in Austin County is 23 per cent. Austin County is thereby plagued by an insufficient tax base complicated by an unrealistic rendition.

Industrial Pursuits. The chief agricultural products of Austin County result from diversified farming to cotton, corn, hay, and truck crops. The farm operations are mainly on a small scale, and the county embraces 1,296 farm owners and 619 tenants, according to Table III-2, Page 45. Dairy operation and ranching provide additional employment for the county's residents. Heavy industry does not exist in the county to any appreciable degree, but there are numerous small enterprises, such as mattress factories, furniture works, and the normal small businesses which are operated in small towns. There is insufficient oil and gas production to warrant classification of the county as an important source of these materials. The county must be denominated a rural area, with its population concerned primarily with rural enterprises.

School District Structure. Table III-3, Page 46, depicts the structure of educational organization in Austin County at the present

0 t	Median Age	Median Years School, Age 25 and Older	MAPL Total	OYMENT Total	Increase in Employment	Farm Tenants	Farm Cwners	Industrial Workers
County	(1950)	(1950)	(1)50)	(1950)	1950 - 1950	(1950)	(1)50)	(1950)
Austin	35.0	7•3	5,682	5,535	-(.02)	619	1,296	789
Brazoria	27.2	9•3	16,287	26,515	63.0	3ևկ	783	14,490
Calhoun	26.3	8•6	3,390	7,685	127.0	123	129	4,449
Chambers	27.4	8•5	2,694	h,200	58.0	71	170	1,231
Colorado	30.9	7.5	6,456	6,500	0.01	517	899	1,573
Fort Bend	25.9	6.8	10,000	11,600	0.16	1,234	862	2,946
Calveston	28.9	9.4	山,752	47,966	7.0	77	346	30,765
Hardin	27.1	8.1	6,065	7,175	18.0	161	762	4,252
Harris	28.8	10.h	325,192	410,825	26.0	554	2,225	259,609
Jackson	26.0	8.3	4,679	5,660	21.0	443	426	1,174
Jefferson	28.3	9.8	73,716	87,905	19.0	135	591	53,513
Liberty	26.6	8.2	9,267	10,750	16.0	225	970	3,909
Hatagorda	27.3	8.6	7,541	8,400	11.0	ц15	515	2,456
Montgomery	27.6	8.2	7,973	8,700	10.0	210	993	3,067
Orange	25.0	9.5	12,877	15,480	20.0	70	581	9,297
Victoria	25.0	8.4	11,634	16,490	43.0	ЦЦ1	625	6,128
Waller	24.7	8.2	3,788	3,970	5.0	202	764	673
Washington	33.5	7.1	7,639	7,597	-(0.01)	1,007	1,428	1,358
Wharton	26.0	7.2	12,191	12,900	6.0	1,368	811	3,512
Area	23.2	đ.9	571,813	705,853	24.0	8,216	15,176	405,191
Sources: The Texas Alma	nac: Cit	v and County	Data Bool	k. 1956.	a supplemen	t to the	Statisti	cal Abstract

TABLE III-2. EDUCATION AND EMPLOYMENT CHARACTERISTICS

Sources: The Texas Almanac; City and County Data Book, 1956, a supplement to the Statistical Abstract of the United States. £

TABLE III-3. COMPARISON OF DISTRICTS BY COUNTIES AS TO PROFESSIONAL STAFF,

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ATTENDANCE, VALUATION, OPERATING COST, TAX RATE, AND BONDED DEHT*

												Opera	ting				
• • •	Gr	Ides				Teacher		.		Value	ation	Cos	t	-		Bonded	Debt
County and	Ta	ught	Teacher	rs Empl	oyed	Pupil Pupil	Average	Daily A	ttendance	Total	per	Total	per	Tax	Rate	Total	per
_ <u>District</u>	Wh	<u>. N.</u>	White I	legro	Total	Ratio	White	Negro	Total	(\$000)	ADA	(\$000)	ADA	linin.	Bond	(\$000)	ADA
								4 m									
AUSTIN			68	34_	102	22.5	1,620	674	2,294	25,806	11,249	646	\$280			<u> </u>	8131
Piney	8	8	2	2	4	10.5	18	24	42	515	12,270	15	338	1.00	.00	-0-	-
Peters	0	6	. <u>1</u>	1	2	18.0	19	17	36	. 634	17,614	ш	255	.65	.00	-0-	
Welcome	8	0	لا ا	0	3	20.3	61	0	61	628	10,293	15	227	•75	.40	16	2,649
Typeak	8	0	2	õ	-2	13.2	27	0	27	389	14,420	10	268	•65	.00	-0-	-
-Goenran	8	8	2	2	10	20.2	43	92	132	5,794	42,918	28	384	• 75	.20	-0-	-
West Mad	7	•		2	10	10.2	112	20	102	2,751	10,551	.40	2/0	•75	.90	60	515
Mahden	٥	¢	3	2	5	777	50	25	6 47	. 634	9 610	27	2022	00	20		200
Rellwille	12	Ŕ	36	ŝ	ก้	18.5	670	80	759	5 257	6 926	211	202	1 00	-20	21.3	. 222
Seely	12	12	22	12	36	21.2	1.1.1	281	722	5,821	8,062	181	261	1.00	. 90	1.56	1 751.
Wallis	12	8	7	7	- íí	23.6	174	86	260	3,201	12,312	70	280	.77	.23	63	21.3
												1*					
ERAZORIA			672	. 85	757	20.7	14,233	1,455	15,688	391,513	24,956	5,558	\$397		:	17.105	1.090
Alvin	12	0	129	0	129	16.4	2,119	0	2,119	104,426	49,281	908	429	.73	.19	1.864	351
Angleton	12	12	99	23	122	20.7	2,058	468	2,526	35,055	13,878	585	248	1.22	.28	1.892	719
Brazosport	12	12	248	11	259	25.7	6,384	262	6,646	148,627	22,363	2,598	406	1.43	.33	8,594	1,293
Damon	8	0	6	0	6	17.3	104	0	104	5,000	48,077	56	475	1.13	.37	211	2,026
Danbury	12	0	16	0	16	16.0	256	0	256	6,054	19,742	101	399	1.15	.35	245	958
Manvel	8	8	9	3	12	14.3	135	36	171	4,082	23,871	34	275	1.13	.37	<u>44</u>	260
Peerlaud	12	0	33	0	33	18.5	611	0	611	13,528	22,141	208	360	1.19	.31	400	655
Sweeney	12	12	59	20	79	17.7	1,064	333	1,397	40,928	29,297	628	468	1.50	.42	1,313	્રાન્ટ
<u>W.Columbia</u>	12	12	73	20	92_	20.0	1,502	356	1,858	<u>33,813</u>	18,198	440	320	1,26	.24	2,601	1,400
ALTUNIET ONT	The second se	10															
CALHOUN COUR	1.18	(Port	, 170	=	1/207	10 A	2 224	120	2 250	F (F)0	16 000	005	-			2 2 4	
Avaca)	12	12	114	2.	<u>- 177</u>	19.0	3,20	152		20,510	10,828	885	285	1.13	.37	وبلارد	. 938
CVA MEVES			100	22	122	16 g	1 64.0	101	2 053	68 890	33 556	806	\$1.02			0 560	1 01.0
Pine Teland	3	12	-100-		7	10.3	10	<u> </u>	72	10 165	1/1 175	- 020	551	10	25	2,502	1,240
Anshuac	12	12	43	17	60	16.4	645	342	987	26,090	26,433	332	371	1.3%	•22	1 1 28	1 1 5 2
BarbersHill	12	ñ	22	ō	22	15.7	366	- To	366	11,433	31,238	157	136	1.03	.20	188	±,,155
E. Chambers	12	õ	33	ō	33	19.0	628	ō	628	21,201	33,760	297	165	1.45	.51	1.173	1 868
																	1,000
COLORADO			124	47	171	19.0	2,244	1,021	3,265	58,804	18,010	1,001	\$298			1.215	372
Bernardo	8	0	4	0	4	19.0	76	0	76	760	10,001	15	200	.85	.00	-0-	
Columbus	12	12	33	13	46	24.4	801	324	1,125	13,000	. 11,555	292	246	.85	.40	633	562
Eagle Lake	12	12	35	18	53	19.7	652	394	1,046	13,000	12,482	258	241	.90	.35	278	265
Garwood	12	4	11	4	15	14.6	145	76	221	5,869	26,558	104	45Q	1.30	.10	22	508
Rock Island	12	0	9	0	9	7.1	64	0	64	7,422	115,972	70	969	•95	.20	136	2,125
Sheridan	12	0	14	0	14	15.3	209	0	209	13,179	63,059	107	518	.90	.10	19	93
Weimar	12	12	18	12		17.5	297	227	524	5,573	10,636	156	289	75	.25	128	243
			007	70	260	10 0	5 500	- 100	R 000	100 000	10 501	0.007	*				140
FORT BEND	~	10		- 78	- 305	19.2	2, 2, 222	1,478	7,000	127.138	18,224	2,087	\$299		1-	<u>4,565</u>	652
VenoTeron	- 20.	12	0	14	14	18.2	2 4/2	200	2,70	670 61 060	2,702	470	250	1.00	.05	50	195
Temen	12	12	11.7	22	100	10 2	2 838	626	3,64	60 21.9	17 303	997	270	1.12	- 145	1,500 0 1.77	770
Needud 37e	12	24	147	25	100	20 1	2,000 g12	7/5	957	9 370	17,272	295	200	1 20	-42	2,4// ماريخ	112
Orchard	12	ġ	16	2	18	14.6	231	32	263	7,600	28,897	- 121	51.9	1.38	. 30	- 277	110
#Missouri Gi	it.v	had T	stes of	\$0.71	(Mainter	nance) a	nd \$0.190	Bond) .	Sugarland	had \$1.00	and \$0.30.	respect	ivelv.	1.0	•1~		- <u>-</u> -22.
														-			
GALVESTON			1.010	21.2	1.252	19.1	18,583	5,319	23,902	438.411	18,3/2	7.136	\$322			26 250	1.008
Pt.Bolivar	6	0	, <u>w</u>ra t		3	23.7	71		<u>~~_~</u> 71	723	10,186	16	230	1.20	. 55		1.070
Island	6	õ	28	õ	28	25.2	707	ŏ	707	6.760	9,561	<u>]</u> 1.7	208	1.10		رر ۱،79	471 447
Chear Craek	12	ō	94	ō	91	15.6	1.467	ō	1,467	85,901	58,555	798	571	1.05	.19	1.800	1.227
Dickinson	12	12	71	20 20	94	18.8	1,345	425	1,770	24,646	13,924	538	321	1.50	.38	1.1.17	618
Friendswood	12	0	12	õ	12	13.5	161	Ó	161	6,392	39,700	76	433	1.15	.35	-, -83	516
Galveston	12	12	235	120	355	23.6	5,567	2,796	8,363	112,244	13,421	2,383	289	1.25	.25	6,392	764
High Island	12	0	13	0	13	15.6	203	0	203	9,725	47,906	110	552	1.12	.48	379	1,867
Hitchcock	12	10	35	12	47	22.0	714	315	1,029	8,000	7,774	200	220	1.20	.78	701	681
LaMarque	12	12	211	73	284	14.7	2,770	1,406	4,176	71,000	17,002	1,185	298	1.16	•34	5,421	1,298
Moody State	6	0	3	Q	3	13.0	36	3	39	none	none	. 7	277	none	none	-0-	
CARLA Fe	12	0	52	0	52	20.2	1,053	00	1,053	11,425	10,850	249	255	1.00	.50	893	848
AGAAS CITY	12	12	250	17	267	18.2	4,489	394	4,803	101,595	20,891	1,725	354	1.21	.39	8,928	1,836
			 -	<u> </u>				7 774	F	FF 044						0.001	(-1
HARDIN	,	~	_ 211		246	20.4	4,247		5,025		11,102	1,339	\$278			3,004	614
TOGAN	ò	U	2	0	2	21.5	43	0	43	J1 317	7,363	12	235	1.50	.00	-0-	~~
wnite Oak	_6	0	2	0	2	35.0	.70	0	_70	532	7,601	13	281	1.10	.40	ar ar	201
DECSOR	12	0	10	0	10	16.7	167	~	107	3,750	22,455	55	319	1.00	.00	-0-	12
Chance-Loeb	<u>8</u>	.0	14	õ	14	13.0	323	100	323	2,527	7,624	.72	236	1.23	.02	730	818
	22	22	40	8	48	10.0	722	273	077	11,757 5 4m	10,000	471	لات	1.14	- 30	185	61.3
Si Jahan	22	12	17	0	17	70.7	288	526	2 505	21 105	17,010 g 120	200	202	1.04	.20	1.871	721
Sona I-r-	22	22	73	23	110	22.4	2,000 E71	0رز ۵۸	770 وم 41.2	20,000	15 550	222 222	260	1 20	•27	273	121
AAAT TAYA	1			4	2	<u></u>	214				-19276			1020			

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TABLE III-3 (continued)

	Gra	des				Teacher	-			Valuat	ion	Operat	ting t			Bonded D	ebt.
County and	Tau	ght	Teache	rs Emp]	loyed	Pupi1	Average	Daily At	tendance	Total	per	Total	per	Tax]	Rate	Total	per
District	wn.	N.	White	Negro	Total	Ratio	White	Negro	Total	(\$000)	AUA	(\$000)	ADA	Main.	Bond	(\$000)	_AIA_
HARRIS			6,964	1,571	8,535	22.5	154,279	37,979	192,258	2,803,465	14,582	50,097	\$298			139,832	727
Huffman	6	0	2	0	2	10.5	21	0	21	1,464	69,702	11	465	1.00	.00	-0-	
Addicks	.7	0			27	15.0	195	1 000	105	2,176	20,722	47	469	2.00	.00	12 5 1.20	683
Aldine	75	22	239	19	210	17 /	0,047	T'992A	7,920	04,007 5 507	1.5 301	1,775	234	1.00	•37	يومبيرو 10	80
Channelview	12	ŏ	70	ŏ	70	24.5	1.719	ŏ	1.719	11,188	6,509	300	206	.80	.35	663	386
Grosby .	12	12	24	25	49	21.3	447	597	1,044	8,520	8,161	255	251	1.20	.30	459	ЦЦО
Cypress-											- 4						
Fairbanks	12	12	78	15	93	18.7	1,421	319	1,740	28,464	16,359	552	346	1.14	.36	1,804	1,037
Deer Park	12	0	142	U	145	12.1	±71 و∽	U	2,191	A0°0TA	44,998	685	448	T.00	•47	(3040	وببهور
Houston	12	12	233	50	283	24.0	5,563	1,232	6.795	42,681	6.218	1.302	211	1.24	.41	2,787	410
Galena Park	12	12	364	36	400	20.1	7,299	750	8,049	93,336	11,596	2,275	288	1.37	.39	8,074	1,003
Goose Creek	12	12	468	53	461	19.9	8,261	933	9,194	167,665	18,236	2,975	326	1.31	.33	6,349	690
Houston	12	12	3399A	13385	55150	23.9	92,629	31,662	124,291	1,891,546	15,218	_32,860	266	1.10	•33	76,108	620
Humble	12	0	42		42	15.7	602	7).	(696)	26, 125	35 688	200	1.73	1.55	.25	800	1.181
Klein	12	8	28	7	35	21.2	553	189	742	6,377	8,594	180	256	1.20	.30	251	338
LaPorte	12	8	66	5	71	22.5	1,490	110	1,600	17,579	10,987	407	255	1.21	.40	1,929	1,206
Pasadena	12	0	751	0	751	19.5	14,615	Q	14,615	189,574	12,971	3,963	294	1.34	.40	16,066	1,099
Sheldon	12	0	35	00	35	22.2	778	0	778	19,892	25,569	208	281	.63	.27	762	979
Spring	74	10	23	0	47	10.9	279	74	491	. 0,045	10,507	740	290	1.02	• 35	239	400
Branch	12	8	454	1	455	19.0	8,657	10	8.667	100.002	11.538	1.902	253	1.20	۵۵.	9,845	1,140
Tomball	12	12	35	8	43	17.0	610	122	732	15,275	20,867	266	375	1.20	.26	197	269
JACKSON			151	20	171	18.7	2,777	420	3,197	65,425	20,464	1,015	\$317			2,187	681
Edna	12	12	68	18	86	21.1	1,426	388	1,814	19,200	10,584	424	233	.90	.60	1,446	797
Ganado	12	6	30	2	32	10.4	621	32	653	1335 560 0	20,674	201	307	1.06	.44	403	616
Industrial	12		53			14.0	. 730		730	32,725	44,829			1.10	.09	000	405
DEPENDENT .			1,545	301	1,845	22.3	30,914	10,530	41.234	698,979	16.951	12,007	\$301			37,126	900
China	12	12	427	108	292 27	19.6	2020 2015	220	529 £	100,130	8,009	2,499 121	283	1.11	• 57	30	73
Fannett	12	- 8	14	3	17	21.3	304	58	362	77593	20,808	126	340	1.25	.25	424	1,173
Hamshire	12	0	22	ō	22	14.1	311	0	311	21,000	67,525	199	676	1.20	.30	220	708
Nederland	12	ò	109	0	109	23.9	2,609	0	2,609	47,050	18,034	736	310	1.20	.37	2,524	967
Nome Nome	8	-0	, 5	2	625	16.6	0 200	40	116	4,070	35,086	2 47	345	1.50	.00	-0-	71.0
Port Arthur	12	10	220	174	220	19.1	9,328	3,000	12,988	255,250	17 237	1 200	200	1 22	-34	6,717	1.602
Sabine Pass	12	6		2	ĩĩ	13.6	134	16	150	4.612	30,750	69	421	1.30	.20	117	781
South Park	12	12	262	123	385	19.5	5.015	2,507	7,522	124,800	16,591	2,391	333	1.25	.25	5,354	712
IBERTY			285	78	363	18.5	5.141	1,589	6,730	94,253	14,005	2,103	\$314			4,465	661
Cleveland	12	12	68	22	90	19.7	1,338	437	1,775	11,796	6,645	463	257	•90	.50	1,017	573
Dayton	12	12	50	16	66	18.1	877	315	1,192	18,158	15,233	393	327	1.13	.37	921	773
Levers Hardir	8	7	8 Ac	3	11	14.5 18.1	102	60 76	162	4,775	27,475	72	450	1.20	.20	00 62	112
Hull-	Τ¢	0	20	4	0	70.4	4/0	12	JUL	4) (10	, , , , , , , , , , , , , , , , , , ,	110	200	1.77	•12	02	
Daisetta	12	12	32	11	43	19.2	640	184	824	22,183	26,921	323	385	1.15	.35	802	97
Liberty	12	12	78	22	100	18.1	1,291	518	1,809	28,500	15,755	559	314	1.15	.35	1,543	85
Tarkington	12	0	23	0	23	18.1	417	0	417	4,125	9,892	117	_299	1.05	45	10	<u> </u>
MATAGORDA			219	53	272	20.7	4,220	1,083	5,303	89,271	16, 34	1,663	<u>\$318</u>			3,293	61
Bay City	12	12	105	28	133	20.7	2,147	604	2,751	39,403	14,323	822	302	1.24	.26	1,667	60
Palacic=	0 12	0	42 42	0	44	21.5	43 אור ו	5	43 1 186	277 11. 606	12, 315	<i>331</i> TO	270	1.20	.00	-0-	50
Tidehaven	Ŕ	8	29	4	33	19.0	549	77	626	165388	26,179	344	384	1.08	.22	33030	52
Van Vleck	12	12	21	17	38	18.3	366	331	697	18,276	26,221	247	368	1.12	.38	63	3 91
MONTGOMERY			213	63	276	18.5	3,840	1,263	5,103	88,106	17,265	1,723	\$329			<u> </u>	<u> </u>
Bobbin	8	8	2	4	6	18.3	24	86	110	287	2,612	37	307	1.00	.00	S -0-	
Conroe	12	12	123	31	154	18.8	2,254	636	2,890	71,827	24,854	1,028	332	.95	.26	89.)30 ייר וי
Magnolia	12	10	20	6	26	16.3	318	107	425	0,250	14,706	105	379	1.20	.30	12	7 37
New Canery	12	22	10	10	25	16.5	317	31	3/.¢	1,744 3,750	4,200	92	239	1.00	• (4		9 2
Splendora	12	ŏ	15	õ	15	22.5	338	6	338	1.750	5,177	9ĩ	285	1.15	.35	կ	2 12
Willis	12	12	21	10	31	20.3	411	219	630	2.697	4.281	190	291	1.00	.50	19	9 31

TABLE III-3 (continued)

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	Gre	udes.				Teacher				Valua	tion	Operat	ing t			Bonded I)eht.
County and	Tai	ight	Teachers	Enp	loyed	Pupi1	Average	Daily At	tendance	Total	per	Total	per	Tax	Rate	Total	per
District	Wh.	<u>N.</u>	White N	egro	Total	Ratio	White	Negro	Total	(\$000)	ADA	(\$000)	ADA	lain.	Bond	(\$000)	ADA
ORANGE			<i>1</i> 8 8	46	544	21.8	10,824	1,059	11,883	134,506	11,319	2,806	\$258			6,180	51.5
Bancroft	8	0	13	0	13	22.3	291	0	291	771	2,649	58	203	1.45	.05	33	114
Bridge City	12	0	47	0	47	24.8	1,168	00	1,168	6,809	5,830	185	187	.85	-75	588	503
GOVE	8	0	13	U	51	23.8	010	U	510	2,040	8,510	71	230	1.20	.30	109	000
Cypress	12	0	43	0	43	21.8	939	0	939	5,000	5,335	201	213	1.00	.60	478	509
Mauricevile	12	0	'n	0	ц	23.1	254	0	254	1,927	7,586	69	243	1.30	.20	95	373
Orange	12	12	170	46	216	21.2	3,514	1,059	4,573	87,346	19,100	1,252	266	.59	.13	2,297	502
Vidor	12	ŏ	122	õ	122	22.2	2.710	ŏ	2.710	12,895	4.758	533	208	1.20	.30	1.011	384
W.Orange	12	ŏ	50	Ŏ	50	21.5	1,075	0	1,075	40,729	3,789	237	270	.82	18	872	811
VICTORIA			33 0	32	420	19.2	7,486	741	8,227	100,629	12,231	3,570	\$4,63			6,988	849
DaCosta	8	0	2	0	2	13.0	26	0	26	304	11,676	7	211	1.50	.00	-0-	-
Nursery Kompony Other	7	0	3	0	3	18.0	54	0	54	, 1,522	28, <u>1</u> 86	18	346	.65	.00	-0-	313
Stubbs	80	ő	2	ŏ	4	18.00	36	ŏ	36	367	10,183	- 6	184	.76	.00	7	199
McFaddin	8	ŏ	5	õ	5	13.2	66	Ō	66	5,478	82,997	34	479	50	.66	19	287
Bloomington	12	8	41	4	45	15.5	646	ম	697	20,063	28,785	287	398	1.03	•47	754	1,081
Mission Valler	٥	0	6	0	6	20.3	122	٥	122	666	5.1.57	26	236	1.40	50	5),	3.3.3
Victoria	12	12	330	32	362	19.8	6,468	690	7,158	74,872	10,460	3,163	_ 477	1.31	.44	6,132	857
WALLER			- 73	55	126	27.6	1,778	1,007	2,165	25,805	11,810	671	\$292			1,139	521
Pattison-	12	12	21	21.	45	ר אר	252	381	633	16 1.1.2	25 975	262	386	*	*	510	820
Hempstead	12	12	23	19	42	18.4	394	379	773	3,500	4,528	213	257	1.10	<u>.</u> ш	251	324
Waller	12	12	27	12	39	20.0	532	247	779	5,863	7,326	196	246	1.00	.30	369	474
This consol	ida	tion	became e	ffecti	ve in	Septemb	er 1959; 1	new tax 1	ates will	be levied	thereaft	er.					
WASHINGTON				65	_ 154	20.0	1,778	1,324	3,102	14,706	4,772	767	\$244			606	195
PleasantHill	18	8	4	1	5	19.2	71	25	96	491	5,117	28	278	1.25	.00	~	-
Prairie Hill	18	8	4	3	7	20.6	80	64	144	113933 346	7,174	32	254	1.25	.00	-0-	-
Wesley	8	ŏ	2	ŏ	2	15.5	31	ŏ	31	216	6,969	12	314	1.00	.00	-0-	-
Independence	0	8	0	2	2	26.5	0	53	53	212	2,992	ц	212	1.00	.00	-0-	-
Armstrong	8	8	2	1	3	16.3	28	21	49	189	3,864	177	334	.65	.00	-0-	-
Goodwill	õ	12	ő	27	47	22.0	ەر 0	24 154	15%	251	2,277	3/	230	1.00	.00	-0-	-
Mount Fall	õ	10	ŏ	4	4	19.0	ŏ	76	76	135	1,776	20	254	1.00	.00	-0-	-
Brenham	12	12	54	30	84	21.3	1,156	638	1,794	9,202	5,241	404	232	1.02	.48	7773	247
Burton Chappell	12	12	15	ш	26	17.5	266	190	456	1,568	3,440	140	272	•75	.50	147	322
<u>Hill</u>	8	10	2	_4_	6	17.0	33	69	102	545	5,340	30	266	50	. 50	16	155
WHARTON			314	. 95	409	18.2	5,807	1,660	7.467	121.958	16,333	2,274	\$304			3,180	<u> </u>
Boling	12	12	51	ш	66	19.1	1,078	183	1,261	30,550	24,227	446	343	1.32	.18	529	119
Coreseant	12	12	19	15	34	18.3	329	294	623	5,579	8,955	196	300	1.10	.40	.270 RA	200
El Campo	12	12	24 98	15	113	19.6	1,922	289	2.21	31.848	14.404	661	296	1.27	.23	1,255	567
Hungerford	8	12	8	15	23	12.3	129	153	282	2,339	8,293	70	263	1.25	.25	25	87
Loui se	12	8	27	3	30	17.2	465	50	515	7,900	15,340	167	313	1.27	.23	207	402
city	6	0	٦	0	٦	ກດກອ	none	0	none	2.543	none	6	2070	. 50	.00	-0-	
Wharton	12	12	86	34	120	18.4	1,537	661	2,198	30,000	13,649	587	278	1.00	.25	799	1,209
#All data ar	e f	or th	ne school	year	1957-19	958 exc	opt that i	or opera	ting cost	and cost p	per ADA wi	ich is	for th	e year	19561	957.	

Sources: Public School Directory, 1959; Annual Statistical Report, 1956-57 from the Texas Education Agency.

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County	Economic Index	Estimated* Market Value of Property (5000,000)	State and County Valuation (\$000,000)	Assessed Valuation for School Purposes (3000,000)
Austin	•165	114	24	25
Brazoria	2•488	2,037	204	313
Calhoun	• 309	226	41	44
Chambers	•565	216	35	41
Colorado	.283	259	ևկ	54
Fort Bend	.683	522	59	111
Galveston	1.952	735	169	380
Hardin	.393	377	53	50
Harris	13.187	7,262	1,235	2,377
Jackson	.442	99	17	58
Jefferson	3.485	2,023	283	619
Liberty	.511	280	53	87
Matagorda	.411	37 9	ь9	83
Hontgomery	.506	385	73	84
Orange	.790	354	50	133
Victoria	.591	4 7 0	66	101
Waller	.216	210	34	24
Washington	.117	84	. 15	15
Wharton	.969	<u>301</u>	. 80	16
Area	29.64	16,833	2,584	4,715

TABLE III-4. COMPARISON OF PROPERTY VALUATIONS IN 1956-1957

*Estimated market value figures derived by source from information supplied by county assessor-collectors and are based on actual sales and valuations of property in that particular county.

Sources: The Texas Almanac; Statistical Report of the Texas Education Agency, and Public School Directory, 1959.

The county map on Page 41 shows the geographical arrangetime. ment of the ten separate districts which currently provide educational facilities for 1,620 white and 674 Negro pupils. Nine white and eight Negro elementary schools are now in operation; while Bellville and Wallis maintain high schools for white pupils only. The only high school for Negro pupils in the county is at Sealy. The multiplicity of small elementary schools is unwieldy and uneconomical to administer, and the two white high schools in the county have a combined enrollment sufficient to maintain a single facility with greater economy and concentration of scholastic population. The curriculum changes thus rendered possible would facilitate the offering of a fuller program of multiple electives and the more flexible assignment of professional staff. The concentration of ADA through reorganization of the county will permit the utilization of the specialist staffing permitted under the Minimum Foundation Program Act which is now unfeasible with the county divided into ten separate districts. The Minimum Foundation Program Act provides for amalgamation of ADA by contiguous districts to permit hiring of co-operative specialist staff members, but such an arrangement violates the basic administrative principle of line-and-staff organization.

Analysis of the bonded debt of the ten existing districts reveals that four do not have any outstanding bonds, while the Welcome District
owes \$2,649 per pupil in ADA. Such wide variation in the application of tax potentials to the capital improvement needs of the districts must inexorably be reflected in vast inequities of facilities and corresponding inequality of educational opportunities for the children concerned.

That the county is an area of steadily declining population, with an increasingly high proportion of elderly citizens, renders centralization within the county of educational responsibility crucial to the effective application of the limited tax resources of Austin County to the educational need.

Problems Confronting Reorganization in Austin County. The chief problems inherent in reorganization planning for Austin County are:

- 1. A declining population which affects the county's ability to supply adequate numbers of scholastics to any proposed school district reorganization,
- 2.- A large number of small and isolated districts which offer the usual obstacles of emotional and traditional barriers to reorganization,
- 3. A lack of substantial wealth in the form of heavy industries,
- 4. The questionable ability of the county to provide a dual system of education for both races with its present limited tax base, and

5. The marked inequalities existing between rendered values and market values and the need for a reappraisal survey to bring taxable values more in line with the needs of modern education.

Colorado County (See Map, Page 53.)

Also one of the western counties of the nineteen-county area, Colorado County is contiguous to Austin County. Its chief characteristics are:

<u>Topography</u>. The topographical featuress of Colorado County differ from those of Austin County, inasmuch as the former is largely level, especially in the southern and eastern portions as it approaches the coastal plains of Wharton County. (See Composite Map, Page 38.) The less undulating terrain has resulted in more productive soil than in Austin County, with the corresponding development of specialized farming pursuits (defined infra.)

Population Characteristics. In the 1950 national census, Colorado County was characterized by a median age level of 30.9 years, which is somewhat lower than that for Austin County. The median educational level was 7.5 years, which is slightly higher than Austin County's 7.3. The population density in 1956 was seventeen persons per square mile, or a total population of 17,600. A 5 per cent decrease in population has occurred in the sixteen-year



Map V. Present School District Structure in Colorado County.

period from 1940 to 1956. In recent years, however, population has shown an increase as the result of industrialization predicated upon mineral discoveries. The chief population centers of the county are three relatively small towns, viz., Columbus, Eagle Lake, and Weimar. Live births in the county for the year 1956 totalled 478. (Tables III-1, Page 42, and III-2, Page 45.)

<u>Taxable Wealth</u>. Colorado County has experienced a steady increase in real values over the past ten year period due to more intensified farming and the discovery of new deposits of oil and sulphur. The listing of the ten principal taxpayers of the county in Table VI-4, Page 285, reveals a rather heavy concentration of industrial wealth. Farming and ranching enterprises also constitute a major portion of the county's wealth.

Colorado County's total taxable valuations for school purposes during the school year 1956-1957 were \$58,804,000 as shown in Table III-3, Page 46. The estimated market value of real properties in Colorado County is \$259,000,000. (Table III-4, Page 49.) In considering Colorado County's total rendered school valuations against the total estimated market value, the ratio of rendered value to market value becomes 19 per cent, as shown by Table IV-2, Page 160. Colorado County's present wealth is ample to support its total of 3,265 average daily attendance in the school year of 1956-1957.

Industrial Pursuits. There are 899 farm owners and 517 farm tenants farming various tracts in Colorado County's 980 total square miles as shown by Tables III-1 and III-2, Pages 42 and 45 respectively. Specialized farming to cotton and rice predominate, with less extensive production of corn, hay, and truck crops in evidence. Ranching and dairving are other occupations of the county.

Heavy industries related to petroleum and the mining of sulphur are now operating in the county. These pursuits have attracted many people and have added greatly to the county's economy. Due to its geographical position and relatively small percentage of total population in comparison with other counties, Colorado must still be classified as one of the rural counties of the region.

<u>School District Structure</u>. Table III-3, Page 46, reveals in detail the characteristics of Colorado County's present system of educational organization. The county map on Page 53 shows each district, its number, and its comparative relationships with adjoining districts. At present there are seven school districts operating in Colorado County, with 1,021 Negroes and 2,244 white scholastics in average daily attendance. Six of the districts maintain secondary schools, while one district operates only an elementary school system. Of the six secondary school systems in operation, only three, Columbus,

Eagle Lake, and Weimar, provide secondary facilities for both races. Garwood operates a secondary school for white and an elementary school through the fourth grade for Negroes. Bernardo operates an elementary system through the eighth grade for white scholastics, while Rock Island and Sheridan operate systems through the twelfth grade for white students only.

The presently existing multiplicity of school districts is duplicative of administrative expense and it is unnecessary inasmuch as no geographical feature exists which would preclude the reorganization of the county into a single unit, as is proposed in Chapter IV, <u>infra</u>. The existence of five white and three Negro high schools with aggregate enrollments of 723 and 263 respectively represents an illogical dissipation of scholastic population, which the county unit reorganization would replace with concentration into plants sufficiently large and supported by sufficient revenue sources to provide an enriched curriculum and more effective utilization of the professional staff.

Even perfunctory examination of the average daily attendance in the existing districts (Table III-3, Page 46) will show that only two of the units now in operation can qualify under the Minimum Foundation Program Act for specialist staffing (Columbus and Eagle

Lake) and those districts only in the category of white average daily attendance. The application of tax potentials to the need for capital improvements varies widely through the county, as revealed by the fact that the bonded indebt edness by district in the county ranges from zero to \$633,000, with Garwood's \$136,000 representing \$2,125 per pupil in average daily attendance. The spotty and varied extent of bond debt in the county is indicative of unequal distribution of wealth, of scholastics, or of willingness to spend the necessary funds for educational facilities.

Problems Confronting Reorganization in Colorado County. Colorado County presents several problems that will hold the attention of future reorganizational planners, chief of which are:

- 1. A present noticeable unequal distribution of taxable wealth,
- 2. A persistency that seemingly exists in the maintaining of several small and inadequate high schools over the county, one of which has only 64 students, and
- 3. Inequalities presented in bonded indebtedness which will affect assumption in the emerging reorganized districts.

Waller County (See Map, Page 58.)

Another of the western counties, located east of Austin County, is Waller County (Composite Map, Page 38.) Its chief characteristics are:



Map VI. Present School District Structure in Waller County.

<u>Topography</u>. Most of the terrain of Waller County is undulating, with a trend toward general flattening near the Harris County boundary on the southeast. The relatively small area of this county is farmed intensively, with some ranching operations as well. The fertility of the soil is noticeably greater in Waller County than in the neighboring Austin County (q. v.).

<u>Population Characteristics</u>. The median age in Waller County according to 1950 national census was 24.7 years, indicating a generally younger population than is found in Austin or Colorado County. The median educational level in Waller County, as shown in Table III-2, Page 45, is 8.2 years, which is significantly higher than in Austin or Colorado County. During the sixteen-year period from 1940 to 1956, unlike the neighboring counties of Austin and Colorado, Waller County showed a 15 per cent increase in population. (See Table III-1, Page 42.) This can probably be attributed to the industries located in Harris County. Population gains have been scattered on a county-wide basis rather than in the towns and villages of the region, which lends further credence to the hypothesis. Live births for the county in 1956 totalled 248.

Taxable Wealth. Examination of the list of ten principal taxpayers in the county, (Table VI-4, Page 288,) reveals that the

county contains a concentration of offices and subsidiaries of the giant industries found in the metropolitan industrial area of Houston and Harris County. There are also farming and small ranching enterprises scattered throughout the county.

Waller County's total taxable valuations for school purposes during the school year 1956-1957 totalled \$25,805,000, as shown in Table III-3, Page 48. The estimated market value of real properties in Waller County is \$210,000,000. (Table III-4, Page 49.) The total rendered school valuations compared to the total estimated market values show that property is taxed for school purposes in Waller County on a 13 per cent ratio to its actual worth. From the evidence reviewed, Waller County should experience no difficulty in supporting its share of the cost of public schools, provided its total school tax valuations are brought more in line with its total market values.

Industrial Pursuits. There are 764 farm owners and 202 tenant farmers presently maintaining agricultural operations in the 507 square miles of Waller County. Specialized farming, with rice and cotton as chief crops, are joined to ranching and dairy operations as the principal rural occupations. There is nominal production of oil and gas, but more of Waller County's wealth results from industrial processing and pumping plants scattered over the county. The county is gaining

in population as a result of the industrialization which is entering the area from adjacent Harris County.

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<u>School District Structure</u>. Three independent school districts now exist in Waller County, (See County Map, Page 58,) in which a total of 1, 178 white and 1,007 Negro students are in average daily attendance. Each of the three districts offers a twelve-year program for both races. The expense of maintaining duplicating systems for such a small scholastic population, the limited curricular possibilities in small high schools, the limited allocations under the Minimum Foundation Program Act, and the range of bonded debt per average daily attendance of from \$324 to \$820, combine to indicate the advantage of a county-unit organization. There exists in the county no geographical or ethnic feature which would bar such a county unit.

<u>Problems Confronting Reorganization in Waller County</u>. In analyzing the characteristics presented by Waller County it is recognizable that the following problems exist which will hold the attention of reorganizational planners:

- A transient and consequently a rather unstable population due to occupational pursuits and also to Waller County's proximity to metropolitan areas,
- 2. Present inequalities existing in the taxable wealth of each district, and

3. A sparsity of scholastic population which will be a deterrent to the formation of school systems of desirable and recommended enrollments.

Washington County (See Map, Page 63.)

The remaining of the western counties is Washington County, located in the extreme northwestern corner of the nineteen-county area. (See Composite Map, Page 38.)

<u>Topography</u>. The 611 square miles of Washington County represent an area of pronounced undulations and terrain segmentation. The rolling hills of Austin County (\underline{q} . \underline{v} .) merge into the sharply contoured western escarpment of the Brazos River in Washington County. There is no significant deposit of mineral wealth in the county.

<u>Population Characteristics</u>. The median age of Washington County according to the national census of 1950 was 33.5 years, setting the county apart as an area of predominantly older persons. The median educational level in the county in 1950 was 7.1 years, which means that most of the county population have secured only common school educational opportunities, with only a few high school graduates. Population characteristics resemble those of adjacent Austin County (\underline{q} . \underline{v} .), and like Austin County, Washington County underwent a population decline between 1940 and 1956. The decrease



Map VII. Present School District Structure in Washington County,

during the sixteen-year period was 31 per cent, from 25,400 to 17,500. The total average daily attendance for the county during the school year 1956-1957 was 3,102. Total live births in the county in 1956 numbered 422 (Table III-1, Page 42).

<u>Taxable Wealth</u>. Washington County is not a mineral-producing area, nor has heavy industry invaded its agricultural economy to any noticeable extent. Table VI-4, Page 288, listing the ten principal taxpayers in the county, indicated a narrow tax base including railroads, banks, and a utility, from which inference may be drawn that a crucial factor in the support of public education is the tax valuation formula through which taxable value may be translated into usable revenues. The total tax valuation of the county for school purposes is \$14, 706, 000, while the total market value of taxable property in the county is estimated at \$84,000, δ 00 (See Table III-4, Page 49). Obviously, tax valuations which represent only 18 per cent of market values are too low in a county with severely restricted sources of revenue.

Industrial Pursuits. With 1,428 farm owners and 1,007 tenant farmers and with farming, ranching, dairying, and small business forming the bulk of income-producing capital in the county, Washington must be characterized as predominantly rural. The county, losing population, shows a predominance of elderly citizens.

School District Structure. Washington County is now organized into twelve separate school districts, all of which are relatively small and serve what in earlier years were isolated sections of the county. Only two districts, Brenham and Burton, offer a twelve-year program for both races, and the total average daily attendance in the county numbers only 3, 102, of which 1, 778 are white and 1, 324 are Negro (See Table III-3, Page 48). The duplication of expense involved in the operation of twelve units in a small, poor region such as Washington County indicates a need for reorganization planning with a county unit structure in view. Of the twelve districts now operating, only Brenham, with 1,794 pupils, approaches an adequate size enrollment while in the smaller eleven districts the development of curriculum is severely restricted due to small enrollments.

The only district in the county which qualifies for specialist staffing under the Minimum Foundation Program Act is Brenham; although the concentration of the remaining pupils in the county will provide the basis for classroom teacher units in sufficient numbers to authorize specialist staffing in a county-wide school district as indicated in Chapter IV. The poverty of the county in terms of tax potentials is shown by the dearth of bonded debt among the districts. Nine of the twelve districts have no bonds outstanding; while the remaining three owe only \$443,000, \$147,000, and \$16,000 respectively. There appears to exist a need for centralization of educational operation in the county in order to bring effectively to bear the meager tax potentials of the area for an apparent declining scholastic population.

Problems Confronting Reorganization in Washington County. Reorganizational planners in Washington County will find a heavy imbalance existing between tax valuations and actual market values. The present taxable 18 per cent of full valuation is not sufficient to support adequately the twelve districts now in operation. These apparent low renditions, while favoring property owners, have left their imprint upon the county in the outmoded and obsolete system of education that is now found there. A general reappraisal of taxable properties is badly needed in Washington County. Such an appraisal should be conducted by outside interests, and should result in higher renditions necessary to support any emerging reorganizational proposals.

Montgomery County (See Map, Page 67.)

Contiguous to Harris, Waller, and Liberty Counties (See Composite Map, Page 38) is Montgomery County. The northern portions of the county are hilly and covered with a variety of marketable kinds of timber, while the southern portion near the Harris County



Map VIII. Present School District Structure in Montgomery County.

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line is level and covered with heavy growths of pine, oak, and other timber. The county contains an excellent road net and is drained by many small streams which in turn empty into San Jacinto River. The area of the county is 1,090 square miles. (Table III-1, Page 42.)

Population Characteristics. In the 1950 census (Table III-2, Page 45), Montgomery County showed a median age level of 27.6 years, which means that the county's population is comprised of a significant proportion of young to middle-aged persons--persons likely to have children attending the public schools of the county. The median adult education level for the county is 8.2, which means that most of its adult population have completed all or a major portion of their high school education.

For a sixteen-year period from 1940 to 1956 Montgomery's population has had a 5 per cent increase. (Table III-1, Page 42.) This can be attributed to a desire of the people to locate on the edge of the City of Houston for the purpose of having easy access to work, and also to an increase in industrial activities in the county in the fields of petroleum and lumbering industries. In 1940 there were 23,000 people residing in Montgomery County. In 1956 there were 24,200 persons residing in the county.

The total school-age population in average daily attendance for the school year 1956-1957 was 5, 103, of which 1,263 were Negro and

3,840 were white. Live births in the county for the year 1956 were 556 (Table III-1, Page 42.)

Taxable Wealth. Several developments in recent years have contributed to a steady rise in taxable values in Montgomery County. The George W. Strake mineral discoveries in 1934-1935 produced a dependable source of wealth for the county in the form of taxable oil and gas productions. As is shown by the listing of the ten principal taxpayers in the county in Chapter VI, Page 287, the exploitation of oil and gas resources produced the greatest single source of revenue for schools in the county. Farming and ranching operations in Montgomery County provide an important but secondary source of tax income.

Upon a market value of \$385,000,000 (Table III-4, Page 49), the renditions for tax purposes in the school year 1956-1957 totalled \$88,106,000 (Table III-3, Page 47), which constituted a ratio of 26 per cent of market value (Table IV-2, Page 281). The existing taxable wealth in the county is sufficient to support a system of public education for the 5,103 scholastics in average daily attendance.

School District Structure. Table III-3, Page 47, gives a summary of data with regard to the existing seven school districts in Montgomery County; while the county map, Page 67, depicts the

boundaries and educational program by grade distribution in each district. Only three districts in the county offer twelve-year programs for both races, viz., Conroe, Montgomery, and Willis. Splendora offers high school facilities for white pupils only. Bobbin, in the western portion of the county, maintains an eighth-grade program for pupils of both races, and New Caney and Magnolia operate twelve-year programs for white pupils and less extensive offerings for Negro pupils.

The existence of seven individual districts with widely varying educational programs is uneconomical from the standpoint of duplication of administrative overhead expenditures; while the unequal allocation of the county's 3,840 white and 1,263 Negro average daily attendance among the districts prevents the concentration of scholastics into high school plants of sufficient size to permit multiple-elective curricula and flexibility in the assignment of staff members. The curricular changes which can be accomplished through reorganization of Montgomery County are treated in Chapter IV.

Of the seven districts now operating, only Conroe District can qualify under the Minimum Foundation Program Act for specialist staffing; while the concentration of the average daily attendance in the remaining six districts would result in the establishment of approximately 85 new classroom teacher units, which when concentrated in

one district will serve as the basis for two counsellor-supervisor units. The illustration is approximate, deriving from the total of pupils in the six districts, 2,213, divided by 26 (Minimum Foundation Program Act formula), to find 85 classroom teacher units, which when divided by 40 (Minimum Foundation Program Act formula) reveals 2.1 counsellor-supervisor units.

The application of tax potentials to the construction of capital improvements is revealed by the bonded indebtedness of the respective districts.(Table III-3, Page 47.) The range of bonded indebtedness per average daily attendance is from zero (at Bobbin District) to \$379 (at Montgomery District) and indicates that the utilization of the county's extensive tax potential is inconsistent among the districts. Reorganization of the county will tend to make this expenditure more equitable in the county by centralizing the authority to issue bonds and by correlating the scholastic population and the taxable potentials quantitatively.

Problems Confronting Reorganization in Montgomery County. Reorganizational planners will find several obstacles to contend with in Montgomery County, chief of which are:

1. A rapid depletion of mineral resources in the older oil fields placing a steady year-by-year reduction in the amount of valuations placed on such properties,

- 2. A persistency that is evident in maintaining small and inadequate school districts, suggesting in itself traditional obstacles to overcome, and
- 3. A resistance on the part of relatively bond free communities to accept heavy assumptions of their neighboring districts.

Liberty County (See Map, Page 73.)

Lying directly east of Harris County (Composite Map, Page 38), Liberty County has the characteristics shown below:

<u>Topography</u>. In the southern portion are found low coastal plains. To the north and west side of the county the surface features assume a rolling characteristic and are heavily timbered with oak and pine trees. The county is bisected from the north to the south by the Trinity River. The county seat, Liberty, lies on the east bank of the Trinity in the southern portion of the county. Liberty County comprises 1, 173 square miles.

Population Characteristics. In the 1950 census, Liberty County had a median age level of 26.6, which means that the county is populated by a relatively younger group of people. The median adult education level for Liberty County is 8.2, which is the same shown for Montgomery County. In a sixteen-year period from 1940 to 1956 Liberty County had a population increase of 14 per cent. This can be



Map IX. Present School District Structure in Liberty County.

attributed to its proximity to Harris County's industrial plants, and to the fact that Liberty County is becoming a more favored locality for industrial installations.

In 1940 Liberty County was populated with 24,500 persons. By 1956 this figure had risen to 27,900--or a 14 per cent increase as shown by Table III-1, Page 42. Total school age population in average daily attendance for the county in 1956-1957 was 6,730, of which 1,589 were Negro, and 5,141 were white scholastics. Live births in the county for 1956 totalled 222. (Table III-1, Page 42.)

<u>Taxable Wealth.</u> Liberty County is steadily gaining in its number of industrial installations; therefore, the total taxable valuations are increasing proportionately. The county's total rendered valuations for school purposes in 1956-1957 were \$94,253,000. The estimated market value of real properties in Liberty County that year was \$280,000,000 as shown by Table III-4, Page 49. The ratio existing between market values and school rendered values for the county is 34 per cent. (Table IV-2, Page 160.) Liberty County's valuations are ample at present to support public education in the county.

Industrial Pursuits. Lumbering, farming, mineral activities, and ranching make up the chief industrial pursuits of the county. Here are found loggers, petroleum exploration crews, sulphur workers, and a small number of persons who commute to jobs outside the county. The usual kinds of shop-keepers and businessmen are found in the community centers.

<u>School District Structure</u>. At present seven districts comprise the educational organization of Liberty County. These districts are shown in Table III-3, Page 47, and also on the Liberty County Map, Page 73. At present four districts offer high school **programs** for both races: Cleveland, Dayton, Hull-Daisetta, and Liberty. Hardin Independent School District offers a high school program for white scholastics and an eighth grade system for Negro scholastics. Devers Independent School District offers elementary facilities for both races, while Tarkington Independent School District offers a high school program for white scholastics only.

The range of operating expenditures per average daily attendance in the county is from \$257 to \$450, the wide disparity being attributable to a number of factors including varying popular support for public education and the natural uneconomical characteristics of small, underpopulated districts (Devers, for example, having only 162 scholastics in average daily attendance). The problem of developing varied curricula in extremely small schools and the lack of any high school in Devers District indicate an additional benefit to be derived from reorganization with a view toward concentrating the scholastics of the county into appropriately larger districts. Four of the existing seven districts cannot qualify under the Minimum Foundation Program for allocation of specialist staff members, and the range of bonded debt per average daily attendance, \$146 to \$773, indicates either a lack of correlation between the location of scholastic population and that of the sources of tax wealth or a varying degree of willingness on the part of school patrons to support public schools.

Problems Confronting Reorganization in Liberty County. Any reorganizational planning occurring in Liberty County will have to consider the following problems:

- 1. A rapid depletion of mineral tax sources, which causes a subsequent year-by-year decrease in rendered values,
- 2. Natural barriers to transportation that exist in the county (Although some improvements have been made recently, the fact that the Trinity River bisects the county from north to south results in problems of transportation all along its course),
- 3. Unequal bond distribution as far as assumption of bonded debts are concerned,
- 4. Traditions surrounding the well-established smaller school systems now operating in the county, and

5. The present distribution of wealth opposing the idea of the wealthy districts assuming the obligations of their less wealthy neighbors.

Hardin County (See Map, Page 78.)

Located in an east-northeast direction from Harris County, Hardin presents the following characteristics:

<u>Topography</u>. Low coastal plains are found in the southern, southeastern, and southwestern portions of the county as it approaches the coastal regions. To the north and east are found higher surface features with rolling hills in the northwest regions. Dense growths of oaks, pines, and other timbers typical to the area provide coverage. The soils are suitable for diversified farming practices. There is a total of 885 square miles comprising the land area of the county.

Population Characteristics. The 1950 census showed Hardin County to have a median age level of 27.1, which means that a relatively large portion of its population is comprised of young to middle-aged persons. The adult education level for the county was 8.1, which is approximately the same as shown for that of Montgomery and Liberty Counties. From 1940 to 1956 Hardin County's population increased 23 per cent as shown in Table III-1, Page 42. In 1940, the population numbered 15,900. By 1956 this figure had increased to 20,700--a rise of 23 per cent. The total school age population in



Map X. Present School District Structure in Hardin County.

average daily attendance for 1956-1957 in Hardin County was 5,025. Of this number, 778 were Negroes and 4,247 were white. Live births in 1956 totalled 532 (Table III-1, Page 42).

Taxable Wealth. In years previous to 1950 Hardin was poor in taxable resources. However, since that time the discovery of important deposits of oil, gas, and other minerals, as well as the recent installation of new industries have given Hardin County a more favorable financial position. The total rendered value of taxable wealth for school purposes in 1956-1957 was \$55,788,000. The total estimated market values for real properties that year were \$377,000,000. The ratio existing between market values and rendered school values becomes 18 per cent, according to Table IV-2, Page 160. Timber operations have constituted the principal source of wealth in the county for a number of years; however, since World War II mineral production, chiefly in petroleum and natural gas, has gradually gained in importance as timber resources have depleted. Numerous small sawmills are scattered over the county, with one large mill at Silsbee. Paper manufacture has recently been developed in the county. The tax base, while diversified to a limited extent, is concentrated in industries which are involved in the production of raw materials and are hence not in a commanding fiscal position. Hardin County's

present values and taxable potentials, properly distributed, are adequate to support education in that county.

Industrial Pursuits. As in Liberty County, lumbering, farming, mineral activities, and ranching make up the chief industrial pursuits of the county. In recent years petroleum explorations have added substantially to the economic stability of the county. Here are found loggers, sawmill workers, papermill workers, specialized farmers and ranchers, small farmers, and the usual kinds of shop-keepers and small businessmen common to the smaller cities and towns of the region.

<u>School District Structure</u>. Eight districts are in existence in Hardin County at the present time. Their structure and support are depicted in Table III-3, Page 46. Only three of the eight districts maintain a twelve-year program for both races; two districts operate only six-year programs for white scholastics. The maintenance of numerous and vastly unequal educational programs in a county the size of Hardin County is both uneconomical and destructive to the guarantee of at least modicum educational opportunity to all children in the county. The largest district in the county is Silsbee, with only 2,596 pupils in average daily attendance. The remaining districts range in size from 43 to 895 pupils in average daily attendance. With such small enrollments, the high school programs of the districts which maintain high schools are minimal, and expanding curriculum development is rendered impossible.

The only district in the county which is currently allocated specialist staffing under the Minimum Foundation Program Act is Silsbee; although the remaining scholastics scattered over the county would, if aggregated in a single district, provide sufficient basis for the assignment of specialist positions to the district.

The bonded indebtedness of the respective districts ranges from zero to \$1,871,000, which represents a range of debt per average daily attendance of from zero to \$818. The great disparity thus revealed in the degree to which tax potentials have been applied to capital improvements indicates either a lack of potentials in some districts or insufficient popular support for public education in the low-debt districts.

Problems Confronting Reorganization in Hardin County. Several apparent problems in Hardin County, would affect reorganizational planning:

- Several of their community's industrial pursuits being dependent upon a rapidly vanishing natural resources-Timber--which in turn seriously affects tax valuation potentials in those particular communities,
- 2. Depleted mineral resources, and bonded obligations outstanding that were made when mineral production was high, and

3. A resistance to reorganization by the smaller schools, well-entrenched after years of operation.

Chambers County (See Map, Page 83.)

Lying south and east of Harris County and directly south of Liberty County in the coastal region is Chambers County.

<u>Topography</u>. The county presents extremely low areas as its southern portions approach Galveston and Trinity Bays. Much of the land adjacent to these bays is subject to high tides and salt water action. In the northern and eastern areas, however, are found rich, level expanses of land suitable for specialized farming pursuits, as well as extensive ranching. A total of 618 square miles constitute the county's total land area.

<u>Population Characteristics</u>. The 1950 census showed the county to have a median age level of 27.4--about the same as for Liberty, Hardin, and Montgomery Counties. The adult median education level is 8.5, which means that a considerable portion of the population are high school graduates, or at least have completed a major amount of high school requirements. From 1940 to 1956, Chambers County had a 5 per cent increase in population, as shown in Table III-1, Page 42. In 1940 the population numbered 7,500, while in 1956 there was counted 7,900. This implies a rather stable situation for that period insofar as population gains or decreases are concerned. The total school-age



Map XI. Present School District Structure in Chambers County.

population in average daily attendance for 1956-1957 was 2,053, of which number 404 were Negroes and 1,649 were whites. Live births in the county for 1956 totalled 208. (See Table III-1, Page 42.)

Industrial Pursuits. The production of petroleum, and its related industrial activities constitute a large portion of the vocational pursuits of the county. Specialized farming to rice and ranching activities are also in evidence. Marine industries such as fishing, the dredging of mud-shell, and the maintenance of yards needed for the repair of the craft used in these vocations offer another employment field to be found in Chambers County.

<u>Taxable Wealth</u>. Due to vast deposits of oil and gas found in all sections of the county, and extending out into the bays, Chambers County has ample resources of taxable wealth for the support of education. The total rendered values for school tax purposes in the year 1956-1957 were \$68,890,000. The total estimated market values of real property in Chambers County in 1956 were \$216,000,000. (See Table III-4, Page 49.) The ratio existing between rendered school tax values and market values is 19 per cent according to Table IV-2, Page 160. Chambers County with its high industrial values, and relatively stable population, should experience no difficulty in providing the necessary financial base to support public education. The low ratio of rendered to market value in the county is partly compensated and possibly explained by the small number of scholastics. With only 2,053 scholastics in average daily attendance in the entire county, it is not at all improbable that 19 per cent of the total real values in Chambers County has been sufficient to support education there in previous years.

School District Structure. At present, four school districts make up the educational facilities of the county provided at public cost. These districts are described in detail in Table III-3, Page 46, and are shown by numbers, names, and explanatory symbols on the map on Page 83. Only one school district, Anahuac, now offers complete high school opportunities to both races. Barbers Hill and East Chambers offer high school programs for white scholastics, while Pine Island offers an elementary program through the third grade for white scholastics, and maintains a high school for its Negro scholastics. Analysis of the data in Table III-3, Page 46, reveals that Chambers County as it is presently organized has some school districts which lack sufficient scholastic population to accomplish the kind of educational program that the tax resources of the county can support. The Pine Island District employes only seven teachers, including Negroes, and has a population of only 72 scholastics in average daily attendance. The Anahuac District, largest in the county, embraces 987 in average daily attendance, including Negroes.

The uneconomical aspects of the operation of four districts in a county where the dearth of scholastics indicates need for only one district, coupled with the depressed allocations under the Minimum Foundation Program Act for specialist staff members and the infeasibility of developing multiple-elective curricula in such small districts combine to require a reorganization of the entire county. The bonded debt among the respective existing districts ranging from \$514 per average daily attendance to \$1,868 per average daily attendance, an indication of the wide variation of educational support or need in the county.

Problems Confronting Reorganization in Chambers County.

Future reorganizational planning in Chambers County will encounter the following problems:

- Accessibility to remote areas through low and mārshy areas,
- 2. Natural barriers in the way of transportation,
- 3. Necessity of providing adequate school systems for areas predominantly low in scholastic population, and
- 4. Setting up fair and equitable tax levies where industrial and local taxpayers are concerned.

Fort Bend County (See Map, Page 87.)

South and west of Harris County, Fort Bend County is described

as follows:


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Map XII. Present School District Structure in Fort Bend County.

<u>Topography</u>. The surface features of Fort Bend County present a low and level expanse covered with grasses suitable for grazing, with some marketable timber found along its streams. The land is fertile and suitable to specialized agriculture and ranching. (See Composite Map, Page 38, for exact location.) The total land area of Fort Bend County is comprised of 852 square miles.

Population Characteristics. The median age level for persons residing in Fort Bend County in 1950 was 25.9, which means that the county is populated with a younger group of people than is found in any of the counties yet described. Density of population is 37 persons per square mile, as shown in Table III-1. Page 42. The adult median education level for the county in 1950 was 6.8. This means that although the county is populated with a somewhat younger group of people, in general they are not as far advanced in educational attainments as are those found in Liberty or in Hardin Counties according to census figures. The total number of farm owners in Fort Bend County in 1956 was 862, while in that same year there were 1,234 farm tenants reported. (Table III-2, Page 45.) The total school-age population in average daily attendance for 1956-1957 was 7,000, of which 1,378 were Negroes and 5,522 were whites. Live births reported in the county for 1956 totalled 1,088.

Taxable Wealth. The county is rich in desirable farm lands. Adding to these present forms of wealth are large-scale industrial and mineral productions. The total taxable values for school purposes in 1956-1957 was \$129.736.000. The total estimated market value of properties in Fort Bend County, as listed in the Texas Almanac for 1956, was \$522,000,000. (See Table III-4, Page 49.) The existing ratio of values between school taxable properties and market values becomes 25 per cent, as shown in Table IV-2, Page 160. Fort Bend County's ten principal taxpayers and their assessed valuations are listed in Chapter VI, Page 285, and examination of these taxpayers indicates that the area's chief source of revenue is in mineral deposit exploitation. The present taxable valuation, as shown in Table III-3, Page 46, of \$129, 738,000 seems adequate for the local share of educational support of Fort Bend's 7,000 scholastics in average daily attendance.

Industrial Pursuits. Specialized farming to rice, cotton, and truck crops make up a large portion of Fort Bend County's economy. Many persons work in small businesses found throughout the county, while others commute to jobs in nearby Harris County. The exploration for oil, gas, sulphur, and other minerals contribute heavily to the county's wealth. Here are found farmers on a large scale, tenant farmers, oil and sulphur workers, and plant workers who man the nearby industrial installations. The <u>City-County Data Book</u>, a publication of the United States Government Printing Office, shows a total of 2,946 industrial workers residing in Fort Bend County in 1956.

School District Structure. A total of five school districts make up the present system of public education in Fort Bend County. A detailed listing of these districts is shown in Table III-3, Page 46, and is also presented on the map on Page 87, which shows district lines, numbers, names, and symbolic explanations. Of these five districts, only two offer high school opportunities to both races: Fort Bend County Independent School District and Lamar Consolidated School District. Needville and Orchard offer high school programs for white students, but only elementary opportunities for Negro students. The Kendleton Independent School District maintains

The recent consolidation of Sugar Land Independent School District and Missouri City Independent School District to form the Fort Bend Independent School District was a development of illustrative importance; however, the uneconomical operation of public education facilities in Fort Bend County is too general to be solved by a single consolidation. The existence of the Brazos River, which

effectively segments the new Fort Bend Independent School District from the remainder of the county, will probably make infeasible any further addition to the new district.

However, the districts south of the river display no geographical feature which would prevent their reorganization into a new district where public schools can operate in a more economical fashion, with sufficient financial support and scholastic population to warrant broadened curriculum and with a concentration of pupils which will enable greater allocation of specialist staffing under the Minimum Foundation Program Act. (Of the four districts south of the Brazos River, only Lamar Independent School District can presently qualify for counsellor-supervisor units under the Minimum Foundation Program Act.)

The range of bonded debt per average daily attendance in the districts south of the river is from \$119 to \$715, indicating either lack of correlation between location of scholastic population and location of taxable sources or unwillingness of the patrons of certain locales to extend adequate support to the public schools. Either cause would be remedied by the reorganization of the county south of the Brazos River into a single district.

Problems Confronting Reorganization in Fort Bend County.

Future planning for reorganization in Fort Bend County will have

to consider the following problems:

- 1. Recent consolidation movements offering some resistance to reorganization planning in the future,
- 2. Natural barriers to transportation in the form of the Brazos River, and heavy traffic over a limited number of bridges precluding further reorganizational planning in the present Fort Bend Independent School District,
- 3. A natural resistance offered by the wealthy districts to mergers with their less wealthy neighbors,
- 4. The imbalance of racial populations in the existing districts, and
- 5. The inherent traditions and emotions involved in moving smaller schools to other localities.

Wharton County (See Map, Page 93.)

Southwest of Fort Bend County lies Wharton County. (See

Composite Map, Page 38.)

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<u>Topography</u>. The surface features of Wharton County present the low, level expanses of lands characteristic of the coastal plains. The county is covered with grasses suitable for grazing and ranching. Mesquite and chaparral brush account for a great portion of the surface coverage. Much of this vegetation has been cleared by the efforts of farmers and ranchers as their need for land in expanding



Map XIII. Present School District Structure in Wharton County,

operations became acute. The total land area of the county is 1,079 square miles.

Population Characteristics. The median age level of persons residing in Wharton County in 1950 was 26 years, even a younger classification than that in Fort Bend County. The adult education level at that time was 7.2 years, slightly higher than shown in Fort Bend County. Wharton County had a population density of 32 persons per square miles in 1956 according to Table III-1, Page 42.

The total number of farm tenants is shown as 1,368,while farm owners number 811. (Table III-2, Page 45.) The total number of pupils in average daily attendance for Wharton County in 1956-1957 was 7,467, of which 1,660 were Negro scholastics and 5,807 were white scholastics. Live births in the county for 1956 totalled 1,067. (Table III-1, Page 42.)

Taxable Wealth. As was found in Fort Bend County, Wharton County also is rich in desirable types of farm lands. Farm products and mineral resources add greatly to the county's economic stability. The total taxable valuations for school purposes in 1956-1957 were \$121,958,000. The total estimated market value for real property in Wharton County! in 1956 was \$801,000,000, as shown by Table III-4, Page 49. The existing ratio between market value and total school tax valuations is 12 per cent, as shown in Table IV-2, Page 160. The ten principal taxpayers and their assessments for Wharton County, shown in Chapter VI, Page 288, indicate that as in Fort Bend County, the largest share of revenue is derived from natural resource producers and pipelines. Wharton County, with its rapidly growing potential values, occupies a favorable position financially as far as the support of its public schools is concerned.

Industrial Pursuits. Specialized farming, ranching, and dairying comprise the chief agricultural enterprises. The county is listed as an important producer of crude oil and natural gas. The mining of sulphur also contributes heavily to the county's economy. Here are found industrial workers, farmers, farm tenants, ranchers, shopkeepers, and small business owners. In the <u>City-County Data Book</u> previously referred to, 3,512 persons are listed as industrial workers in Wharton County.

School District Structure. Eight school districts presently constitute the educational organization of Wharton County. Of this number, four districts offer high school opportunities to both races: Boling, Crescent, El Campo, and Wharton. East Bernard offers high school facilities to white scholastics and an elementary school for Negro pupils, as does the Louise District. Hungerford offers an eighth grade program for white scholastics and a high school program for its Negro students. The small Provident City District

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located in the extreme southwestern edge of the county is presently non-operative. (See Composite Map, Page 38, County Map, Page 93, and Table III-3, Page 48.)

Excluding the inoperative Provident City District, the 7,467 pupils in average daily attendance in Wharton County are served by seven separate districts, ranging in size from 282 average daily attendance at Hungerford to 2,211 at El Campo. The maintenance of multiple districts in a county where no geographical feature precludes feasible reorganization combinations is uneconomical from the standpoint of administrative overhead expenses and inadvisable from the standpoint of adverse effect upon curriculum and staff utilization. Four of the operative districts do not qualify for specialist staffing under the Minimum Foundation Program Act; whereas the combination of the average daily attendance in those districts with that of the remaining three districts would result in the allocation of approximately 70 classroom teacher units, which would serve as a basis for an additional counsellor-supervisor unit.

The bond debt of the operating districts ranges from \$87 to \$1,209 per average daily attendance, indicating a wide variation of capital support for public education in the county. The reorganization of the county along the lines proposed in Chapter IV would serve to amalgamate those areas of poor support with more populated areas, with resultant increase in overall application of tax potentials to capital needs.

Problems Confronting Reorganization in Wharton County. Future reorganization movement in Wharton County will encounter the following problems:

- 1. A heavy imbalance of bonded obligations now existing in the present districts which will offer typical problems concerning assumption,
- 2. A present unequal distribution of the taxable wealth,
- 3. Disposition of the physical assets in districts where wealth has resulted in elaborate structures,
- 4. Geographical locations,
- 5. Unequal distributions of racial populations, and
- 6. Emotional and traditional problems that usually prevail when reorganization planning begins.

Matagorda County (See Map, Page 98.)

In a southeasterly direction from Harris County is Matagorda

County, characterized by the following features:

Topography. The surface features of Matagorda County offer a low, level expanse as they reach sea-level at the Gulf of Mexico. Some of its lands lying along the coast are subject to high tides and



Map XIV. Present School District Structure in Matagorda County,

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salt water action. Further inland, however, are lands comparing favorably to the rich soils of Fort Bend and Wharton Counties. (\underline{q} . \underline{v} .) One of the larger counties under study, Matagorda's total area consists of 1, 141 square miles. (Table III-1, Page 42.)

Population Characteristics. The median age level in 1950 for Matagorda County was 27.3, slightly higher than that shown for Wharton, but similar to that of Chambers County. The median adult education level for 1950 was 8.6, or comparable to that of Montgomery County. (\underline{q} . \underline{v} .) In 1956 there were 515 farm owners and 415 farm tenants in Matagorda County, as shown in Table III-2, Page 45. Over a five-year period from 1950 to 1955 there was a 11 per cent increase in the number of people gainfully employed in Matagorda County. Industrial workers here numbered 2, 456.

Taxable Wealth. Matagorda County is rich in taxable values and potentials. Large industrial installations, as well as large farming and ranching enterprises have greatly increased the county's economy in the past ten years. Total taxable wealth for school purposes in 1956-1957 was \$89,271,000. The total estimated value placed on real properties in 1956 was \$379,000,000. (Table III-4, Page 49.) The existing ratio of market value to school tax values is 24 per cent, as given in Table IV-2, Page 160. The ten principal taxpayers and their assessed valuations for Matagorda County are shown in Chapter VI, Page 287. The county is principally dependent upon producers of natural resources, notably sulphur and petroleum, for the support of public education. However, there may exist in Matagorda County as yet undeveloped resources which could broaden the tax base and make more money available. The introduction since World War II of specialized farming methods and the availability of the industrial potential of the lower Colorado River course are two examples of such possibilities. Matagorda County's tax base as it now exists can, however, provide adequately for public education when augmented by currently available state aid.

Industrial Pursuits. Rice farming, cotton production, ranching, and dairying supply the chief agricultural pursuits of the county. The county is rapidly taking its place as a major producer of petroleum and natural gas. Sulphur interests also have recently become active in the county.

<u>School District Structure</u>. Five school districts at present constitute the educational organization of the county. Of this number, two districts provide high school opportunities for both races; they are Van Vleck and Bay City. Palacios and Tide Haven operate twelvegrade systems for white students, but provide only elementary opportunities for Negro pupils. The Matagorda District maintains only an elementary school for white scholastics.

The uneconomical features of operating five separate districts with varying programs, coupled with the meager scholastic populations available to the existing districts, indicates a need in Matagorda County for a county-unit reorganization. No geographical feature exists which would preclude such a solution. Of the five districts now in existence, only two, i. e., Bay City and Palacios, contain sufficient pupils in average daily attendance to provide any but a bare minimum high school program, and neither of these has sufficient Negro pupils to claim specialist staffing for Negro schools under the Minimum Foundation Program Act. Bonded debt in the existing districts ranges from zero to \$916 per average daily attendance, and reorganization of the county will effectively equalize the application of tax potentials in the county. (See Table III-3, Page 47.)

Problems Confronting Reorganization in Matagorda County. Future reorganizational planners for Matagorda County will encounter the following problems:

- 1. Transportation difficulties presented in the lowlying areas of the county,
- 2. The imbalance of distribution of racial population in certain areas,
- 3. Difficulties encountered in maintaining a dual system of education with few scholastics of either race in attendance, and
- 4. Difficulties arising over school plant location for any proposed new districts.

Jackson County (See Map, Page 103.)

Southwest of Wharton County lies Jackson County. (Composite Map, Page 38.) The chief characteristics of Jackson County are:

<u>Topography</u>. Jackson is one of the coastal plain counties which means that its lands are low, level expanses of rich soils suitable to specialized farming and ranching activities. Its former coverage of heavy growths of mesquites and chaparral bruch has been cleared to place in production more farm lands to provide for an increasing population. There are 854 square miles comprising Jackson County's total land areas.

Population Characteristics. The median age level for persons living in Jackson County in 1950 was 26 years, which means that most of the population is comprised of young to middle-aged persons. The adult education level for this county in 1950 was 8.3, very similar to that of Matagorda County.



Map XV. Present School District Structure in Jackson County.

In 1956 there were 426 farm owners and 443 farm tenants in Jackson County. In a five-year period from 1950 to 1955 there occurred a 21 per cent increase in the total number of persons gainfully employed in the county. The <u>City-County Data Book</u>, previously referred to, lists 1, 174 industrial workers in Jackson County in 1956. The total school-age population in average daily attendance for the 1956-1957 school year was 3, 197, of which 420 were Negro scholastics and 2, 777 white scholastics. (Tables III-1, Page 42, III-2, Page 45, and III-3, Page 47.)

<u>Taxable Wealth</u>. Jackson County has an increasingly heavy concentration of taxable wealth. Large industrial plants, pipelines, and pumping stations, as well as farming and ranching enterprises support the county's economy. The total taxable wealth for school purposes in 1956-1957 was \$65,425,000. The estimated market value of real property in Jackson County in 1956 was \$99,000,000, the existing ratio between market values and school tax values being 63 per cent as shown in Table IV-2, Page 160. (This is the highest ratio between market value and school tax values shown for the nineteencounty area.) The rapid accumulation of industries in this section plus a steady development of farming and ranching enterprises should provide a sufficiently broad tax base to support the county's share of the costs of public schools. The ten principal taxpayers and the amounts

of their assessments are given in Chapter VI, Page 286, and reveal that in Jackson County extensive private holdings especially ranches, join natural resource producers and pipelines in the constitution of the tax base.

Industrial Pursuits. Specialized farming to rice, cotton, and truck crops, along with ranching and dairying comprise the chief agricultural pursuits of the county. In recent years, petroleum discoveries have placed the county in a favorable position as far as future tax potentials are concerned. Extensive production of petroleum and natural gas is found in the eastern and southwestern portions of the county. The present population is concerned chiefly with these industrial activities.

<u>School District Structure</u>. Three independent school districts make up the present educational organization of Jackson County. Of this number, only one district, Edna, provides high school opportunities for both races. Ganado operates a high school system for white scholastics and an elementary system for Negro scholastics, while Industrial has a high school program for white scholastics only.

The operation in Jackson County of one comparatively large school district (Edna, with 1,814 pupils in average daily attendance) and two extremely small districts, one of which (Industrial) is characterized by extremely high assessed valuations, is inequitable and educationally indefensible. The scholastic populations of Ganado and Industrial Districts are insufficient to allocate specialist staff members under the Minimum Foundation Program Act; however, the combined enrollments of those districts, when added to the Edna District, could result in the allocation of at least one additional counsellor-supervisor unit.

The effect of the addition of these 1,300 pupils would be negligible so far as the curriculum of the Edna District is concerned but would represent considerable advantage to the children who are not able to take advantage of the multiple-elective curriculum of the larger district. The bonded debt of the respective districts now in existence ranges from \$463 to \$797 per average daily attendance, which is a wide disparity in the extent to which the tax potentials in the three districts have been applied to capital needs.

Problems Confronting Reorganization in Jackson County. Future reorganization proposals that may arise in Jackson County will find the following problems existent:

- 1. A wide disparity in the present wealth of the districts now operating, creating economic barriers to reorganization,
- 2. The imbalance in total numbers of racial populations precluding planning for adequate enrollment numbers as far as a dual system of education is concerned,

- 3. The present inequalities existing in the school districts now operating as far as taxable wealth is concerned, and
- 4. Disposition of elaborate physical plants found where great taxable wealth existed, notwithstanding the fact that such districts show inadequate enrollments by far short of the recommendations of authorities already pointed to in this study.

Calhoun County (See Map, Page 108.)

In the extreme southeastern portion of the nineteen-county region is found Calhoun County, described as follows (Composite Map, Page 38):

<u>Topography</u>. The land assumes low and level characteristics as it gently falls away to the inland salt water bays adjoining the Gulf of Mexico. Much of the land near the coast is subject to high tides and salt water action. Farther away from the bays are found the characteristic rich soils of the coastal plains areas. A total of 537 square miles make up the land area of Calhoun County.

Population Characteristics. The median age level for persons residing in Calhoun County in 1950 was 26.3, approximately the same as that for Jackson County. The median adult education level at that time was 8.6 years, the same as shown and described in Matagorda County. From 1950 to 1955, Calhoun County had a 127 per cent increase in employment due to the location of heavy industries within her boundaries. (Table III-2, Page 45.) The census count in 1940 was



Map XVI. Present School District Structure in Calhoun County.

5,900, while in 1956 the population was given in the <u>Texas Almanac</u> as 10,900. Density of population in Calhoun County is nineteen persons per square mile.

Taxable Wealth. Tax valuations in Calhoun County have undergone a rapid rise in a sixteen-year period from 1940 to 1956. This can be attributed to a great increase in population and also to the location of the giant aluminum reduction plant on Point Comfort, across the Copano Bay from Port Lavaca. The total rendered school tax values for 1956-1957 was \$45,510,000. The total estimated market value of real property in Calhoun County was \$216,000,000. The ratio existing between market values and school renditions is 16 per cent as shown in Table IV-2, Page 160. Calhoun County's present valuations appear to be adequate, and its potentials can be considered excellent, so far as the local support of public education is concerned. The ten principal taxpayers of the county and their assessed valuations are shown in Chapter VI, Page 284, the Aluminum Corporation of America leading as the commanding industry of the region. Oil and natural gas production, pipelines, ranching, and extensive farming complete the fiscal composition of the county.

Industrial Pursuits. As previously stated, about one-half the county's population is engaged in industrial vocations. The large

Alcoa Aluminum Plant makes possible a variety of jobs for industrial workers. Specialized farming and ranching activities are also in evidence. Rice, recently experimented with in the county, is providing a major portion of the county's present taxable values. In the northwest section of the county are found large deposits of oil and gas. These industries also supply many workers in Calhoun County with jobs.

School District Structure. Calhoun County is at present organized as a county-unit system. It is outstanding among the nineteen counties inasmuch as it is the only county unit organization in the entire region being studied. It, along with Victoria Independent School District, are the only school districts in the nineteen counties to accept as yet any form of integration. High school opportunities are provided in an integrated system for both races at Port Lavaca; although the elementary schools remain segregated. Located at accessible points throughout the county are seven elementary schools for white and one elementary school for Negro scholastics. The district assumes the title of Calhoun County Independent School District. (See Map, Page 108, and Table III-3, Page 46, for complete details.) A complete description of the desegregated county unit in existence in Calhoun County appears in Chapter IV.

Victoria County (See Map, Page 112.)

Another of the coastal plains counties, Victoria, is located almost due south of Harris County and exemplifies the following features: (Composite Map, Page 38):

<u>Topography</u>. The lands of this county have the same low, level features characteristic of all of the coastal counties under study. The soils are rich and easily adapted to agricultural pursuits. Formerly almost completely covered with lush growths of mesquite, huisache, and chaparral brush, the county is now being rapidly cleared for ranching, farming, and industrial enterprises. There are 883 square miles comprising the total area of Victoria County as shown in Table III-1, Page 42.

Population Characteristics. During World War II, and for some time thereafter, much of the population of Victoria County was considered migratory because of the location of Foster Field, a large airbase on the outskirts of the City of Victoria. Many of the former workers at the government installation remained in Victoria County after the base was deactivated in 1955.

The median age level for persons residing in Victoria County in 1950 was 25 years, which aside from Orange County, presents the youngest age level in the entire region. The median adult education level at that time for the county was 8.4 years, which



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Map XVII. Present School District Structure in Victoria County.

is the fifth highest for the region under study. Farm tenants in 1956 numbered 441, while farm owners at that time numbered 625. Industrial workers in the county in 1956 were counted at 6, 128.

Victoria's population in 1940 was 23,700 while in 1956 it numbered 37,700--a 59 per cent increase. The school-age population in average daily attendance for the 1956-1957 school year was shown to be 8,277. Of this number, 7,486 were white and 741 were Negro scholastics. Since 1950 there has been an increase of 43 per cent of the number of workers employed in the county. Live births in the county for 1956 were reported to be 1,494. (See Tables III-1, Page 42, III-2, Page 45, and III-3, Page 48.)

<u>Taxable Wealth.</u> With its reported 59 per cent increase in population, Victoria County has experienced substantial gains in taxable values, i. e. oil, gas, real estate, and industrial plants, all of which has placed the county in a favorable fiscal position. The total valuations for school tax purposes 1956-1957 were \$100, 629, 000. The estimated market value for real properties in the county is shown to be \$470,000,000. (Table IV-2, Page 160.) The ratio of existing values between market and school renditions becomes 22 per cent. The ten principal taxpayers for the county, along with their assessed valuations, are listed in Chapter VI, Page 288. They represent the major sources of the county's taxable wealth upon which its economy

depends. Victoria County's wealth is ample to provide modern educational facilities for its reported educable scholastics.

Industrial Pursuits. Specialized farming to cotton and truck crops, as well as ranching and dairying enterprises make up the chief agricultural pursuits of the county. As previously stated, industrial workers in the county who number 6, 128 are employed in various occupations throughout the county.

School District Structure. At present eight school districts make up the educational organization of the county. Of these only one district, Victoria, provides high school opportunities for both races.¹ Six of the districts, Da Costa, Nursery, Kemper City, Stubbs, McFaddin, and Mission Valley, have less than twelve grades for white scholastics only. Bloomington has a high school system for its white students, but only an eighth grade program for Negro scholastics.

Of the eight districts currently operating in Victoria County, five serve fewer than one hundred pupils in average daily attendance respectively. The existence of these districts without geographical features which dictate their separate entity is uneconomical and destructive to effective curricular development. Only one of the

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¹Victoria Independent School District is integrated on an entirely voluntary basis. Less than 5 per cent of the total Negro scholastics chose to attend white schools in 1959-1960, according to T. D. Morgan, Assistant Superintendent in charge of Secondary Curriculum Development.

districts now in existence, Victoria Independent School District, has sufficient average daily attendance to be allocated specialist staff under the Minimum Foundation Program Act. The remaining 1,908 pupils in average daily attendance are so scattered among individual districts as to be inconsiderable under the Minimum Foundation Program Act for the allocation of specialists.

The range of bonded indebtedness among the districts in the county (from zero to \$1,081 per average daily attendance), indicates a disparity of availability or application of tax potentials to capital needs. Reorganization into a county unit structure would remedy either of these defects. (Composite Map, Page 38, Victoria County Map, Page 112, Table III-3, Page 48, and Table III-4, Page 49.)

Problems Confronting Reorganization in Victoria County. Future planning for school district reorganization in Victoria County will encounter the following situations:

- 1. A tendency on the part of large land owners to hold the small schools as they are now organized, in the belief that such is economical as far as taxation is concerned,
- 2. Remote location and inaccessibility due to undeveloped road systems,
- 3. A wide range of inequalities existing in bonded indebtednesses for the present districts, which would cause a resistance to proposed mergers, and on the other hand a resistance to assumption,

- 4. A natural resistance to be found in small communities toward merging with the larger ones, and
- 5. The present distribution of Negro and white populations.

Harris County (See Map, Page 117.)

Centrally located, containing the City of Houston, and occupying a leading position in the nineteen-county area with regard to industry, population, and wealth, Harris County may be described as follows:

<u>Topography</u>. The largest of the counties under study, Harris contains a total of 1,730 square miles. The terrain presents a level expanse of rich coastal soils. A deep-water channel with port facilities, as well as suitable locations for industry, has caused a phenomenal growth in the past twenty-five years. The larger portion of Harris County, because of the growth of Houston and its suburbs, is classified as a metropolitan region. (Composite Map, Page 38.)

Population Characteristics. In 1940 Harris County's total population was numbered at 529,000. In 1956 there were 1,195,000 residents of the county--a 126 per cent increase. (Table III-1, Page 42.) There are 184 persons to every square mile in Harris County. According to date assimilated in Table III-1, Page 42, 4.7 per cent of the population was over age 65 in 1950. The median age level in that year was 28.8 years, while the median level of adult education was



Map XVIII. Present School District Structure in Harris County,

10.4 years, which incidentally is the highest level found in the nineteen-county region under study. Total school-age population in average daily attendance for 1956-1957 was 192,258, of which number 154,279 were white and 37,979 Negro scholastics. (See Table III-3, Page 47.) Live births in the county for 1956 totalled 28,858.

<u>Taxable Wealth</u>. Heavy industries located throughout the county, but chiefly in the port and channel areas, provide a steadily increasing source of taxable values for the county. Real estate values, particularly in the City of Houston, contribute heavily to the county's tax potentials. Oil and gas production in the county is of such quantities as well justify that the area be classified a major producer of those commodities.

The total assessed valuations for school tax purposes in 1956-1957 were set at \$2,803,465,000. The estimated value of real properties in Harris County is shown to be \$7,262,000,000. (See Table III-4, Page 49.) The existing ratio of market value to school tax rendered value is 41 per cent. Harris County's potential tax base would be adequate to support all the costs of education within the county. The ten principal taxpayers for Harris County are shown in Chapter VI, Page 286, to be chiefly natural resource producers and refiners; although the financial ascendancy of Harris County is partially attested by the inclusion of two banks among these ten prominent taxpayers.

Industrial Pursuits. Employment opportunities found in heavy industries and the many smaller enterprises that operate in conjunction with heavy industries, furnish a stable source of employment within the county. Other opportunities are found in administrative, technical, and related positions. Agriculture, particularly to rice, cotton, and truck crops, along with ranching and dairying accounts for the employment of a large number of workers. From 1950 to 1956 there was a 26 per cent increase in employment in Harris County. (See Table III-2, Page 45.) The number of farm tenants in the county is 554, while farm owners are listed at 2,225. The total number of industrial workers in the county in 1956 was shown to be 259,609. The Port of Houston, claimed by the Houston Chamber of Commerce to be the second largest tonnage handler in the nation, offers another source of steady employment to the residents of Harris County.

<u>School District Structure</u>. Twenty-one school districts at present make up the educational organization of Harris County. Of this number, eight districts offer high school opportunities to students of both races. These districts are Tomball, Houston, Baytown, Galena Park, North-East Houston (formerly East and Mount Houston), Cypress-Fairbanks, Crosby, and Aldine. Five districts offer high school opportunities for their white students only. They are Channelview, Deer Park, Pasadena, Sheldon, and Humble. Five districts, Spring, Katy, Klein, La Porte, and Spring Branch offer high school opportunities to white students, but only elementary schools for Negro scholastics. Finally three districts, Huffman, Addicks, and Alief offer only grade school programs for their white scholastics. (See Table III-3, Page 47, and Map, Page 117.)

The twenty-one school districts now operating in Harris County present in some respects an atypical situation inasmuch as the county school structure is dominated by the presence in its geographical and population center of the nation's sixth largest school district, Houston Independent School District. On the perimeter of the Houston District lie a score of other districts, some of which contain adequate population and financial resources for the support of an independent school system operation and some of which would need to be merged with other districts to provide adequate educational opportunities for their scholastic populations.

To reorganize Harris County into less numerous districts will be more desirable than the present structure, in which fewer than one-half the districts (eight of the twenty-one) offer a full twelveyear program for both races. The elimination of duplicated overhead costs which may result from reorganization could make available more money for the operation of more adequate schools.

Although the Houston Schools and some of the smaller districts in Harris County have sufficient average daily attendance to warrant multiple curricula and specialist staffing under the Minimum Foundation Program Act, nine of the districts serve fewer than one thousand pupils in average daily attendance respectively, which places them in a doubtful position as far as the allocation of specialist personnel is concerned.

The bonded indebtedness in the districts of Harris County provides an interesting contrast in the application of tax potentials. Seven of the districts now owe more than \$1,000 per average daily attendance for capital expenditures secured by bonds, while one district has no outstanding bonds (Huffman), and one has only \$80 per average daily attendance (Alief). The Aldine district has certain bonds outstanding that were issued on a forty-year term, bearing high interest rates. The wide disparity of bonded debt among the existing districts indicates either differences in financial resources or variations in willingness to commit tax potentials for needed improvements. In either case, the credit ratings of the various units vary, with the Aldine District in an especially difficult credit position.

Problems Confronting Reorganization in Harris County. Any future planning for reorganization of the school districts now operating

in Harris County will be faced with the following problems:

- 1. Influential real estate operators developing the peripheral areas who clamor for low taxes and modern schools,
- 2. Rapid development of housing additions in the suburban areas which produces an imbalance between the scholastic population and taxable values,
- 3. Socio-economic problems peculiar to metropolitan areas, i.e. high and low income groups,
- 4. The pressures brought to bear by corporate interests for tax favors, and the resulting controversies therefrom between industrial and local taxpayers,
- 5. The problems arising from slum areas, i.e. underprivileged children, site locations, scholastic transfers, and many others,
- 6. Problems arising from bond assumptions,
- 7. The resistance offered by wealthy districts when mergers involving their less wealthy neighbors are proposed, and
- 8. Usages and dispositions of the existing physical plants.

Brazoria County (See Map, Page 123.)

Brazoria County is another of the counties bordering the Gulf of Mexico on its eastern boundary. Hence its lands are low, with some areas being exposed to high tides and salt water action. Farther inland are found level expanses suitable for intensified agricultural


Map XIX. Present School District Structure in Brazoria County.

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pursuits. Some supplies of marketable timber are found along the banks of the streams that drain the county and empty into the Gulf.

Population Characteristics. A great percentage of the people residing in Brazoria County are industrial, administrative, technical, and white-collar workers. The median age level for the county in 1950 was 27.2 years, while the median adult education level was 9.3 years. These figures mean that most of the citizens are a younger type of people, with a high school education or above. Table III-1, Page 42, shows only 4.8 per cent of the population has been ober age 65 in 1954.

In 1940 Brazoria County had 27,000 residents, while in 1956 that number had risen to 64,400--a 138 per cent population increase. The total number of pupils in average daily attendance for 1956-1957 was 15,688. Of that number 14,233 were white and 1,455 were Negro scholastics. The total number of live births recorded in the county in 1956 was 1,342. (Refer to Table III-1, Page 42, Table III-2, Page 45, and Table III-3, Page 46.)

<u>Taxable Wealth</u>. Heavy industries that began to locate in Brazoria County at the beginning of World War II have added greatly to the county's economy. The production of oil, gas, and sulphur on a large scale has placed the county in the classification of a major producer of those commodities.

Farming and ranching enterprises also supply large sources of wealth. The total tax values rendered for school purposes in 1956-1957 were \$391,513,000. The estimated market value of real property in the county is shown to be \$2,037,000,000 and the existing ratio between market and school renditions to be 17 per cent. (Refer to Tables III-2, Page 45, III-3, Page 45, and V-2, Page 224.)

Industrial Pursuits. Brazoria County residents are chiefly engaged in industrial and specialized farming interests. Plant workers counted in 1956 were 14,490. (Table III-2, Page 45.) Farm owners were numbered at 783, while tenants listed in Table III-1, Page 42, were 344.

Employment figures showed a 63 per cent increase for Brazoria County from 1950 to 1956. The production of oil, gas, and sulphur has proved to be one of the chief economic supports of the county, along with the very extensive Dow chemical plants located on the coast at Freeport.

School District Structure. Brazoria County's educational system at present is comprised of nine school districts. Of that number, four districts, Angleton, Brazosport, Sweeney, and West Columbia, offer high school opportunities for both races. Three districts, Pearland, Alvin, and Danbury, maintain public school facilities for white students only, through the twelfth grade. One district, Manvel, offers an eighth grade program for both races; while Damon offers an eighth grade system for its white scholastics only. (See Table III-3, Page 46, and Map, Page 123.)

Of the nine districts now in existence, four serve 611 pupils in average daily attendance. or fewer. The duplication of administrative expenses involved in the maintenance of these small districts renders advisable some further reorganization of the county. School district reorganization in the county will serve to place pupil population and taxable wealth in a more equitable relationship, as shown in Chapter V. As noted, four of the districts, because of this small size, cannot now qualify for specialist staff members except by cooperative agreement under the Minimum Foundation Program Act. The elimination of these low-enrollment districts will at once permit them to be joined to districts which can utilize their average daily attendance to secure additional specialists and place their students in a larger district where multiple-elective curriculum development is practicable.

The bond debt of Brazoria County schools ranges from \$260 to \$2,026 per average daily attendance in the respective districts, indicating a differentiation either in availability or in utilization of available tax resources.

Problems Confronting Reorganization in Brazoria County.

Brazoria County presents several problems that will require the attention of reorganization planners, chief of which are:

- 1. Several remaining small districts and their opposition to merging proposals for fear of "losing their voice" in school affairs,
- 2. A lack of industrial wealth in certain areas precluding annexation of these districts by their more wealthy neighbors,
- 3. Certain districts, having only one major taxpayer, finding that school policies are subject to the dictates of that corporate interest,
- 4. An imbalance of bonded indebtednesses now evident when such obligations are compared, and
- 5. Vast differences in occupational pursuits from one district to the other which have a bearing on the types of schools that would evolve.

Galveston County (See Map, Page 128.)

Bordering Harris to the south and north and west of Brazoria

County is Galveston County, described as follows (Composite Map,

Page 38):

<u>Topography</u>. Much of the boundary of Galveston County is made by the inland bays of the Gulf of Mexico. The City of Galveston is located on an island adjacent to the mainland portion of the county. The lands are low, and along the bays and gulf fronts they are subject



Map XX. Present School District Structure in Galveston County.

to high tides and salt water action. However, on the mainland of Galveston County are found rich soils suitable for specialized agriculture and ranching operation.

Population Characteristics. The population characteristics here are similar to those described for Harris County, on a somewhat smaller scale. The median age level in the county is 28.9 years, which is relatively high, and means that a rather young group of residents predominate in the county. The median adult education level is 9.4 years, which is interpreted that a large proportion of the residents are high school graduates or above. The number of pupils in average daily attendance for the county in 1956-1957 was 23,902. Of that number, 18,538 were white and 5,319 were Negro. The total number of live births reported in the county for 1956 was 3,570. (See Tables III-1, Page 42, III-2, Page 45, and III-3, Page 46, for details.)

<u>Taxable Wealth</u>. Galveston is an important port in the nation, its facilities, marine installations, large cotton compresses, and related equipment all adding greatly to the taxable wealth of the county. On the mainland, farming, ranching, the production of oil and gas, and great industrial installations comprise the bulk of the wealth of the county. The taxable values rendered for school purposes

in 1956-1957 were \$438,411,000. (Table III-3, Page 46.) The estimated values of real properties in Galveston County were \$735,000,000. (Table III-4, Page 49.) The ratio of existing values between market and school renditions is 62 per cent, as shown in Table V-2, Page 224.

Industrial Characteristics. Galveston County's population is generally engaged in farming, ranching, the production and refining of oil and gas, marine industries, and many smaller enterprises. There were 30, 765 industrial workers in the county in 1956. Farm owners totalled 346, while farm tenants numbered 77 in that year. Employment in the vocations listed increased 7 per cent from 1950 to 1956. (See Tables III-1, Page 42, and III-2, Page 45.)

School District Structure. Galveston County's present educational organization embraces nine public school districts. (See County Map, Page 129.) Four of Galveston's school districts: Galveston, Texas City, La Marque, and Dickinson offer high school programs
for both races. Since the initiation of this study, two small Galveston County school districts, Island and Port Bolivar, which formerly operated elementary schools for white pupils only, have been consolidated with the Galveston Independent School District. The remaining districts of High Island, Santa Fe, Friendswood, and Clear Creek

maintain twelve-grade systems for white scholastics only (See Table III-3, Page 46, and Map, Page 129).

As is the case with many of the counties in the nineteen-county area, the school districts in Galveston County represent an interesting contrast in resources and offerings. The uneconomical aspects of operating districts which have neither population nor financial resources sufficient to maintain an adequate school system are reason enough for reorganization planning; however, the concentration of scattered population and resources into four or five adequate school districts could result in the rectification of these deficiencies.

The bonded debts of the existing districts (excluding the Moody State School) ranges from \$491 to \$1,867 per average daily attendance, indicating a disparity in the application of tax potentials to the operation of the school systems.

Problems Confronting Reorganization in Galveston County. School district reorganization in Galveston will face many of the problems which exist in Harris County. Since this county is metropolitan in nature, as is Harris County, the complexities that arise in reorganizational planning will be similar to those of Harris County, although, due to smaller areas involved, not as pronounced. Here again are found the small and large districts, the poor and wealthy districts, and a wide range of

differences existing in present outstanding bond debts. (Refer to problems presented for Harris County, Page 121.)

Jefferson County (See Map, Page 133.)

East of Harris County lies Jefferson County, another highly industrialized area:

<u>Topography</u>. A coastal county of low and level lands, with some marketable timber found in the northwestern portions of the county, the southern area of Jefferson County bounds the Gulf of Mexico. Jefferson'County's total land area consists of 945 square miles. (Composite Map, Page 38, and County Map, Page 133.)

<u>Population Characteristics</u>. The median age level for this county is 28.3 years, comparable to that of Harris and Galveston Counties. The median adult education level is 9.8 years, which means that much of its population are high school graduates or above. The population of Jefferson County in 1940 was 145,300, while in 1956 the population numbered 195,100-- a 58 per cent increase during that period of time.

The total number of pupils in average daily attendance for 1956-1957 was 41,234. Of that number 30,914 were white and 10,320 were Negro scholastics. The number of live births reported in the county for 1956 totalled 5,944. (Tables III-1, Page 42, III-2, Page 45, and III-3, Page 47.)



Map XXI. Fresent School District Structure in Jefferson County.

<u>Taxable Wealth</u>. Jefferson County's valuations have shown a steady increase since the close of World War II. This can be attributed to the establishment of war-time defense plants, new industries, and an accompanying rapid rise in population as previously stated. The total school taxable renditions for 1956-1957 were \$698,970,000, while the total estimated value of real property in the county at that time was \$2,023,000,000, the existing ratio of values between market and school renditions being 33 per cent. (Table V-2, Page 224.) Oil production, oil refineries, chemical plants, rubber plants, and related industries, along with agricultural enterprises provide the basis for the county's economic structure. (See Tables III-3, Page 46, and III-4, Page 49, for details.)

Industrial Pursuits. Jefferson County's population finds employment in the many industries, marine installations, and agricultural enterprises which flourish there. Employment as a whole increased 19 per cent from 1950 to 1956. (Table III-2, Page 45.) There were 53,513 industrial workers in the county in 1956. Farm owners numbered 591, while farm tenants totalled 135. The Neches River at Beaumont provides a deep water port and the site for many thriving marine industries. Port Arthur in the southeast portion of the county, is known throughout the world as a port and shipping center for petroleum products.

School District Structure. At present ten school districts comprise the educational organization of Jefferson County. Of this number, four, Beaumont, China, Port Arthur, and South Park, have high school opportunities for both races. Two of the districts, Hamshire-Holland and Nederland, maintain twelve-grade systems for both races, while Fannett provides a twelve-grade system for its white students and an elementary program for Negro students. Sabine Pass and Port Neches have high school systems for white students and elementary schools for their Negro scholastics. (See Table III-3, Page 47, and Map, Page 133, for details.)

Therefore, of the ten districts operating in Jefferson County, only four provide twelve years of educational opportunity for both races. The existence of small, underpopulated districts is uneconomical from the standpoint of duplication of overhead expenses. The dearth of scholastic population likewise renders infeasible the development of multiple-curricular offerings which may be found in schools of higher enrollments.²

Five of the existing districts serve fewer than 1,000 pupils respectively, placing them in a position from which the allocation of specialist personnel under the Minimum Foundation Program Act

²See Page 35, Chapter II.

is unlikely, except through cooperative arrangements between adjacent districts. The latter alternative is unwieldy and violates the principles of line-and-staff organization and is more applicable to rural areas than to an industrialized county. In urban counties, the joining of the average daily attendance from small districts to other districts and the reorganization of district boundaries is a more advisable solution. Such a proposal is illustrated in the treatment of Jefferson County in Chapter V, infra.

Analysis of the bonded indebtedness of the districts in Jefferson County indicated wide disparity in the application of wealth potentials to the improvements of capital facilities. The range of bonded debt to average daily attendance is from zero to \$1,602. The joining of various districts in a reorganized school structure may serve to equalize the application of wealth potentials over the county. (See Chapter V, infra.)

Problems Confronting Reorganization in Jefferson County. Since this is another heavily populated county with metropolitan areas, problems confronting reorganization here will also be similar to those found in Harris County. It should be mentioned that one of the first difficulties to be faced in Jefferson County will be the combining of the two independent districts of South Park and Beaumont now in

the City of Beaumont. One of these districts, South Park, has within its boundaries the rich and heavily taxable properties of the Magnolia Petroleum Company. Beaumont, on the other hand, has few tax sources that will compare with those of South Park, but has a higher enrollment for which it must provide educational facilities. The combination of these two districts to provide an equalized tax base for the purpose of education a major percentage of the scholastics in Jefferson County becomes of prime importance as far as reorganizational planning is concerned for Jefferson County.

Orange County (See Map, Page 138.)

In the extreme eastern portion of the nineteen-county region is located Orange County, described as follows (Composite Map, Page 38):

<u>Topography</u>. Heavy growths of timber are found in the western and northern portions of the county. The lands are very low and marshy as they meet the Gulf and Sabine Lake to the South. General topography of the county may be described as low and level, trending in the northern portion to low hills, sporadically rich in soil fertility and mineral deposits.

Population Characteristics. The median age level for Orange County in 1950 was 25 years, which is the third lowest for the entire region under study. The median education level of adults is 9.5 years,



Map XXII. Present School District Structure in Orange County.

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which means that many residents in Orange County are high school graduates or above. In 1950 there were 12,877 persons employed in the county, but in 1956 this figure had risen to 15,480--a 20 per cent increase.

The total number of pupils in average daily attendance for 1956-1957 was 11,883. Of that number 10,824 were white and 1,059 were Negro scholastics. The total live births recorded in the county for 1956 was 1,466. (Refer to Tables III-1, Page 42, III-2, Page 45, and III-3, Page 48.)

Taxable Wealth. Orange County's wealth is adequate for the local support of public education, if it were properly equalized. In the southeast portion of the county are huge chemical plants, oil refineries, marine installations, and steel plants which have greatly increased that section's taxable values. However, to the north and northwest, and particularly in the proximity of the City of Orange, industry for the support of public education is noticeably lacking. The total school valuations for the county in 1956-1957 were \$134,506,000. The total estimated market val ue of properties in the county for that time was \$354,000,000, the existing ratio between market and school renditions being 48 per cent as shown in Table V-2, Page 224. Orange County's ten principal taxpayers are listed, with their assessed valuations, in Chapter VI, Page 287, and reveal a

general reliance upon chemical, steel, oil, and timber producers. Orange County's educational needs could be adequately satisfied by a complete tax assessment reappraisal survey to be followed by a school district reorganization with a view to correlating scholastic population and taxable resources.

Industrial Pursuits. The residents of Orange County work at various industrial plants, located particularly in the southeast portion of the county. Many commute to jobs in nearby Port Arthur and Beaumont. Farming, ranching, and lumbering industries in the northern and western portions of the county contribute heavily to the economic support of those areas. In recent years Orange County has had a marked increase in petroleum production. Fishing and trapping in the marshes of the southeast portion of the county are minor sources of employment. In 1956 there were 9,297 industrial workers in Orange County. There has been an increase of 20 per cent in the numbers employed from 1950 to 1956. (See Tables III-1, Page 42, III-2, Page 45, and III-3, Page 48.)

School District Structure. At present Orange County's educational organization is comprised of nine school districts. Only Orange Independent School District provides a secondary school

Refer to Table III-5, Page 141, for operational costs in this and other counties of the region.

TABLE III-5. COMPARISON OF COUNTIES BY NUMBER OF

DISTRICTS, VALUATION, AND CURRENT OPERATING EXPENSES

	Num	ber of	(1957-1958)	(1956-'57)(1957-:58)(19	256-1571	
County	Dis Com- mon	tricts Inde- pendent	Valuation (\$000,000)	Operating Cost (‡000)	Per Student In Average Daily Atten- dance	Current Per stu- dent Ex- pendi- tures	
Austin	7	3	25.8	645.7	11.2	280	
Brazoria	0	9	391.5	5,557.8	25.0	397	
Calhoun	0	1	56.5	885.0	16.8	285	
Chambers	1	3	68.9	825.7	33.6	402	
Colorado	0	7	58.8	1,001.1	18.0	298	
Fort Bend	1	Ц	129.7	2,087.3	18.5	299	
Galveston	2	10	438.4	7,435.6	18.3	322	
Hardin	2	6	55.8	1, 33 8.8	11.1	278	
Harris	1	20	2,803.5	50,907.4	14.6	29 8	
Jackson	0	3	65.4	1,014.6	20.5	317	
Jefferson	0	10	698.9	12,037.3	15.9	301	
Liberty	0	7	94.2	2,103.2	14.0	314	
Matagorda Montgomery Orange Victo ria	0 1 5	т. 6 8 3	89.3 88.1 134.5 100.7	1,662.6 1,722.6 2,806.5 3,570.0	16.8 17.3 11.3 12.2	318 329 258 463	
Waller	0	3	25.8	670.6	11.8	292	
Washington	9 -	3	14.7	767.1	4.8	244	
Wharton	0	8	122.0	2,274.0	16.3	304	
Area	<u>3</u> 0	119	5,462.6	98,710.0	15.6	302	

Sources: <u>Public School Directories</u> and <u>Annual Statistical Reports</u> of the Texas Education Agency.

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system for both races. Six districts: Orangefield, Vidor, West Orange, Mauriceville, Little Cypress, and Bridge City have high school programs for their white scholastics, but no schools at all for Negro scholastics. The two districts of Cove and Bancroft maintain elementary schools for white scholastics only. (See Table III-3, Page 48, and Map, Page 138.)

To the uneconomical features apparent in the operation of several small school districts in Orange County plus the disparity of financial resources previously noted is added the problem of a scarcity of pupil population which results in five of the nine districts serving fewer than 1,000 students. The aggregate average daily attendance of these five districts is 2,357, a block of average daily attendance which when joined in a reorganization plan such as is presented in Chapter V <u>infra</u>, will have the effect of serving as a basis for additional specialist staff members for the reorganized district. Likewise, the smaller existing schools find the establishment of multiple-elective curricula infeasible; whereas a larger reorganized district might have the scholastic population to warrant elective curricular offerings and additional flexibility in the assignment of staff personnel.

The bonded indebtedness of the county ranges from \$114 to \$1,575 per pupil in average daily attendance, a wide differential for which the feasible analysis is that the small districts which are characterized by extremely low bonded debt (Table III-3, Page 48) are unable or unwilling to commit revenue potentials for the improvement of capital facilities. A carefully planned reorganization, such as is illustrated in Chapter V infra, can remedy both of these weaknesses.

Problems Confronting Reorganization in Orange County. Future reorganization planning in Orange County will encounter the following problems:

- 1. A resistance offered by several small but tax wealthy districts surrounding the Orange Independent School District, (Map, Page 138.)
- 2. Major industrial taxpayers attempting to influence school district policies,
- 3. Traditions and emotionalisms found in the long-established districts,
- 4. Shrinking tax values due to less Federal participation in industries in Orange County,
- 5. An imbalance existing between taxable values and outstanding bonded indebtednesses, some low, some high, all of which produces a wariness to reorganization as far as assumption is concerned,
- 6. Usages and disposition of existing physical assets, especially in the clusters of districts around the City of Orange, and

 A noticeable tendency to let another district assume a sending district's responsibilities (i. e. Orange Independent School District furnishes the only secondary opportunities found in the county for Negro students.)

II. REGIONAL DESCRIPTION

As previously stated, the nineteen-county area contains 16,829 square miles, which is a region in itself larger than many states of the Union. Vast mineral resources add materially to its wealth, although they are not equally distributed.

Educational Opportunities

Detailed facts bearing on the educational opportunities afforded in the region have been presented in the first division of this chapter, and are further developed with the presentation of Tables III-6 and III-7, Pages 145 and 146 respectively, which show the distribution of common school districts offering less than twelve grades of instruction as compared to the district offering secondary opportunities.

Although the study has found a great portion of this region to be a richly endowed area that teems with productive enterprises, the fact is that 6,301 children (3,815 white and 2,486 Negro) attend school daily in 62 districts in which they cannot complete twelve grades of secondary work. (Table III-6, Page 145.) In certain districts with

TABLE III-6. COUNTINS IN WHICH SCHOOLS OF LESS THAN

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County	Number of	White	White	Negro	Negro
	Districts	Pupils	Teachers	Pupils	Teachers
Austin	9	335	23	385	22
Brazoria	2	239	15	36	3
Chambers	1	10	2	0	0
Colorado	2	76	4	76	4
Fort Bend Galveston Hardin	- 3 3	0 778 426	0 31 . 18	178 315 0	8 12 0
Harris	8	248	16	475	23
Jackson	1	0	0	32	2
Jefferson	3	1 76	5	114	7
Liberty	1	102	8	60	3
Matagorda	3	43	2	148	8
Montgomery	3	24	2	224	12
Orange	2	601	26	0	0
Victoria	7	372	22	51	4
Wasnington	9	356	20	342	17
Wharton	3	129	9	50	3
Area	62	3,815	203	2,486	128

TWELVE GRADES EXIST

Scurce: Public School Directory, 1959, Texas Education Agency.

	Die	stricts	lunder	r of	<u></u>		
	Com-	Indepen-	High So	<u>chools</u>	Second	ary Enr	ollment
County	mon	dent	White	liegro	White	Negro	Total
Austin	7	3	3	1	555	1 <u>1</u> ;2	697
Brazoria	Ò	9	7	} 1	3,158	336	3,794
Calhoun	0	ĺ	ì	0	566	28	594
Chambers	1	3	3	2	Ĺ73	77	550
Colorado Fort Bend Galveston Hardin	0 1 2 2	7 4 10 6	5 5* 9 5	3 3 1 3	723 1,335 1,761 1,015	263 570 1,275 314	986 1,905 6,039 1,329
Harris Jackson Jefferson Liberty	1 0 0 0	20 3 10 7	27 3 10 6	15 1 և և	35,204 724 8,580 1,428	6,994 79 2,567 373	12,198 803 11,147 1,301
Matagorda Fontgonery Orange Victoria	0 1 5	5 68 3	4 6 7 2	2 3 1 1	1,071 1,043 2,549 1,526	267 281 270 180	1,338 1,324 2,819 1,706
Waller Washington Wharton	0 9 0	3 3 8	3 2 6	4* 3 5	287 573 1,826	287 247 119	574 820 2,245
Area	30	119	111:	64	67,700	12,969	82,669

TABLE III-7 SERIOR HIGE SCHOOLS IN 1956-1957

*Consolidations became effective in September 1959 in these two counties; one less white high school is contemplated in Fort Bend and one less Megro high school (perhaps) in Maller County may result.

Sources: Public School Tirectory, 1959; Annual Statistical Report, 1956-57, of the Texas Education Agency.

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both white and Negro scholastics. a senior high school may be maintained for members of one race only. Fourteen districts offer secondary work to neither race, twenty-two maintain high schools for white students within the district but not for their Negro scholastics; and two districts maintain high schools for Negro pupils within the districts but send their white high school students outside their own district (Table III-7, Page 146, and Table III-3, Page 48.) Of the 349,274 students in average daily attendance for the school year 1957-1958 in these 149 school districts, 279,568 were white and 69,706 were Negro. (Table III-8, Page 148.) Except for the five industrialized counties of Brazoria, Galveston, Harris, Jefferson, and Orange, every county in the region reported less than 8,000 average daily attendance for the school year 1957-1958. Fort Bend, Victoria, and Wharton reported less than 5,000 students in average daily attendance for that year. Chambers County was low in average daily attendance with 2,053. Austin County reported a total of 2,294 for its ten school districts, while Washington County counted 3, 102 in average daily attendance distributed among its twelve districts. (Table III-8, Page 148.)

In the entire area, only three school districts reported an average daily attendance between 10,000 and 15,000. These were

	<u>1</u> Profess	957-1958 ional Er) iployees	Average	1957-195 Daily A	ttendance	Teacher= Pupil
County	White	Negro	Total	White	Negro	Total	Ratio
Austin	68	34	102	1,620	674	2,294	22.5
Brazoria	672	85	757	14,233	1,455	15,688	20.7
Calhoun	172	5	177	. 3,226	132	3,358	19.0
Chambers	100	22	122	1,649	404	2,053	16.8
Colorado	124	49	171	2,244	1,021	3,265	19.0
Fort Bend	287	78	365	5,522	1,478	7,000	19.2
Galveston	1,010	242	1,252	18,583	5,319	23,902	19.1
Hardin	211	35	246	4,247	778	5,025	20.4
Harris	6,964	1,571	8,535	154,279	37,979	192,258	22.5
Jackson	151	20	171	2,777	420	3,197	18.7
Jefferson	1,545	301	1,846	30,914	10,320	41,234	22.3
Liberty	285	77	363	5,141	1,589	6,730	18.5
Matagorda	219	53	272	4,220	1,083	5,303	20.7
Hontgomery	213	63	276	3,810	1,263	5,103	18.5
Orange	1498	46	544	10,821	1,059	11,883	21.8
Victoria	393	36	429	7,486	741	8,227	19.2
Waller	71	55	126	1,178	1,007	2,185	17.3
Washington	89	64	154	1,778	1,3214	3,102	20.0
Wharton	314	95	409	<u>5,807</u>	1,660	7,467	18.2
Area	13,386	2 , 931	16,317	279,568	69 , 706	349,274	21.4

TABLE III-8. PROFESSIONAL STAFFING AND AVERAGE DAILY ATTENDANCE

Source: Public School Directory, 1959, of the Texas Education Agency.

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Beaumont, 12, 453; Port Arthur, 12, 988; and Pasadena, 14, 615. By striking contrast the 124, 291 average daily attendance reported by the Houston District in Harris County was three times that of the combined average daily attendance in Beaumont, Port Arthur, and Pasadena. (Table III-3, Page 47.) Of the total for the region under study, Houston reported more than one-third. Harris County, in which Houston is located, reported 192, 258, which is 55 per cent of the total regional average daily attendance. This is shown in Tables III-3, Page 47, and III-8, Page 148.

Population and Industrial Factors. Significantly, as found in Table III-2, Page 42, over three-fifths of the regions' jobholders worked in Harris County in 1956; about 58 per cent of the area's population resided in Harris County; while 63 per cent of the total number of births reported occurred in Harris County. (Table III-1, Page 42.) Although Jefferson and Galveston Counties rank next below Harris County as population centers, their combined 1956 populations totalled but 29 per cent of that of Harris County.

In elderly citizens eligible to vote on poll tax exemptions, three counties of the nineteen-county region show more than onetenth of their population as age 65 or over: Austin, 11.5 per cent, Colorado, 10.3 per cent, and Washington, 11.3 per cent. These three counties have ten, seven, and twelve school districts in operation respectively, although each has experienced a population decrease during the sixteen-year period following the 1940 census. Austin decreased from 17,400 to 13,000 (24 per cent); Colorado, from 17,800 to 16,900 (5 per cent); and Washington from 25,400 to 17,500 (31 per cent), as is shown in Table III-1, Page 42.

The most striking percentage-wise increase in population during these sixteen years occurred in Orange County which grew from 17,400 in 1940 to 59,500 in 1956, a 242 per cent increase. A concerted movement from the less industrialized sections of East Texas rather than a migration from the counties in the nineteencounty region accounts for this increase, which began when marine installations were activated for the defense effort in 1940. As a result special Federal aid has been paid to certain schools in this area to compensate for hardships encountered by boards of education in attempting to provide for the rapid increase in population.

Industrial development, particularly in the fields related to petroleum and its by-products, accounts in large measure for population growths in general, but particularly in Jefferson County, which had 145,300 in 1940 as compared to 229,500 sixteen years later (58 per cent increase); while in Brazoria, where the Dow Chemical Industries operate, the rise has been from 27,000 in 1940 to 64,400 in 1956 (138 per cent increase). In Galveston County, particularly in

the mainland area, the population in 1940 was 81,200; and in 1956 it was reported to be 123,300 (52 per cent increase). See Table III-1, Page 42, for these and other counties.

The three counties with the highest median age in the region in the 1950 census were the three with the largest percentage of elderly citizens. The state median age was 27.9 years; Austin County was 35 years; Washington County was 33.5 years, and Colorado County was 30.9 years, as is shown in Table III-2, Page 45. Although industrialized Galveston, Harris, and Jefferson Counties also had median age levels higher than that shown by the state, their percentage of population over age 65 is much lower than the state percentage of 6.7 per cent, for Galveston had but 5.3 per cent, Harris but 4.7 per cent, and Jefferson but 4.7 per cent over this age. Obviously, job seekers are attracted to these three counties after they have completed their formal education in other counties.

The distribution of family breadwinners of the region into farm tenants and farm owners and as industrial workers is given in Table III-2, Page 45, with figures for the total number employed in 1946. The number of workers in service and distributive fields can be estimated from these data. There were 15, 176 land owners working farms in contrast to 8, 216 farm tenants of absentee owners. When Table III-2, Page 45, is compared with Table III-8, Page 148, for racial studies regarding average daily attendance, the counties with more than 1,000 tenant farmers are the ones with a larger percentage of average daily attendance reported in Negro schools. Fort Bend County reported 27 per cent of its average daily attendance in Negro schools, Washington County reported 43 per cent, and Wharton County reported 22 per cent for the year 1957-1958. The predominantly white counties have more farm owners than farm tenants.

Total Professional Staffing

In the school year 1957-1958, public schools in the nineteencounty area employed 16,317 professional persons. Of that number 13,386 were white and 2,931 were Negro. (Table III-8, Page 148.) No separate comparison of teacher-pupil ratio was given by races because many Negro schools are located in sparsely settled areas. (Table III-8, Page 148.) In an overall picture of the region, the teacher-pupil ratio proves to be 21.4; however, Harris County had 22.5 pupils per teacher, and also had the highest adult educational level in the region--10.4 years. (Table III-2, Page 45.) The state median educational level of adults in the 1950 census was 9.3 years, and in that census only the counties of Brazoria, Galveston, Jefferson, Orange, and Harris equalled or surpassed the state median. In Table III-4, Page 49, the estimated market value for each county is shown in millions of dollars. While Brazoria, Harris, and Jefferson Counties are all relatively wealthy in assessed property values, the economic index figure for Harris is five times greater than the figure for Brazoria, and four times greater than the figure for Jefferson. The school valuations shown on this table have no correlation to discernible pattern of assessed valuations for state and county purposes. School needs have increased rapidly and disproportionately because of the population explosion since World War II, while municipal and state services may have required a slower rate of increase for their support.

III. SUMMARY

This division of the study has pointed up the adequacies found in the present systems of organization within the nineteen-county area. Conversely it has also shown where conditions of sub-standard characteristics exist insofar as school district structure is concerned. These inequalities can be attributed to an unequal distribution of available tax wealth, sparsities and imbalances existing between school taxable renditions and present market values, and in some localities an apparent desire to perpetuate the "status quo" as far as school district organization is concerned. There are at present 149 school districts operating in the nineteen-county area. Thirty of these are classified as common and 119 of them are classified as independent school districts.

There were 114 high schools for white scholastics and 64 high schools for Negro students in 1956-1957. In that year, a total of 349,274 students were in average daily attendance in the nineteencounty area, of which number 279,568 were white and 69,706 were Negro scholastics. Staffing these schools were a total of 16,317 professional personnel. Of that number 2,931 were Negro and 13,386 were white. In practically all of the counties under study were located school districts which offered less than a high school program to both races.

Tabulation totals have shown that five and one-half billion dollars were committed to the support of public education in the region in the form of school taxable renditions for 1956-1957. The total estimated market value of properties throughout the area at that time was approximately 17 billion dollars.

In general, taxable valuations, while high for the area as a whole, are not meeting the needs of education in certain areas. Rezevaluation surveys designed to bring taxable values to comparable levels found in neighboring counties are especially needed in Austin, Waller, Washington, and Orange Counties.

CHAPTER IV

REORGANIZATION PLANNING FOR SCHOOL DISTRICTS IN THE OUTLYING REGIONS OF THE NINETEEN-COUNTY AREA

For the purpose of describing illustrative planning of school district reorganization in the fourteen counties which are outlying with respect to metropolitan Houston and sparsely settled, these counties have been divided into groups according to their geographical location with Harris County as the point of orientation. The outlying counties are broadly denominated in three groups:

Group I	Western Counties (Austin, Colorado, Waller, and Washington)
Group II	North-Eastern Counties (Hardin, Liberty, Chambers, and Montgomery)
Group III	Southern Counties (Fort Bend, Wharton, Jackson, Victoria, Matagorda, and Calhoun)

Map XXIII on Page 156 will be of assistance in locating the fourteen outlying counties. The five industrialized counties (Group IV) are treated in the next chapter.

For each county a district-by-district analysis is made of the five factors contained in the statement of the problem, viz. tax structure, economy, curriculum development, staffing, and physical assets, as these factors will exist after the



and Approximate Locations of the Reorganized School Districts as Proposed.

proposed reorganization. Calhoun County is included, although the county unit structure already exists and the schools of the county above the elementary grades are racially integrated, thereby rendering improbable any further changes in organization at this time. Inasmuch as Calhoun County is included in the service area of the University of Houston as defined in Chapter I and provides an example of successful county unit organization, the data with regard to the county have been included in the study.

The reorganization contemplated in this study has in all cases except that of Calhoun County, where racial desegregation has been partially completed, treated white and Negro facilities separately, as is now provided in the Minimum Foundation Program Act. In most instances the enlarged districts as proposed in these chapters would save money and provide a stronger program if the segregated high schools were combined. But, this factor is generally of secondary importance as far as the need for school district reorganization is concerned.

The statistical data to which reference is made throughout the chapter are summarized in Table IV-1, "Summary of the Reorganized Districts of the Outlying Counties," Page 158.

The subject of tax structure has been analyzed in terms of the total assessed valuation for tax purposes existing in the proposed

TABLE IV-1 SUMMARY OF THE REORGANIZED DISTRICTS IN THE OUTLYING COUNTIES

	I. T	'ax Structur	· (*		II.	Economy	* 		III. (Curri	culum	n Devela	opment					IV.	Staffi	.ng			· · · · · · · · · · · · · · · · · · ·	 V. F	Physical As	sets
GROUP County and Reorganized District	Total Valu- ation (\$000)	Valu- ation Per ADA (\$)	Old Op. Expense per ADA High-Low Range (\$)	New Op Expense per ADA (\$)	Number Units Operatir Before A	Num Superint og Exi fter Befor	ber endents sting e After	Nu Elen Befo W 1	umber n.Schoo re Aft N W	ls Hi er Be N W	Numb igh So efore N	er chools After W N	Be W	Aver High S Enrol fore N	age School Iment Afi W	ter N	A. D. A W N	. C.	T. U. N	Spec Teac Uni W	cial her its N	Coun Supe Ur W	sellor- rvisor nits N	Reorg. Bond Debt (\$000)	Reorg. Bond Debt per ADA (\$)	Old Bond Debt per ADA High- Low Range (\$)
WESTERN Austin Bellville Sealy	15,246 10,560	12,465 9,715	384/227 280/255	375 264	5 5	1 1 1 2	1	5 4	1 1 1	1 1 1 2	0	1 1 1 1	298 135	0 410	298 271	284 410	941 2 679 40	66 3 08 2	8 12 7 ¹ 17	1	0 0	0 0	0 0	470 519	389 477	2649/322 1754/243
Colorado Cty. Unit	58,804	18,010	969/200	298	7	1 6	1	1	1	1 5	3	1 1	145	88	723	263	2244 10	21 8	7 ¹ 41	4	2	1	1	1215	372	2125/93
Waller Cty. Unit	25,805	11,810	386/246	292	3	1 3	1	3 3	3 1	1 3	3	1 1	92	92	287	287	1178 10	07 4	7 43	2	2	1	1	1139	521	820/324
Washington Cty. Unit	14,706	4,772	314/212	244	12	1 3	1	6 5	5 1	12	3	1 1	286	82	573	247	1778 13	24 6	8 ⁴ 53	3	2	1	1	606	195	322/0
NORTH-EASTEI Hardin Silsbee Kountze	RN 23,632 32,157	8,096 15,270	236/215 383/235	228 317	2 6	1 2 1 3	1	4 2		1 1 1 4	1 2	1 1 1 1 1	658 102	108 103	658 409	108 206	2383 5 1864 2	36 9 42 7	2 21 2 10	² 4 ¹ 3	1 0	2 1	0 0	1875 1208	644 572	721/13 818/0
Liberty Cleveland Liberty	15,921 78,332	7,254 19,400	327/257 450/299	263 338	34	1 3 1 4	1	12 55	1	1 2 1 4	1 3	1 1 1 1 1	234 240	91 94	468 960	91 282	2532 7 3386 11	52 9 52 13	7 ⁴ 30 0 ³ 46	3 ¹ 6	0 2	1 2	0 1	1999 2467	607 545	773/146 853/112
Chambers E. Chambers New Anahuac	31,759 47,688	35,200 33,465	554/465 436/374	513 399	4 2	1 3 1 2	1	3 0 2 2	1	0 2 1 2	0 2	1 0 1 1	115 144	0 38	230 289	0 77	902 1021 4	03 044	6 ² 0 1 17	1 2	0 0	0 1	0 0	1649 1326	1830 944	1868/491 1153/514
Montgomery Conroe ISD	86,562	18,297	332/239	330	6	1 6	1	66	1	1 6	3	1 1	193	93	968	281	3662 10	69 14	1 ¹ 44	7	2	3	1	1281	271	379/0
SOUTHERN Fort Bend Ft. Bend ISD Lamar	51,863 77,675	25,176 15,723	310 449/250	310 289	1 4	$\begin{array}{ccc}1&1\\1&4\end{array}$	1 1	1 1 3 4	1	1 1 1 3	1 2	$\begin{array}{c}1 & 1\\1 & 1\end{array}$	421 304	164 203	421 914	164 406	1641 4 3881 10	19 6 59 10	3 ² 17 5 42	4 3 1 5	0 2	1 2	0 1	1586 2853	770 577	770 715/119
Wharton Wharton El Campo	76,632 45,327	18,609 13,236	360/263 313/296	303 306	4 3	1 4 1 3	1	3 3 3 3	1	1 3 1 3	3 2	1 1 1 1	291 318	91 72	871 955	274 145	3091 102 2716 63	27 10 33 10	2 41 0 ⁴ 25	5 3 5	2 1	2 2	1 0	1439 1732	348 421	1209/87 567/288
Jackson Cty.Unit	65,425	20,464	535/233	317	3	1 3	1	32	11	1 3	1	1 1	241	• 79	724	79	2777 4	20 10	1 18	5	0	2	0	2187	681	797/463
Victoria Cty. Unit	100,629	12,231	479/184	463	8	1 8	1	8 2	1	1 2	1	1 1	763	180	1526	180	7486 7	41 28	38 30	14	1	5	0	6988	849	1081/0
Matagorda Cty. Unit	89,271	16,760	384/279	336	5	1 4	` _1	54	1	1 4	2	1 1	267	133	1071	267	4221 10	83 16	9 43	48	2	3	1	3293	611	916/0
Calhoun Cty. Unit*	56,510	16,828	285	285	1	1 1	1	7 1	7	int 1 1	te- grate	ed l	56	50	560)	3358		130	6			2	3149	938	938

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*Calhoun County Unit is racially integrated, except in the elementary grades.

Sources: Texas Education Agency: Public School Directory, 1959; Table III-3 and Superintendents' Annual Reports on file with Texas Education Agency, Austin

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new districts, expressed in thousands of dollars; the amount of assessed valuation per student in average daily attendance; the amount of operating expenditure per student in average daily attendance, computed by dividing the total operating expenditures for all districts presently existing in the area to be reorganized by the total number of students in average daily attendance in the same districts; and the range of the amount of operating expenditure per student in average daily attendance between the high and low districts now existing in the area to be reorganized for each proposed new district. Because of the ratio of market value to tax valuation varies somewhat in the fourteen counties included in this portion of the study, Table IV-2, Page 160, shows the ratio existing in each of the major geographical groups.

The factor of economy has been treated in terms of the number of districts and the number of superintendencies which will be merged by the present reorganizational proposal. The elimination of duplicative administrative costs and maintenance expenditures will comprise the largest single economical benefit resulting from reorganization.

The factor of curriculum development has been described in terms of the number of white and Negro elementary and high schools

TABLE IV-2. RATIO TO MARKET VALUE OF RENDERED VALUE OF PROPERTY FOR SCHOOL TAX PURPOSES IN 1956

		Rendered	Ratio of
	Market	Value for	Rendering
	Value	School Tax	to Market
County	(\$000,000)	(\$000,000)	Value (%) ¹
GROUP I:	667	123	18
Austin	114	25	23
Colorado	259	58	19
Washington	84	15	18
Waller	210	25	13
GROUP II:	1,258	262	21
Montgomery	385	84	26
Liberty	280	87	34
Hardin	377	50	18
Chambers	216	41	19
GROUP III:	2,487	510	21 1/2
Fort Bend	522	111	25
Wharton	801	116	12
Victoria	470	101	22
Jackson	99	58	63
Matagorda	379	83	24
Calhoun	216	41	16
	RECA	PITULATION	
Group I Counties	667	123	18
Group II Counties	1,258	262	21
Group III Counties	2,487	510	21 1/2
Group Totals	4,412	895	20

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¹Rendering Value divided by Market Value.

Sources: Tables III-3 and III-4.

which will be combined by the reorganization proposals and the resultant increases in the enrollments of the remaining schools. Figure 1, Page 162, depicts the curricular offerings in schools of various enrollments in the nineteen-county area.

In addition to the multiple-curricular offerings, a larger student body results in the concentration of units in which the administrator can make use of the various major and minor fields of specialization of the faculty members, thus adding to the flexibility of personnel utilization in the larger schools.

The factor of staffing has been treated by interpreting the total average daily attendance of the proposed district in terms of the authorization for classroom teacher units, special teacher units, and counsellor-supervisor units under the Minimum Foundation Program Act. While no specific allocations can be given for two additional classifications of specialists, viz. vocational teacher units and exceptional teacher units, because they are authorized by Texas Education Agency on the basis of need and individual district justification, that the larger aggregations of pupils are more likely to be accredited these units should not be ignored as a probable additional advantage throughout the fourteen counties.

The final factor, that of physical assets, has been analyzed by examining the total bonded indebtedness which will be assumed by



Figure 1. Subjects Offered in Typical High Schools of Varying Size in the Nineteen-County Area.

Sources: The Tax Research League, Austin, Texas, and Superintendent's Annual Reports, 1957-1958.

each new district in terms of the range of the ratios of bonded indebtedness to average daily attendance in the highest and lowest existing district in the area of each new district, the distribution of bonded debt and tax potential, and the ratio of bonded debt to average daily attendance in the new district as proposed.

Intrinsic to the consideration of economy and of physical assets is the problem of what is to be done with the physical plants which will be eliminated or assigned another utilization as a result of reorganization. The disposal of those school sites for which no further need is foreseeable will help in reducing the bonded debt of the new district, while in many cases, eventual need for the present sites will induce boards of trustees to retain title to them. perhaps receiving some income for the district from leasing or renting them until they are needed. Many of these existing sites can be converted to elementary school use. In any event, the theoretical solution of such a problem would be monumental on a fourteen-county basis, while the trustees of each reorganized district can resolve the problem in their jurisdiction as they see fit. That such assets exist and can be applied either to the reduction of the current bond debt or the postponement of additional bond issues should not be ignored as an advantage of the proposed reorganizations.

Chapter IV deals with the first three groups of counties, namely the rural counties.

GROUP I. THE WESTERN COUNTIES

Austin County (See Map, Page 165.)

<u>Bellville</u> (Table IV-1, Page 158). The new Bellville School District represents the reorganization of the present districts of Bellville, Cochran, Kenney-New Wehden, Welcome, and West End, and will have assessed tax resources of \$15,246,000. (For the market value of the district valuation, see Table IV-2, Page 160.) This amounts to an assessed valuation of \$12,465 per student in average daily attendance, from which an estimated average operating expense of \$375¹ per student in average daily attendance must derive, as compared with the present range of operating expense per average daily attendance in the districts as now organized of from \$227 to \$384, based upon the school year 1956-1957.

The equalization of expenditures per pupil in average daily attendance appears at first sight to be an unalloyed advantage; however, closer scrutiny reveals that in cases where sharply disproportionate

¹Computed by adding the total operating expense of the component districts and dividing the resultant sum by the sum of the total number of pupils in average daily attendance in the component districts, to arrive at an overall average expenditure per pupil in average daily attendance, in the case of the proposed Bellville District, \$375.



MAP XXIV. School District Reorganization Proposal for Austin County.

outlays exist the effect may be to curtail the services of the better district or districts in order to spread available funds thim to support education for the poorer areas. Where the disparity of expenditure is traceable to the inability of an area adequately to support public schools, such an effort may still be defensible, but where the difference in financial support reflects hesitancy or obstinancy on the part of school patrons to spend the necessary funds, to equalize expenditures in this fashion is not conducive to continued public support for schools in the better districts.

The number of separate districts in operation will be reduced from five to one, retaining the one superintendency now in existence. The saving from the elimination of four extremely small districts with limited facilities and duplication of overhead expenses should help in permitting the expenditure per average daily attendance either to be reduced or to be employed in a more efficient manner.

The five white and four Negro elementary schools could be supplanted by one white and one Negro school, with attendant economies. To the one white high school already in existence among the present districts which will constitute the new Bellville District will be added a Negro high school for the 284 Negro scholastics who are now transported to the only Negro high school in Austin County, located at Sealy,

or who are not educated on the secondary level at all. While the average high school enrollment for whites will not change, the added and equalized tax resources of the new district will produce a fuller and more adequate educational program both for white and Negro scholastics than is now possible.

The additional authorization of one special teacher unit under the Minimum Foundation Program Act and the combination of 38 white and 12 Negro classroom teacher units in one school district indicate greater flexibility in personnel assignment than is currently possible in five smaller districts, none of which has a large enough enrollment to account for an adequate number of classroom teacher units and prevent instances of combined grade levels in a single classroom.

An analysis of the bonded indebtedness of the district comprising the new Bellville District as they now exist shows a range of \$322 to \$2,649 per average daily attendance, indicating that the total taxable potentials of the new district are unequally distributed, or at least inequitably employed. By the reorganization proposed in this study, the bonded indebtedness per average daily attendance would be equalized at \$389, thus freeing the new district at an earlier date to undertake any additional capital improvements which may become necessary if the population complex of the district should be altered in the next decade. If no other value could accrue from the reorganization here proposed,

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the greater latitude for applying the tax potential of the district to the problems of capital additions and future improvements would alone justify the proposal.

The remaining five districts now existing in Austin Sealv. County will constitute the new Sealy District, and are Frydek, Piney, Peters, Sealy, and Wallis. The new district will have a total assessed taxable valuation of \$10,560,000, or \$9,715 per average daily attendance. The present range of operating expense per average daily attendance of \$255 to \$280 will average \$264, with possible additional savings from the reduction of the five districts now operating with two superintendencies to one district with one superintendent. The savings from the elimination of one-half the administrative overhead presently in the area or improved assignment of administrators is alone a sizeable contribution toward more effective utilization of the financial resources of the new district. The reduction of white and Negro elementary schools from five and four respectively to possibly one each, if the district so decides, will afford a greater concentration of scholastics in the single buildings, with attendant increase in the scope and flexibility of the entire elementary program, while the elimination of one white high school and the raising of the scholastic population of the remaining high school from 135 (average) to 271 will prove of some value in terms of the program, facilities, and

curricular offerings of the secondary school. The Negro high school in the district may remain unchanged, if the district desires.

The average daily attendance of the district as reorganized will be of sufficient size, both white and Negro, to permit the addition of one special teacher unit under the Minimum Foundation Program Act and the assimilation of a sufficiently large faculty, based on 27 white and 17 Negro classroom teacher units, to provide for more flexibility of assignment.

As in the Bellville District, the Sealy District displays a wide disparity in the range of bonded indebtedness of the districts as they are now organized, from \$243 to \$1,754 per average daily attendance. The reorganization here proposed will spread the burden of bond debt across the entire area at a figure of \$477 per average daily attendance, thus releasing a greater potential for future borrowing at an earlier time than the present organization is likely to effect, with some districts heavily in debt and others apparently unwilling to spend or borrow sufficiently.

Colorado County Unit (See Map, Page 170.)

The reorganization of the seven districts in Colorado County into a single county unit is feasible as shown on the map on Page 170. There exists in the county no natural barrier or geographical feature



MAP XXV. School District Reorganization Proposal for Colorado County.

which precludes the amalgamation of the existing multiplicity of units into a single administrative and operational unit. The new county unit will have \$58,804,000 in taxable valuations, or \$18,010 per student in average daily attendance. The present disparity of financial resources or support for public education within the county is divulged by the range of current expenditures per average daily attendance among the seven units now operating, which is from \$200 to \$969! This range could be stabilized at the average of \$298 per average daily attendance by this reorganization, which through the economies and superior staffing possible in the county unit structure coupled with the greater exploitation of financial potential through lowered per average daily attendance ratio of bonded indebtedness, will provide maximum educational opportunity for all the scholastics in the county.

The seven districts now in existence and the six superintendencies now operating will be replaced by one district and one superintendency, thus effecting more efficient administration and economy of operation through the elimination of the overhead and administrative expenses of six duplicative and unnecessary political and fiscal subdivisions.

While the number of elementary schools, one white and one Negro, remains unchanged, the five white and three Negro high schools

could be combined into one high school for each race, with the white and Negro high school enrollment rising from an average of 145 and 83 respectively to an actual enrollment of 723 and 263 respectively. Such concentration of scholastics will result in greater flexibility and variety of curricular offerings and will permit the acquisition of comparatively more extensive and adequate facilities than would be the case if they were scattered among seven independent districts as is now the case.

The allocation of specialist staff personnel under the Minimum Foundation Program Act will be augmented through the accrual of a scholastic population represented by 2,244 white and 1,021 Negro pupils in average daily attendance, resulting in an authorization of 86 classroom teacher units for whites and 41 for Negroes and the addition of four white and two Negro special teacher units and one counsellor or supervisor for each race. The increase in specialized staffing means that in the place of seven under-populated minimal districts, this reorganization proposal will institute a modern district of increased financial resources equitably available for the education of all the young people of the county through the evolution of a comprehensive curriculum administered by a sufficient number of teachers to afford some flexibility in assignment and course offerings

and assisted by professionally-trained special teachers and counsellors or supervisors.

That Colorado County today displays vastly different financial pictures among its seven school districts is obvious when the current range of the ratio of bonded indebtedness to average daily attendance is examined. The range, from \$93 to \$2,125, will be equalized throughout the county by this reorganization proposal, which will emerge with a bonded indebtedness for the county unit of \$372 per average daily attendance. The increase in potentialities which is represented by the possiblities of more rapid amortization and/or further extension of credit to the county unit is manifest.

Waller County Unit (See Map, Page 174.)

The following map depicts the proposed county unit organization for Waller County, which will supplant the three districts now in existence in the county. The total valuation for tax purposes in Waller County is \$25,805,000, or \$18,010 per student in average daily attendance. From this tax base must derive sufficient income to provide an annual average operating expenditure of \$292, as compared with the present range per average daily attendance of \$246 to \$386 in the existing districts of the county.



MAP XXVI. School District Reorganization Proposal for Waller County.

Further economy will be effected by the elimination of two of the present three districts in operation, with attendant savings in administrative and maintenance expenses.

The most striking illustration of the value of reorganization in Waller County is in the field of curriculum development. The existing three elementary schools for whites and three elementary schools for Negroes can be combined into one elementary school for each race, with correspondingly larger enrollment and possibilities for enlarged curriculum and more efficient utilization of the elementary school faculty. The six high schools in the present districts, three white and three Negro, will likewise be supplanted by one high school for each. The average high school enrollment in Waller County in both white and Negro high schools is thereby raised from 92 to 287 each, thus concentrating a larger number of pupils in each high school to permit greater variety of curricular offerings and more flexible use of the teaching and administrative staffs. However, even a high school enrollment of 287 students would be too small for a complete curricular program.

The total average daily attendance in Waller County, 1, 178 white and 1,007 Negro, will serve as a basis of authorization of 47 white and 43 Negro classroom teacher units for the county unit,

in addition to the newly-acquired authorization for two special teacher units for each race and one supervisor-counsellor unit for each race. The county unit organization is a feasible method of bringing together a sufficient number of scholastics in Waller County to result in the addition of these units.

The total bonded indebtedness of the Waller County unit will be \$1, 139, 000, or \$521 per student in average daily attendance. The present range of bonded indebtedness per average daily attendance in the county is from \$324 to \$820, indicating the uneven distribution of responsibility in the county for the application of potential resources to present needs through bond issues. Coupled with the wide range of operating expense per average daily attendance treated above, the range of bonded indebtedness per average daily attendance is indicative of the difficulty of providing equalized educational opportunity for all children in a county where scholastic population distribution is inversely correlated to taxable wealth. The county unit reorganization proposed will overcome this difficulty.

Washington County Unit (See Map, Page 177.)

Washington County resembles Austin County (<u>supra</u>) in that it is characterized by property valuation and expenditures below the



MAP XXVII. School District Reorganization Proposal for Washington County.

average of the counties in the Western Group. As in Austin County. the establishment of a Washington County Unit must be accompanied by a tax survey of the county with a view toward bringing assessed valuations more into line with those of the other counties and determining exactly what resources are available for the support of public education in the county. The reorganization of Washington County will substitute a county unit for the twelve separate districts now existing in the county, and will provide that county unit with a current valuation (before the tax survey alluded to above) of \$14,706,000, or \$4,772 per average daily attendance. The total expenditure per average daily attendance might then approximate an average of \$244 per average daily attendance, computed from the total expenditures in the county and the present average daily attendance. The range of expenditure per average daily attendance now is from \$212 to \$314, indicating that the entire county is characterized by poor financial support. These data are indicative of the need for reorganization and equalization, but when the possible effect of a county-wide tax survey and re-evaluation of the tax base of the county is considered, although the computation of such effect is without the purview of this study, the improvement of the state of public education in Washington County might be astounding.

The economy of the Washington County Unit is expected to rise, as in other county unit organizations, from the elimination of unneccessary and duplicative administrative and maintenance costs. The Washington County Unit will replace the twelve districts with three superintendents now in existence by one unit and one superintendent.

The six white and five Negro elementary schools in the county can be consolidated into one white and one Negro elementary school, and the two white and three Negro high schools can likewise be supplanted by one high school for each race, if the district desires. This would result in the raising of high school enrollment from an average of 286 per white high school and 82 per Negro high school to 573 in the white high school and 247 in the Negro high school, which would be too small for a complete curriculum in the Negro high school, being less than the current average white high school average daily attendance in the county.

The current average daily attendance for the county of 1,778 white and 1,324 Negro students is sufficient for allocation under the Minimum Foundation Program Act of 68 white and 53 Negro classroom teacher units.

In addition, the county unit organization will permit three white and two Negro special teacher units and one white and one Negro counsellor-supervisor unit which cannot now be authorized because of the multiplicity of separate districts in the county.

The county is extremely low in the ratio of bonded indebtedness to average daily attendance, its \$606,000 total indebtedness being borne among the districts in ratios from zero to \$322 per average daily attendance. Initially under the county unit, the ratio will be stabilized at \$195 per average daily attendance. The survey of taxable property in the county will undoubtedly produce additional revenue which can be used either to amortize the present indebtedness more rapidly or as a basis for further borrowing to equalize facilities throughout the county unit.

GROUP II. THE NORTH-EASTERN COUNTIES

Hardin County (See Map, Page 181.)

Silsbee. Along the eastern edge of Hardin County is proposed the organization of the new Silsbee School District, comprised of the existing districts of Silsbee and Chance-Loeb, with taxable valuations of \$23,632,000, or \$8,196 per average daily attendance. The expenditure of the new district per average daily attendance averages \$228, as compared with the expenditures in the districts now in existence of \$215 and \$236 respectively.



MAP XXVIII. School District Reorganization Proposal for Hardin County.

The administrative and maintenance costs of the new district would be substantially lowered by the elimination of one district and one superintendency, three white and one Negro elementary schools. The high school enrollment in the new district will remain 658 white and 108 Negro but will eliminate the tuition arrangement which Chance-Loeb now maintains with the present Silsbee district for the education of the Chance-Loeb high school students. The present Chance-Loeb district has no Negro scholastics.

Having 2,383 white and 536 Negro students in average daily attendance, the new Silsbee District will be allocated under the Minimum Foundation Program Act 92 white and 21 Negro classroom teacher units, four white and one Negro special teacher units, and two white counsellor-supervisor units.

The \$1,875,000 in bonded indebtedness in the two districts which will comprise the new Silsbee District will represent \$644 per average daily attendance. The current disparity of resources or willingness to spend the funds to support public education in the area is graphically displayed in the difference in bonded indebtedness per average daily attendance between the two districts now, \$13 and \$721 respectively.

Kountze. The remaining six separate districts in Hardin County, i.e. Batson, Kountze, Saratoga, Sour Lake, Votaw, and

White Oak will constitute a new Kountze District, with a tax base valuation of \$32, 157,000, or \$15,270 per average daily attendance. The operating expense of the new district averages \$317 per average daily attendance, compared with the present range of \$235 to \$383 per average daily attendance.

The operating expenditure of the new district may be lowered or more effectively allocated by the reduction of the number of districts from six to one and of superintendencies from three to one, through the reduction of duplicative administrative costs.

The number of elementary schools in the new Kountze District could be reduced from six white and two Negro to one for each race, and the number of high schools could be reduced from four white and two Negro to one for each race, raising the high school enrollment in the area from an average of 102 for white and 103 for Negro high schools, to an actual enrollment of 409 in the white high school, and 296 in the Negro high school. The significance of the resulting enrollments in terms of added flexibility in the curriculum offering and in the assignment of staff members may be inferred from Figure 1.

The total bonded indebtedness of the six districts which will be incorporated into the new Kountze District is \$1,208,000 and ranges among the districts from zero to \$818 per average daily attendance.

After reorganization the bonded indebtedness of the new district will be stabilized at \$572 per average daily attendance, which will place the district in a position to use the potential now dormant in the several districts to raise the quality of school facilities throughout the new district.

Liberty County (See Map, Page 185.)

<u>Cleveland</u>. The reorganization of the present districts of Cleveland, Dayton, and Tarkington into a new Cleveland District will accrue a total assessed valuation of \$15,921,000, or \$7,454 per average daily attendance. The present operating expenditure, which ranges from \$257 to \$327 per average daily attendance, would average \$263 per average daily attendance, a figure considerably enriched by more effective utilization and economical operation of one district instead of the present three.

The elimination of one Negro elementary school and one white school of each type, will result in the white high school enrollment rising from an average of 234 to an actual enrollment of 468, while the Negro high school enrollment remains 91 which is limited in curriculum (Figure 1). The Negro population of the new Cleveland District being so small, the possibility of joining the Negro population



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MAP XXIX. School District Reorganization Proposal for Liberty County.

of that district to that of the new Liberty District, which has 282 Negro high school students, should be explored as a possible method of economizing and providing a wider variety of curricular offering and more effective utilization of staff members.

The new Cleveland District will have an average daily attendance of 2,532 white and 752 Negro pupils, which assumes state assistance for 97.4 white and 30 Negro classroom teacher units. The 4/10 unit expressed is of no significance initially but indicates that a comparatively small addition of scholastics to the district will result in the allocation of another classroom teacher unit. The addition of three white special teacher units and one white counsellor-supervisor unit as a result of the assimilation of 97 white classroom teacher units will provide for the new Cleveland District the nucleus of a specialist staff.

The analysis of the bonded indebtedness in the present area of the new Cleveland District shows that the range of bonded indebtedness per average daily attendance is from \$146 to \$773. The total is \$1,999,000. The unequal distribution of bonded indebtedness per average daily attendance in the county implies an inequality of resources or of willingness to spend the amounts necessary to support a good public school system. The reorganized Cleveland District will be

characterized by an initial ratio of bonded indebtedness to average daily attendance of \$607, thus freeing some of the potential of the county for further capital improvements or permitting the more rapid amortization of the debts already contracted.

Liberty. The remaining districts presently existing in Liberty County, i. e. Devers, Hardin, Hull-Daisetta, and Liberty will form the new Liberty District, with property valuation of \$78,332,000, or \$19,400 per average daily attendance. The present range of operating expenses per average daily attendance among the four districts is from \$299 to \$450, which averages \$338 per average daily attendance as reorganized. Further economy will proceed from the elimination of three of the four districts and three of the four superintendencies now in existence.

Instead of the ten elementary schools now operating in the area of the new Liberty District, five of which are for white students and five of which are for Negroes, the new district may, if it so desires, operate one elementary school for each race. There exists in the eastern half of the county, where the new district will be located, no topographical feature which will preclude the transportation of all the children in the district to the single school. The high schools will be reduced by the reorganization from four white and three

Negro to one for each race, and the enrollments will thereby be increased from an average of 240 per white high school and 94 per Negro high school to an actual enrollment of 960 in the white high school and 282 in the Negro high school, with attendant curricular and staff utilization advantages.

The new district will have an average daily attendance of 3,386 white and 1,152 Negro pupils, which will result in the assignment under the Minimum Foundation Program Act of 130 white and 46 Negro classroom teacher units, six white and two Negro special teacher units. The addition of the 91 Negro students from Cleveland which was mentioned as a possible remedy for the acute Negro underpopulation of the new Cleveland high school, would further enlarge and tend to enrich the new Liberty Negro high school.

The present bonded indebtedness of the districts which will constitute the new Liberty District totals \$2,467,000, or \$545 per average daily attendance. The present range of bonded indebtedness to average daily attendance in the four districts is from \$112 to \$853. The equalization of bonded indebtedness through the reorganization proposed in this study will permit the more rapid amortization of the debt and/or the release of greater potential upon which future bond issues may be predicated. Chambers County (See Map, Page 190.)

East Chambers. The new East Chambers District represents the joining of four contiguous existing districts, two of which are in Galveston County. The geographical separation of the latter two districts, Port Bolivar and High Island, from Galveston County proper by Bolivar Roads and West Bay and their geographical attachment to the two Chambers County districts, East Chambers and Pine Island, makes feasible their incorporation into Chambers County educationally rather than into Galveston County.² The new East Chambers District would possess total assessed valuation of \$31,759,000, or \$35,200 per average daily attendance. The current range of operating expenses per average daily attendance in the four districts is \$465 to \$554, which averages \$513.

This figure (\$513 per average daily attendance) may be further reduced or may be more efficiently utilized through the economies concomitant with the elimination of three of the four districts and two of the three superintendencies now operating in the area. The 62 Negro pupils at the present Pine Island District, see Table III-3, Page 46, who are the only Negro students included in the new East

²However, in June, 1960, the Port Bolivar District voted to consolidate with Galveston Independent School District.



MAP XXX. School District Reorganization Proposal for Chambers County.

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Chambers District, could be attached to the new Anahuac District (infra), thus raising the Negro average daily attendance of new Anahuac from 342 (Table III-3, Page 46), to 404.(Table IV-1, Page 158.) Without any Negro schools to maintain, the East Chambers District as reorganized could operate one white elementary instead of the three now in existence and one white high school instead of the two now existing. This will raise the enrollment from an average of 115 per high school before reorganization to an actual enrollment of 230 in the new East Chambers District.

The white average daily attendance for the new East Chambers District, 902, would be the basis for the allocation of 36 classroom teacher units under the Minimum Foundation Program Act, in addition to one special teacher unit.

The bonded indebtedness of the new district aggregates \$1,649,000, or \$1,830 per average daily attendance. That most of the bonded indebtedness of the present districts is concentrated in one district (East Chambers) is divulged by the range of the ratio of bonded indebtedness to average daily attendance in the districts now in existence, which is from \$491 to \$1,868, the higher figure being only \$38 higher than the overall figure for the area of the reorganized district. The equalization of the burden for this debt over the reorganized district could elicit opposition in districts other than East Chambers; however, the benefits accruing to all children from the availability of the excellent facilities in the present East Chambers District at the cost of an equalized tax burden are believed to be sufficient justification for the reorganization proposal.

Economic changes that are imminent in Chambers County strongly suggest the need for a survey looking toward some form of County Unit, as has been provided for in a recent special law. This would in the long run correct the above inequity and provide a substantial tax base for education in the whole county.

Anahuac. The new Anahuac District will incorporate the existing districts of Anahuac and Barber's Hill, with a total valuation of \$47,688,000, or \$33,465 per student in average daily attendance. The present range of expenditure per average daily attendance, \$374 to \$436, would average \$399 in the reorganized district. Further economy will proceed from the elimination of the two separate district system and reorganization of the existing superintendencies.

For the existing two elementary and two high schools for each race, this reorganization might enable a new plan, such as one school system on each level for each race. This produces an enrollment of 287 in the white high school, as compared with the average of 144 before reorganization, and 77 in the Negro high school (including the Negro high school scholastics from East Chambers District, <u>supra</u>), as compared with an average of 38 per high school now.

The total average daily attendance of such a new Anahuac District will be 1,021 white and 404 Negro, which will serve as the basis for allocation of 41 white and 17 Negro classroom teacher units, in addition to two special teacher units and one counsellorsupervisor unit for white students.

The bonded indebtedness of the new district will total \$1,326,000, which is \$944 per student in average daily attendance, as compared with the present difference between the two districts comprising the new Anahuac District of \$514 and \$1,153 respectively. The higher figure represents the debt of the present Anahuac District, which has within the past five years constructed a modern school plant for which the debt must be assumed by the new district or by a county unit, if one is organized.

Montgomery County (See Map, Page 194.)

<u>Conroe Independent School District</u>. Magnolia Independent School District in Montgomery County will be joined to Tomball Independent School District in Harris County (<u>infra</u>). The remaining districts of the county, i.e. Bobbin, Conroe, Montgomery, New Caney,



MAP XXXI. School District Reorganization Proposal for Montgomery County.
Splendora, and Willis, will be reorganized as a single district with \$86,562,000 in assessed valuations, or \$18,297 per student in average daily attendance. The operating expense per average daily attendance of the new district averages \$330, as compared with the present range of \$374 to \$436. Further economy will proceed from the elimination of five of the present six districts in the area and of the duplication of superintendencies in those five districts.

The most convincing argument in favor of this reorganization proposal is seen in the area of curriculum development. The six white and six Negro elementary schools in the area to be included in the new district could be reduced to one for each race, with attendant concentration of students and flexibility of curriculum and staff assignment. The six white and three Negro high schools could if the district so desires, be reduced to one for each race, and the enrollment will rise from an average of 193 white and 93 Negro pupils per school to a white high school with actual enrollment of 968 pupils and a small high school of 281 Negro pupils. Figure 1 has graphically depicted the advantages in the field of curricular offerings of a school with almost 1,000 students over one with about 200 students.

The current average daily attendance for the districts which will form the new Conroe Independent School District, 3,662 white and 1,069 Negro, will serve as the basis for allocation under the Minimum Foundation Program Act of 141 white and 44 Negro classroom teacher units, seven white and two Negro special teacher units, and three white and one Negro counsellor-supervisor units.

The bonded indebtedness of the area incorporated into the new Conroe Independent School District totals \$1,281,000, or \$271 per average daily attendance in the new district. The current range of bonded indebtedness per average daily attendance in the districts existing is from zero to \$379. The wide disparity of bonded indebtedness per average daily attendance indicates either unequal distribution of modern facilities or a negative correlation between financial resources and number of scholastics in average daily attendance among the various districts. Either of these causes would be remedied by the proposed reorganization.

GROUP III. SOUTHERN COUNTIES

Fort Bend County (See Map, Page 197.)

Fort Bend Independent School District. The Fort Bend Independent School District came into existence as the result of the consolidation of the Missouri City, Stafford, and Sugar Land School Districts in the fall of 1959. It being so recently organized and



MAP XXXII. School District Reorganization Proposal for Fort Bend County.

separated from the remainder of Fort Bend County by the Brazos River, over which there are but few obsolete and narrow bridges too dangerous for constant use by school busses, the proposal does not encompass any changes in the present structure of the district. The \$51,863,000 in taxable valuations in the district amount to \$25,176 per average daily attendance. The current operating expenditure amounts to \$310 per average daily attendance. The single district employs one superintendent and maintains one white and one Negro elementary school and one high school for each race.

There are 421 white high school students and 164 Negro high school students. The 1,641 white and 419 Negro average daily attendance permits state aid for 63 white and 17 Negro classroom teacher units, three white special teacher units, and one white counsellor-supervisor unit.

The \$1,586,000 bonded debt of the district amounts to \$770 per average daily attendance. The Fort Bend Independent School District is an existing indication of successful reorganization to provide equalization of resources and opportunity in public education.

Lamar. The remaining districts in Fort Bend County, all of which are situated south of the Brazos River, are Kendleton, Lamar, Needville, and Orchard. This study proposes to reorganize these

districts into a new Lamar District, which will be characterized by a valuation for tax purposes of \$77,675,000, or \$15,723 per student in average daily attendance. The operating expenditure of the new district averages \$289 per average daily attendance, as compared with the present range in the districts as they now exist of from \$250 to \$449 per average daily attendance.

Further economy of operation can be expected from the elimination of three of the four districts and reorganization of the four super-

The three white and four Negro elementary schools now in existence could be reduced to one white and one Negro school. (The Kendleton District now in existence does not have any white scholastics.)

Three white high schools, with an average enrollment of 304, can be supplanted by a single school, with an actual enrollment of 914, while the two Negro high schools now operating with an average enrollment of 203 could be merged to form one school with an actual enrollment of 406. In both the white and Negro high schools the increased number of students will permit a substantial increase in curricular offerings as well as flexibility in staff utilization.

The new district will have 3,881 white students and 1,059 Negro students in average daily attendance, which means that there will be

allocated state aid under the Minimum Foundation Program for 105 white and 42 Negro classroom teacher units, five white and two Negro special teacher units, and two white and one Negro counsellor-supervisor units.

The total bonded indebtedness of the four existing districts is \$2,853,000, or \$577 per average daily attendance. The disparity of application of the tax potential in the four existing districts is demonstrated by the current range of bonded indebtedness per average daily attendance, which is from \$119 to \$715. The equalization of this ratio through the proposed reorganization will permit more rapid amortization of the existing debt or the further application of financial potential to new capital improvements through additional bond issues.

Wharton County (See Map, Page 201.)

<u>Wharton</u>. A reorganized Wharton District would replace four existing districts in Wharton County, viz. Boling, East Bernard, Hungerford, and Wharton, with an aggregate assessed valuation for school tax purposes of \$76,632,000, or \$18,609 per average daily attendance. The operating expenditure per average daily attendance of the existing districts ranges from \$263 to \$360, which equalizes at \$303 in the proposed reorganization. Further economy of operation will proceed from the substitution of a single district for the four now



MAP XXXIII. School District Reorganization Proposal for Wharton County.

operating, and the reorganization of the four separate superintendencies now in the area which will comprise the new district into a single and better organized office.

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One white elementary school and one Negro elementary school might supplant the three elementary schools for each race which are now maintained. Instead of three white high schools with an average enrollment of 291, the reorganized district could then operate one white high school with an actual enrollment of 871. The three Negro high schools may likewise be replaced by a single school, their average enrollments of 91 students aggregating an actual enrollment of 274 in a new plant if the district so desires. The new schools will in all cases benefit from the enlarged enrollments in such new facilities within which more extensive and flexible curricula and more flexible use of the teaching staff can be organized.

The total average daily attendance of the new district, 3,091 white and 1,027 Negro, will produce an allocation under the Minimum Foundation Program Act of 102 white and 41 Negro classroom teacher units, five white and two Negro special teacher units, and two white and one Negro counsellor-supervisor unit.

The \$1,439,000 bonded indebtedness of the four districts is currently distributed among the districts in debt to average daily attendance ratios ranging from \$87 to \$1,209, implying wide differentials in the extent to which resources are available or have been applied to the support of capital improvements in public education. The new district will equalize this ratio at \$348, thus freeing a considerable portion of the present financial potential of the area for the amortization of the current debt at a more rapid rate or for the further issuance of bonds for additional capital improvements.

<u>El Campo</u>. The remaining three districts now operating in Wharton County, Crescent, El Campo, and Louise, could form a new El Campo District, with aggregate taxable valuation of \$45,327,000, which is \$13,236 per student in average daily attendance. The current operating expenditure of the three districts ranges from \$296 to \$313 per average daily attendance, equalizing by this reorganization at \$306 per average daily attendance, which can be more effectively applied as a result of the economies effected by eliminating two of the three districts and two of the three superintendency offices now in the area.

One white and one Negro elementary school might replace the three schools now in operation for each race, and the three white and two Negro high schools will likewise be supplanted by one high school

for each race. The high school enrollments will be thereby raised from an average of 318 white students and 72 Negroes to actual enrollments of 955 and 145 respectively; although the Negro school would yet be small.

The combined average daily attendance of the three districts now in existence is 2,716 white pupils and 633 Negro pupils, which will provide state aid in the new district for 100 white and 25 Negro classroom teacher units. Five white and one Negro special teacher units and two white counsellor-supervisor units will complete the state aided specialist staff of the new district.

The current bond debt of the three existing districts totals \$1,732,000, distributed among the districts at a per average daily attendance ratio ranging from \$288 to \$567. The proposed reorganization would equalize the current bond debt at \$421 per average daily attendance, providing additional tax potential for the early retirement or increase of the new district's debt.

Jackson County Unit (See Map, Page 205.)

The three districts now operating in Jackson County will be combined to form a county unit with \$65,425,000 in assessed valuation for tax purposes, which is \$20,464 per student in average daily attendance. The present disparity in spending for the support of public schools in



MAP XXXIV. School District Reorganization Proposal for Jackson County.

Jackson County is manifested by the operating expenditure per average daily attendance, which ranges from \$233 to \$525. The proposed reorganized county unit equalizes this figure at \$317, with more effective use of that expenditure indicated by the elimination of two of the three existing districts and of two of the three separate superintendencies. No geographical feature exists in the county which precludes the transportation of pupils to any location in the county where a school might be established.

The three white elementary schools could if desired be supplanted by one elementary school, while the two Negro elementary schools in the county may be replaced by a single Negro elementary school, or the Negro students, who are not numerous, may be transferred to the adjacent county, Victoria (<u>infra</u>), where a larger number of Negroes must be accommodated. The three white high schools with average enrollment of 241 will probably be replaced by one high school with an actual enrollment of 724, thus affording a more flexible and expanded curriculum and more effective utilization of the staff. The single Negro high school now in operation may, if the district so desires, continue to operate with its enrollment of 79 pupils; however, the small number of Negroes could easily be transferred to the adjacent Victoria County Unit (infra) where a Negro high school of 180 pupils will exist.

The 2,777 white and 420 Negro pupils in average daily attendance will serve as a basis for the allocation under the Minimum Foundation Program Act of 101 white and 18 Negro classroom teacher units, five white special teacher units, and two white counsellor-supervisor units.

The bonded indebtedness of Jackson County aggregates \$2,187,000, borne by the different districts in ratios to the average daily attendance ranging from \$463 to \$797. The reorganized county unit could equalize the per average daily attendance ratio of the bonded debt for the county at \$681, counting the 420 Negroes in average daily attendance. If the Negro pupils are transferred to Victoria County as suggested, the per average daily attendance ratio for the county will be \$785 of bonded indebtedness.

Victoria County Unit (See Map, Page 208.)

Victoria County, with eight districts now in existence, is an excellent example of the advantages to be gained by the county unit organization in predominantly rural counties where the scholastic population is relatively scattered and the principal tax base is concentrated. The county has an aggregate tax valuation of over one hundred million dollars (\$100,629,000), or \$12,231 per student in average daily attendance if the county were organized as a unit. In a county of such extensive tax resources, the operating cost of \$184 per average daily



MAP XXXV. School District Reorganization Proposal for Victoria County.

attendance in the Stubbs School District is the lowest of all districts now operating in the nineteen-county region. There are only two districts in the entire nineteen-county region which have less than \$200 operating expenditure per average daily attendance. The present range among the districts of \$184 to \$479 in operating costs per average daily attendance equalizes over the county at \$463 under county unit organization; and a sufficient tax base exists to permit a considerably higher expenditure if necessary.

The elimination of seven of the eight districts and merging of seven of the eight superintendencies in the county permits further economy and more efficient utilization of expenditures.

The eight white and two Negro elementary schools now in operation could be reduced to one elementary school for each race. No geographical feature in the county will prevent the transportation of all pupils to a centrally located school for each race. One of the two white high schools may be eliminated, and the one Negro high school might be retained. Recently, the Victoria Independent School District undertook a voluntary desegregation program, under which Negro and white pupils may transfer to schools formerly reserved to the other race. The average enrollment of white high schools, 763, will be increased to an actual enrollment of 1,526 in the single school, and the 180 Negro students of high school age may be augmented by the transfer of the 79 Negroes from Jackson County Unit (<u>supra</u>). The white high school should benefit from the reorganization in terms of curricular offerings and utilization of its staff members, and the Negro high school will be large enough to benefit if the Negro scholastics from Jackson County Unit are assigned to it; although the combined Negro high school enrollment of 259 remains too low for an optimum program.

The total average daily attendance in the county, 7,486 white and 741 Negro, will constitute authorization under the Minimum Foundation Program Act of 288 white and 30 Negro classroom teacher units, 14 white and one Negro special teacher units, and five white counsellorsupervisor units.

The \$6, 988, 000 bonded indebtedness of the county is largely concentrated in the present Victoria Independent School District, which during the Second World War was the location of Foster Army Airfield (later Foster Airforce Base) and until the installation was deactivated in 1955, was forced to strive constantly to meet mushrooming enrollments. With the end of the peak enrollments after the airbase was closed, the Victoria district was left with more extensive facilities than are needed and a large bond debt to amortize. The reorganization here proposed will equalize the present wide range of ratios of bonded debt to average daily attendance, which is from zero to \$1,081, at a county-wide ratio of \$849, while the extensive facilities in the present Victoria District will serve all the children of the county unit in an economical fashion.

Matagorda County Unit (See Map, Page 212.)

Matagorda County, a coastal plain county with an excellent road net, is currently divided into five districts, Bay City, Matagorda, Palacios, Tidehaven, and Van Vleck. The reorganization of Matagorda County into a county unit will aggregate \$89,271,000 in taxable valuation and 4,300 students in average daily attendance. There are no geographical features in the county which preclude the transportation of pupils to a centrally located school, and the county unit system will provide a district with \$16,760 per average daily attendance in tax valuations. The current range of operating expenses per average daily attendance in the five districts, from \$279 to \$384, will equalize at \$336 per average daily attendance, and further economies will result from the elimination of four of the five districts and reorganization of three of the four superintendencies now existing in the county.

The five existing white elementary schools and four existing Negro elementary schools may be reduced in number to one for each



MAP XXXVI. School District Reorganization Proposal for Matagorda County.

race, and the four white high schools and two Negro high schools will likewise be supplanted by a single school. The high school enrollments will thereby be raised from an average of 267 in the white high schools to an actual enrollment of 1,067 in the reorganized district and from an average of 133 Negro high school pupils to an actual enrollment of 267 in the county unit. The larger student bodies will in each case permit a more varied curriculum and greater flexibility in the utilization of staff members.

The current average daily attendance of 4,221 white and 1,083 Negro pupils will authorize state aid under the Minimum Foundation Program Act for 169 white and 43 Negro classroom teacher units. Eight white and two Negro special teacher units and three white and one Negro counsellor-supervisor units complete the state-aided specialist staff of the Matagorda County Unit.

The aggregate bonded debt of the five districts now in existence is \$3,293,000, or \$611 per average daily attendance. The inequality of application of the extensive tax potential in the county is revealed by the range of current ratios of bonded debt to average daily attendance among the existing five district, which is from zero to \$916. The equalization of the bond debt burden over the entire county will make available a portion of the total county tax base which is apparently not now committed to the capital improvement of the county's school

districts. This will either cause the current debt to be amortized more rapidly or will serve as the basis for future borrowing.

Calhoun County Unit (See Map, Page 215.)

The Calhoun County Unit is the only county unit existing in the nineteen-county region at the present time and has the only fully racially integrated high school system in the region. Although the present study does not result in the recommendation of any changes in the existing structure in the county, the county is retained in the study because it falls within the services area of the University of Houston as defined in Chapter I and provides an excellent example of the county unit organization in operation.

Calhoun County is characterized by \$56,510,000 in taxable valuations, which is \$16,828 per average daily attendance. The current operating expenditure is \$285 per student in average daily attendance, and the district operates seven white and one Negro elementary schools, with one racially integrated high school, at Port Lavaca, with 560 pupils enrolled. The 3,358 pupils in average daily attendance result in the authorization under the Minimum Foundation Program Act of 130 classroom teacher units, six special teacher units, and two counsellor-supervisor units.



MAP XXXVII. School District Reorganization Proposal for Calhoun County.

The \$3, 149,000 bonded debt of the county is distributed at the ratio of \$938 per average daily attendance. With \$56,510,000 in taxable valuation, there would appear to exist considerable additional potential for further capital improvement through the issuance of additional bonds.

SUMMARY

Chapter IV presents a district-by-district description of the result of proposed school district reorganization. The proposed reorganization planning will reduce the number of districts from 85 to 20, including seven county units in the fourteen outlying and predominantly rural counties. In no instance would there be more than two districts operating in any county as a result of proposed district reorganization. One district in Montgomery County can be transferred to the Tomball District in Harris County and will be considered in Chapter V.

The description of the new districts has been in terms of the changes attained in the five criteria enumerated in the problem. The chief advantages have proceeded from the concentration of tax resources and scholastic population and the resulting equalization of operating expenditure and bonded indebtedness, with concomitant realization

of a fuller proportion of fiscal potential in the amortization or extension of bonded debt. The assimilation of larger numbers of pupils in larger school plants has permitted a wider variety of curricular offering and a more flexible utilization of professional staff.

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CHAPTER V

SCHOOL DISTRICT REORGANIZATION PROPOSAL FOR THE INDUSTRIALIZED COUNTIES OF THE NINETEEN-COUNTY AREA

GROUP IV. THE INDUSTRIALIZED COUNTIES

Five industrialized counties are included in this study and proposal, viz. Harris, Brazoria, Galveston, Jefferson, and Orange (Map, Page 219), which present some conditions and circumstances not encountered in the rural outlying areas treated in the preceding chapter. Whereas reorganization of the outlying counties proceeded largely according to principles and techniques applicable to areas of limited financial resources and/or sparse population, with the principal view toward combinations which would concentrate both pupils and fiscal abundance, the urban and industrialized counties have no dearth of pupils or of financial resources, except for some isolated instances reviewed in detail below.

The Houston-Harris County metropolitan area is very atypical; the Houston Independent School District in 1960 is the sixth largest school district in the nation in number of pupils, and Harris County contains 58 per cent of the total population of the entire nineteencounty region (Table III-1, Page 42). In the new Houston Independent



MAP XXXVIII. Sectional Map of the Five Industrialized Counties. (Abstracted from Map XXIII)

School District proposed in this study, as in most of the other reorganized urban districts, the principal goal has been to reorganize multiple districts into fewer districts with corresponding equalized utilization of tax potentials.

The industrialized counties present a further peculiarity in the uneven distribution and in some cases insufficient numbers of Negro scholastics to warrant the establishment of truly equal Negro schools under Texas laws. The present proposed reorganization suggests a workable solution to this problem under the Minimum Foundation Program Act through the establishment of cooperative Negro centers in two locations (Cypress-Fairbanks and Texas City Districts), which will be school plant locations, centrally sited among the cooperating districts and supported by tax and bond funds from the using districts on a pro-rata basis, where the comparatively small Negro average daily attendance of several districts can be combined into a twelvegrade plant with sufficient average daily attendance to offer multipleelective curricula and provide for the more efficient and flexible utilization of staff personnel. In each case the distances have been negligible and the road nets adequate to permit the transportation of pupils to the proposed center by bus.

That the present laws of the State of Texas governing school district organization are not flexible enough to permit the creation

of such cooperative districts is immaterial; for to assume that laws cannot be changed is to abandon the anticipation of progress. In each case, the cooperative Negro center has been attached for administrative purposes to the district in which it is physically located, and the Negro enrollment of the center is shown in toto in the district to which it is attached in the summary of statistical data (Table V-1, Page 222). The erection of the two Negro cooperative centers and the transfer of the Brazosport Negro scholastics to Angleton (q.v.) presents eleven districts of the total of twenty-three districts in the five industrialized counties, in the reorganized area which will have no Negro educational facilities. In each of these districts, where Negroes actually live in the districts, they will be afforded a better chance for adequate educational experience than in local segregated schools. The sparsity of Negro scholastic population in individual districts indicates a need for cooperative planning and operation of the educational program if these pupils are to benefit from modern and adequately supported schools.

The existence of relatively poor districts in the wealthy fivecounty industrialized area is a major justification for reorganization of the area. Table V-1, Page 222, represents the proposed new districts in terms of the five factors considered in the study: Tax

Old Oper- Response Total Path- (140) Total Per ADA (5) Feorgan Expense Number of Super, High School Super, Market (1500) Average Balore Number of Super, Market (1500) Average Average Number of Super, Market (1500) A.D.A. W C.T.C. W Special Councellar (1500) Councellar Bodore (1500) Special Average (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Special Councellar (1500) Special Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Special Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Councellar (1500) Special Councellar (1500) Councellar (1500) Councellar (1500) Councellar (1500) Councellar (1500) Councellar (1500) Councellar (1500) Councellar (1500) <	I. Tax Structure				II. Economy				III. Curriculum Development IV. Staffing										V. Hysical Assets								
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Kay 31,828 35,364 435/473 471 3 1 2 1 1 0 1 0 208 12 208 13 1 1 10 10 03 31 -2 1 1 143	Harris	64,336	11,603	206/465	261	7	1	6	1	6	1 1	1	160	136	960	136	4,667	878	180	35	9	1	4		2 846	513	338
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	Katy	31,828	35, 364	435/473	471	3	1	2	1	ĩ	0 1	Ô	208	12	208	150	829		33		í				822	1058	80/1184
$ \begin{array}{c} Tomball & 16, 819 & 15, 290 & 318/375 & 358 & 2 & 1 & 2 & 1 & 2 & 2 & 2 & 1 & 0 & 14 & 121 & 222 & & 788 & & 31 & & J & & & & 334 & 424 \\ Goese Creek & 157, 655 & 18, 236 & 326 & 326 & 1 & 1 & 1 & 1 & 1 & 1 & 1 & 2641 & 241 & 2641 & 276 & 8, 261 & 1, 043 & 319 & -2 & 15^7 & 2 & 7 & 1 & 6, 449 & 682 \\ LaPorte & 17, 579 & 10, 987 & 255 & 255 & 1 & 1 & 1 & 1 & 1 & 1 & 0 & 1 & 0 & 355 & 355 & & 1, 400 & & 0 & & 312 & & 1 & & 1, 929 & 1206 \\ Spring Branch & 100, 002 & 11, 538 & 253 & 253 & 1 & 1 & 1 & 1 & 1 & 1 & 1 & 1 & 1 & $	Pasadena	286,193	17,075	294/448	314	2	1	2	1	3	0 2	õ	1117		1676		16.806		ú40		۔ 2د		13		23.611	1405	1099/3443
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West Columbia 79, 741 23, 740 $320/475$ 357 3 1 3 1 2 1	Angleton	45,191	15,303	248/399	257	3	1	2	1	2	1 1	1	251	106	503	176	2,130		95	31	ر ئ		2		2 181	678	260/958
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Nederland 47,050 18,034 310 310 1 1 1 0 1 1050 4.194 161 8 3 6.717 1602 Nederland 47,050 18,034 310 1 1 1 0 1 668 2,609 100 5 2,524 967 ORANGE $$	Port Neches	72,290	17,237	302	302	-	î	1	1	1	0 1	,	1058	,,,,	1059	730	9,402	3,670	362	141	18	7	7	3	9,733	749	740/781
ORANGE	Nederland	47,050	18,034	310	310	1	1	1	1	1	0 1	1	668		668		4,194 2,609		161		8 5		3 2		ь.717 2,524	1602 967	1602 967
Orange I.S. D. 145, 222 16, 843 264 264 8 1 8 1 6 1 1 322 270 1931 270 a but have been been a fine for the first state of the second state of the	ORANGE Orange I.S.D.	145,222	16,843	264	264	8	1	8	1	6	1 1	1~	322	270	1931	270							·	·			

TABLE V-1 SUMMARY OF THE REORGANIZED DISTRICTS IN THE INDUSTRIALIZED COUNTIES

Sources: Tables III-3 and III-4; Superintendents' Annual Reports on file with Texas Education Agency.

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structure, economy of operation, curriculum development, staffing, and physical assets. Because of the diverse formulae employed in the region with respect to assessment for tax purposes, a clearer conception of the financial potentials in the industrialized counties is presented in Table V-2, Page 224, showing the ratio of rendered value to market value of taxable property in each of the counties.

Harris County (See Map, Page 225.)

Harris County could be reorganized into ten districts, as compared with twenty-one now in existence.

<u>Houston</u>. The new Houston Independent School District might be composed of the presently existing districts of Houston, Aldine, and Northeast Houston if the voters approve this step. The latter two districts are poor in their property tax base and have a scholastic population of sufficient size to render difficult the provision of schools comparable to the better schools in the present Houston District. The enormous wealth of Houston and the geographical proximity of the two smaller districts to the large city should facilitate such reorganization and should in a relatively short period submerge the added expense to the Houston District in caring for the added pupil load.

The new district will have taxable valuations of \$1,998,786,000, or \$12,222 per student in average daily attendance.

TABLE V-2. RATIO TO MARKET VALUE OF RENDERED VALUE OF PROPERTY FOR SCHOOL TAX PURPOSES IN 1956

County	Market Value (\$000, 000)	Rendered Value for School Tax (\$000,000)	Ratio of Rendering to Market Value (%) ¹
Harris	7,262	2,803	41
Brazoria	2,037	391	17
Galveston	735	438	62
Jefferson	2,023	700	33
Orange	354	135	38
GROUP IV COUNTIES	12, 411	4,467	36

¹Rendered Value divided by Market Value.

Sources: Tables III-3 and III-4.

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MAP XXXIX. School District Reorganization Proposal for Harris County.

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The retention of the eleven white and ten Negro high schools now operating in the three districts which will constitute the new Houston District is assumed; inasmuch as the Houston Independent School District is in the midst of an extensive building program, and the geographical distribution of the scholastics in Aldine and Northeast Houston is such as to make infeasible their transfer to existing schools in the Houston District. The Aldine District has completed a modern high school plant within the past five years.

The concentration of 104, 239 white and 34, 783 Negro pupils in average daily attendance will cause the new Houston District to be allocated under the Minimum Foundation Program Act an aggregate of 4,009 white and 1,338 Negro classroom teacher units. This authorization will in turn result in the allocation of 200 white and 67 Negro special teacher units, and 80 white and 26 Negro counsellor-supervisor units. With respect to special teacher units and counselor-supervisor units, the numbers of allocated personnel under the Gilmer-Aikin formula would remain unchanged for the proposed new district.

The bonded debt of the new district will total \$84,315,000, including some bonds issued by the Aldine Independent School District for terms as long as forty years and at concomitant high interest rates. The present range of bonded debt per average daily attendance

in the three existing districts is from \$410 to \$683, and the proposed reorganized district will have an indebtedness of \$607 per average daily attendance. The Aldine and Northeast Houston school districts have been plagued by sporadic community financial support and poverty of taxable wealth, and in both districts the bonded debt is in many cases long term, high interest rate bonds which further decrease the possibility of fully realizing what financial potential exists in the districts. Their incorporation into the Houston District will make a broader tax base available, and the potentials of the areas will be more effectively utilized within the larger, richer system.

Northeast Harris. In the north and eastern section of Harris County there presently exist the separate districts of Humble, Huffman, Crosby, Sheldon, Spring, Klein, and Channelview, which this reorganization proposal will combine into the new Northeast Harris District, with an aggregate taxable valuation of \$64,336,000, or \$11,603 per pupil in average daily attendance. The existing highway system does not preclude the transportation of pupils to a centrally located high school or to community-oriented elementary schools.

The seven existing districts resemble the multiple districts in some of the rural outlying counties in their small size and unequal population; however, the reorganized district could, by the substitution of a single high school for each race for the six white and one Negro high schools now operating, raise the high school enrollment from an average of 160 per white and 136 per Negro high school to an actual enrollment of 960 and 136 respectively.

The disparity among the seven districts now in operation in the matter of bonded indebtedness emphasizes the need for reorganization along the lines proposed. The present range of bonded debt to average daily attendance among the districts is from \$338 to \$979; however, the \$2,846,000 total bonded debt of the reorganized district will amount to a ratio of \$513 per pupil in average daily attendance. The equalization of bonded debt burden thus effected will permit earlier amortization of the existing debt or further issuance of bonds at an earlier date in the future, should the need arise. The potentials of the entire area concerned will be thereby better correlated to the distribution of scholastic population in the new district.

The existence of the proposed Northeast Harris District astride the highways radiating north and east of the Houston metropolitan center could act as a deterrent to the northward extension of the Houston Independent School District. However, should the proposed reorganization be implemented, the Northeast Harris District might find itself advantageously located, as industrial development to the north of Houston begins to invade the proposed district in future years.

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The present Katy Independent School District, located Katy. in the far western corner of Harris County, is characterized by extensive financial resources and fewer students, as compared with the neighboring Alief and Addicks districts. The joining of the three districts is therefore proposed as a means of bringing about a more uniform ratio of tax base to pupil population. The \$31,828,000 total taxable valuation of the new district would be \$35, 364 per pupil in average daily attendance. The operating expense per pupil in average daily attendance, which now ranges from \$435 to \$473, would average \$471, and the elimination of two of the present three units and one of the existing two superintendencies will effect economies. Partly with regard to economy and partly with regard to curriculum development, the new Katy district will be capable of more efficient operation through the transfer of all Negro students in the district to the cooperative Negro center in the Cypress-Fairbanks District, as reorganized.

The modern white high school plant at Katy might continue to serve all the students of the new district, with twelve Negro pupils transferred to the cooperative center, described on Page 220, <u>supra</u>. The white high school enrollment will remain 208 initially; however, the tuition arrangement now necessary between Katy district and the two smaller districts will no longer have to be continued. The Negro average daily attendance of Katy, 74, will be considered integrally with the Cypress-Fairbanks District below.

The white average daily attendance of 829 in the reorganized district will permit the establishment of 33 state-aided classroom teacher units in accordance with the Minimum Foundation Program Act, in addition to one special teacher unit.

The bonded debt of the new district will of course equal the sum of the bonded debts of the three districts which will comprise the reorganized district and will total \$822,000, or \$1,058 per average daily attendance, as compared with the present range of bonded indebtedness of from \$80 to \$1,184.

Although the present Katy District is wealthy and efficiently administered and may be considered a model small school district, the proposed reorganization would greatly serve to equalize the educational opportunities for the pupils living in the two adjacent districts, Alief and Addicks. Nor should this necessarily be considered an imposition upon the patrons of the Katy District. When the boundaries of the existing districts were determined and fixed many years ago, the industrial and population structure of Harris County was considerably less complex that it is today, and there exists no valid criterion upon which arbitrarily to decide that the
taxable wealth of a given area should extend in its utilization only to the children who reside within certain boundaries. Disregarding tradition and selfish concepts of tenancy, proof that the tax potentials now centered in the Katy District belong as well to the children in the reorganized new Katy district is no more difficult than to prove that they belong only to the Katy District or even to a smaller subdivision.

<u>Pasadena</u>. The reorganized Pasadena District would result from the potential joining of two adjacent wealthy districts, Pasadena and Deer Park. The combined taxable valuation of the districts, which will be available to the reorganized district, is \$286, 193, 000, or \$17, 075 per student in average daily attendance. The ratio of operating expenditure to average daily attendance in the proposed district would be \$314, based upon the average of expenditures in the two existing districts in 1956-1957. This represents a sizeable reduction from the \$448 per pupil in average daily attendance in Deer Park Independent School District in 1956-1957, and to avoid the adverse effects of such a drastic curtailment in expenditure the overall ratio in the proposed district might be raised by increasing the amount appropriated from the present Pasadena School District to a corresponding figure.

The bonded indebtedness of the reorganized district will total \$23,611,000, or \$1,405 per student in average daily attendance, as compared with the present range of bonded indebtedness per student in average daily attendance ratios of from \$1,099 to \$3,443.

<u>Tomball</u>. The reorganized Tomball District will be comprised of the present Tomball Independent School District augmented by the present Montgomery Independent School District, which will be joined to Tomball from Montgomery County, see Page 193. The Tomball District, thus a coupty-line district, will likewise be without Negro educational facilities, its 306 Negro pupils being transferred to the cooperative Negro center in the Cypress-Fairbanks District (q.v.).

The taxable valuation of the reorganized district will total \$16,819,000, or \$15,290 per student in average daily attendance. The operating expenditure of the district per student in average daily attendance agerages \$358, as contrasted with the present expenditures in the existing districts of \$318 and \$375 respectively.

Further economy of operation may result from the elimination of one of the two districts now existing, as well as consolidation of the two superintendencies. The reduction of the number of high schools and the combination of resources from four districts to meet the operating expenses of the cooperative district described below (see Cypress-Fairbanks, Page 237) will permit more effective utilization of the above expenditure.

For the two white and two Negro high schools now serving the area, this reorganization may substitute one high school for whites, the Negro scholastics being transferred to the cooperative Negro unit

at Cypress-Fairbanks. The 141 average enrollment in the two existing white high schools will provide an actual enrollment of 242 in the white high school of the reorganized district, with attendant advantages heretofore mentioned in connection with the concentration of larger bodies of scholastic population in high school plants.

Under provisions of the Minimum Foundation Program Act, the 788 white average daily attendance of the new Tomball District will serve as a basis for authorization of thirty-one classroom teacher units and one special teacher unit for white children.

Three hundred thirty-four thousand dollars in bonded indebtedness will be inherited by the new district from its two predecessors, which is \$424 per pupil in average daily attendance, not counting Negroes, as compared with the present range of \$269 and \$379 respectively, including Negro scholastics. With the operation of the Negro cooperative center, this actual rise of bonded indebtedness per average daily attendance represents a more efficient utilization of the tax potentials of the district, permitting more rapid amortization of the existing debts and/or further drafts upon future tax income through the issuance of new bonds if necessary.

The Montgomery County Independent School District is a relatively poor district, and its joinder to the Tomball District will greatly benefit

the children of the Montgomery County district in achieving an equalization of educational opportunity. The geographical proximity of the two present districts and the existence of a good road net for the transportation of Negro children to Cypress-Fairbanks and white children to the combined school plant provide the prerequisites for such a reorganization proposal.

<u>Goose Creek</u>. The Goose Creek District offers an excellent educational program and remains unchanged except for the transportation of the Negro scholastics from the adjacent La Porte School District to Goose Creek on a tuition basis. The \$167,665,000 total assessed valuation for tax purposes in Goose Creek amounts to \$18,236 per student in average daily attendance, from which annual expenditures of \$326 per student in average daily attendance must derive.

One high school exists in Goose Creek for white children, with an enrollment of 2,641, and one Negro high school presently exists with an enrollment of 241.

The number of students in average daily attendance in the Goose Creek District, including the Negro scholastics from La Porte, will be 8,261 white and 1,043 Negro, on the basis of which the Goose Creek District will be allocated 319 white and 42 Negro classroom teacher

units, 16 white and two Negro special teacher units, and seven white and one Negro counsellor-supervisor units.

The Goose Creek District would have a bonded debt of \$6,349,000, or \$682 per pupil in average daily attendance, as compared with the present \$690 per pupil in average daily attendance before the addition of the La Porte Negro pupils.

La Porte. The La Porte District remains likewise unchanged by this reorganization proposal, except for the transfer of Negro pupils to Goose Creek to which allusion has been made above. The La Porte District does not provide facilities for Negro education beyond the eighth grade presently.

The \$17,579,000 taxable valuations of La Porte District represent \$10,897 per pupil in average daily attendance, from which revenues must come sufficient funds for the current expenditure of \$255 per pupil in average daily attendance.

Since no Negro high school is now in operation, La Porte will retain its present white high school with enrollment of 395, the 35 Negro high school pupils being schooled in Goose Creek District.

Staffing of the La Porte white high school would remain unchanged, with sixty state-aided classroom teacher units, three special teacher units, and one counsellor-supervisor unit based upon total white average daily attendance of 1,490. The bonded indebtedness of La Porte District, \$1,929,000, equals \$1,206 per white pupil in average daily attendance, which is of course unchanged by this proposal.

Spring Branch. A progressive residential school district located on the north and west edge of the Houston Independent School District, the Spring Branch District will remain unchanged, except for the proposed transfer of the ten Negro scholastics in the district to the cooperative Negro center in the Cypress-Fairbanks District (\underline{q} . \underline{v} .). Spring Branch District has \$100,022,000 in tax valuations, or \$11,538 per pupil in average daily attendance. It had an operating expenditure of \$253 per pupil in average daily attendance in 1956-1957.

The one white high school in existence will be retained, but the single-room plant which houses all eight grades for Negro pupils will be closed and the pupils transferred as noted above. White high school enrollment will remain 1,634, which is large enough to warrant a varied curriculum.

The 8,657 white pupils in average daily attendance form a basis for allocation under the Minimum Foundation Program Act of 332 classroom teacher units, sixteen special teacher units, and seven counsellorsupervisor units.

Nine million, eight hundred forty-five thousand dollars in bonded indebtedness is \$1,161 per pupil in average daily attendance, which is

slightly higher than the present ratio of \$1,140 per pupil in average daily attendance, Negroes included.

Cypress-Fairbanks. The Cypress-Fairbanks District, west of Houston, is unaffected in this study, except for the creation in the western portion of the district of a cooperative Negro education center which will be attached to Cypress-Fairbanks for administrative purposes but which will be financed on a pro-rata basis by the adjacent districts which transfer their Negro scholastics to the center in lieu of maintaining small Negro plants in each district. The Negro pupils who will be transferred to the center are 74 from Katy District, 10 from Spring Branch District, 306 from Tomball District, and 319 from Cypress-Fairbanks District, or a total of 709 scholastics of all grades. For purposes of staffing and allocation of Negro professional personnel under the Minimum Foundation Program, the 709 Negro pupils have been included in the computation for Cypress-Fairbanks District. That new legislation will be needed to create and finance the type of cooperative unit contemplated should not deter the people of the districts affected from studying such a proposal, for this kind of cooperative center would be one workable method of combining the Negro scholastics from the several adjoining districts, none of which

has sufficient scholastics for a first-class school, to provide more adequate educational opportunity without the complex and in some cases inequitable exchange of tuition between the districts.

Cypress-Fairbanks District embraces \$28,464,000 in taxable valuations, which is \$16,359 per pupil in average daily attendance. The operating expenditure of the district averaged \$346 per pupil in average daily attendance in the school year 1956-1957.

The white high school, which will be retained, has a scholastic population of 358 pupils, and the creation of the cooperative Negro center will raise the number of Negro high school pupils in the district from 41 to 184.

The total average daily attendance of the new district, including the Negro pupils in the cooperative Negro center, is 1,421 white and 709 Negro pupils, on the basis of which the reorganized district will be allocated 57 white and 28 Negro classroom teacher units, two white and one Negro special teacher units, and one white counsellorsupervisor unit.

The bonded indebtedness of the district is \$1,804,000, or a present ratio of \$1,037 per pupil in average daily attendance. The new ratio of indebtedness, including the Negro average daily attendance of the cooperative center, will be \$847 per average daily attendance. Galena Park. The Galena Park District, with almost 8,000 pupils in average daily attendance, is in an industrialized section of the county, lying along the Houston Ship Channel. Because of its geographical separation from the Pasadena District by the Houston-Harris County Navigation Channel, this proposal does not recommend change in the present status of the district.

The economic status of Galena Park District is attested by the \$93,336,000 in assessed valuation for the district, which is in the ratio of \$11,596 for each pupil in average daily attendance. The annual operating expenditure was \$288 per pupil in average daily attendance in 1956-1957. The district operates a single high school for each race, with 1,758 white enrollment and 156 Negro. The white high school is of sufficient size to permit flexibility of staff utilization and a fairly wide range of curricular offerings. The Negro high school suffers from small enrollment.

Average daily attendance of 7,299 white and 750 Negro pupils will cause to be allocated to the district under the Minimum Foundation Program Act 208 white and 30 Negro classroom teacher units, fourteen white and one Negro special teacher units, and six white counsellorsupervisor units.

The bonded debt of the Galena Park District totals \$8,074,000, which is \$1,003 per pupil in average daily attendance. No alteration of the debt structure of the district is anticipated by this proposal.

Brazoria County (See Map, Page 241.)

Brazoria County is presently organized into nine school districts, of which five will be merged by this proposal. The county is characterized by wealth as a result of industrialization which occurred principally during and after the Second World War. In several cases which are described below, school district boundaries which were determined many years ago are no longer feasible and have resulted in widespread inconsistencies with respect to the distribution of taxable wealth and scholastic population.

In many respects the reorganizational goals in Brazoria County resemble those of the outlying rural areas more consistently than they resemble those of the other industrialized counties. The conclusion is inescapable that Brazoria County is neither truly industrialized nor truly an outlying rural area, but is a transitional county both in point of location and in point of the chronology of metamorphosis from primarily agrarian to primarily industrial economy. At least one excellent school district, Brazosport, \underline{q} . \underline{v} ., already exists in the county alongside others which display most of the weaknesses and disadvantages of many of the antiquated districts in the outlying rural areas.

Brazosport. As a result of proposed reorganization, Brazosport District is the only district of the four proposed which will not be



MAP XL. School District Reorganization Proposal for Brazoria County.

materially changed from its present status. A wealthy and progressive district, Brazosport has been characterized by extensive community support and enlightened administration and is regarded by many as a model district.⁷ The principal administrative difficulty in the district as it now exists is the problem of providing good educational facilities for the small Negro population (262 scholastics, of whom only 70 are of high school classification). The transfer of the Negro scholastics to the Angleton District (\underline{q} . \underline{v} .) might solve this problem by concentrating in the new Angleton District a total of 766 Negro scholastics, on which concentration a program can be predicated to include elective curricula and the other concomitant advantages of larger scholastic population. Or the Negro children of the two districts could be transported to a new central school plant built for their use.

The Brazosport District is characterized by taxable valuations which total \$148,627,000 or \$22,363 per pupil in average daily attendance, which is the third highest ratio of valuation to average daily attendance among the twenty-three reorganized districts. The annual operating expenditure of \$406 per student in average daily attendance is likewise third highest among the districts in the industrialized counties.

The structure of school distribution would remain unchanged, with the exception of the transfer of the Negro high school pupils. The present Negro high school plant at Brazosport is a comparatively new building and might be retained for use when expanding enrollments in the district make mandatory the opening of new plants. The white high school enrollment of 1,576 is sufficiently large to invite multiple elective curricula and flexibility in the utilization of its professional staff.

Six thousand three hundred eighty-four white students in average daily attendance will permit allocation under the Minimum Foundation Program Act of 245 classroom teacher units, 12 special teacher units, and 6 counsellor-supervisor units.

The present bonded indebtedness of Brazosport District is \$8,594,000, or \$1,293 per pupil in average daily attendance. After reorganization, if the Negro pupils have been transferred, the ratio of bonded debt to average daily attendance would become 1,346. The increased economy of operating the district without the heavy perpupil expenditures necessitated by the small Negro plants will permit the economic resources to be more effectively utilized.

<u>Alvin</u>. A reorganized Alvin District would supplant the present Alvin and Pearland Districts and accomplish a concentration of resources and pupil population for which most of the reorganization in the outlying counties will strive.

The total tax valuation of the new district would be \$117,954,000, or \$43,207 per pupil in average daily attendance. The present operating expenditure in the two districts is \$360 and \$429 per pupil in average daily attendance, averaging after reorganization \$415.

Inasmuch as neither existing district has any Negro scholastics, the reorganized district will operate only facilities for white students. For the two high schools now operating with an average enrollment of 391 would be substituted a single high school, if the district so desires, with an enrollment of 783, or a junior-senior high school, thus affording greater probability of enriched multiple-curricula and more effective assignment of the professional staff.

Two thousand seven hundred thirty pupils in average daily attendance in the reorganized district provides a basis for allocation under the Minimum Foundation Program Act of 101 classroom teacher units, 5 special teacher units, and 2 counsellor-supervisor units.

• Total bonded indebtedness of the reorganized district would be \$2,204,000. The present ratios of bonded indebtedness to average daily attendance in the two districts is \$851 and \$940 respectively, which equalizes after reorganization at \$857. Angleton. The proposed new Angleton District represents the reorganization of three existing districts, viz. Angleton, Manvel, and Danbury, in addition to a possible 262 Negro scholastics who might transfer from Brazosport (q.v.).

The reorganized district would have taxable resources valued at \$45, 191,000, or \$15,303 per student in average daily attendance. The operating expenditure, which ranges in the three existing districts from \$248 to \$399 per pupil in average daily attendance, in the new district averages \$257 per average daily attendance. Further economy will be effected by the elimination of two of the three districts now operating, as well as merging the existing superintendencies.

The two white high schools and one Negro high school now in operation in the three existing districts could be replaced by a single high school for each race, with resultant rise in enrollment per white unit. The present average white high school enrollment is 251. This would be raised by reorganization to 503. The 106 Negro high school pupils combined with 70 from Brazosport District (\underline{q} . \underline{v} .) would produce a high school enrollment of 176, which is small. With respect to both white and Negro high schools, the augmented scholastic population may be expected to result in the institution of more curricular variety and more effective assignment of professional staff.

The state-aided staff of the new district, based upon average daily attendance of 2,449 white and 755 Negro students (including 262 from Brazosport District, \underline{q} . \underline{v} .), will number 95 white and 31 Negro classroom teacher units, four white and one Negro special teacher units, and two white counsellor-supervisor units.

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The total bonded debt of such a reorganized Angleton District would be \$2, 181,000, or \$678 per pupil in average daily attendance. The wide disparity of availability and utilization of tax potentials among the three existing districts is revealed by the range in bonded indebtedness which is from \$260 to \$958 per average daily attendance. The stabilization and equalization of debt distribution among scholastic population, namely \$678 per average daily attendance for the reorganized district, will facilitate more rapid amortization of debt and/or the earlier ability of the district to realize some of its extensive fiscal protentials through the issuance of additional bonds.

West Columbia. Another reorganization proposal in Brazoria County resembling those in the outlying rural areas would be combining the existing districts of Sweeney, Damon, and West Columbia. None of these districts is actually large, although all are somewhat wealthy. This type of union of districts should be preceded by careful study.

The total taxable valuation of such a new district would be \$79,741,000, or \$23,740 per pupil in average daily attendance.

The concentration of scholastics necessary for the institution of multiple-elective curricula could be accomplished by the reduction of the two white and two Negro high schools now functioning to one high school for each race.

The total bonded debt of the new district being \$4, 125,000, would amount to \$1,235 per pupil in average daily attendance. The present range of bonded indebtedness among the districts making up the proposed West Columbia District is from \$940 to \$1,400. The figure is high, but extensive fiscal resources of the new district can be more effectively applied to the amortization of the debt, and within a comparatively short period of years the debt can be materially reduced, thus freeing a greater proportion of the tax potential of the new district for expansion when it becomes necessary.

Galveston County (See Map, Page 248.)

Careful investigation of the reorganization possibilities in Galveston County reveals the advantages to be expected from the reorganization of the eight districts now operating in the county into four new districts. The county is characterized by geographical



MAP XLI. School District Reorganization Proposal for Galveston County.

segmentations, with Galveston Island proper connected to the mainland only by causeway. The two districts lying on Bolivar Pennisula across Galveston Bay and Bolivar Roads from Galveston Island, viz. Port Bolivar and High Island have been treated <u>supra</u>, Chapter IV, Page 189, by the proposal that they be incorporated into the East Chambers District of Chambers County, to which they are more logically related from the standpoint of geography.

<u>Galveston</u>. Galveston Island proper presently is organized into two districts, Galveston Independent School District and Island Common School District.¹ The latter district is currently operating only a small elementary school. Reorganization would envision the combination of the two districts into a single system. Such a reorganized district would have assessed valuation of \$118,904,000, or \$13,110 per pupil in average daily attendance. The expenditure of \$285 per pupil in average daily attendance (based upon 1956-1957) remains unchanged.

The district structure remains unaltered, with the economical elimination of the Common School District described above and its incorporation into the Galveston District. No change in superintendencies is anticipated.

¹Island Common School District was joined to Galveston Independent School District in a consolidation election in June, 1960.

The white and Negro high schools now operated in the Galveston District can continue to exist, the 1,776 white and 778 Negro high school enrollments being already sufficient to serve as bases for broadened multiple-curricular offerings and efficient assignment of professional staff.

Upon an average daily attendance of 5,595 white and 2,796 Negro pupils is based the allocation under the Minimum Foundation Program Act of 212 white and 102 Negro classroom teacher units, 10 white and 5 Negro special teacher units, and 4 white and 2 Negro counsellor-supervisor units.

The total bonded indebtedness of the new Galveston District will be \$6,392,000, which is at the ratio of \$760 for each pupil in average daily attendance. Since the present ratio is \$764 per average daily attendance, a four dollar reduction will result from the addition of the 707 scholastics from the Island District.

The geographical unity of Galveston Island and the difficulty of transporting Galveston pupils to the mainland or pupils from the mainland to the island because of the distance involved (the causeway linking the island to Virginia Point on the mainland is 1.9 miles in length and subject to interrupted service because of occasional barge accidents) the establishment of a single district concurrent with the

island boundaries is logically indicated. Fortunately, within that geographical entity the relationship of taxable wealth to scholastic population is sufficiently high to maintain a sound educational system.

<u>Clear Creek</u>. The existing Clear Creek District is blessed with extensive resources and community support, and enlightened administration of the district has constituted what many consider a model small school district. A joinder to Clear Creek of two smaller districts, Friendswood and Dickinson, would not materially affect the ratio of resources to scholastic population but will afford opportunity for more economical utilization of the resources available in the larger unified district.

Such a new district would have \$116,939,000 in taxable valuations, which is in the ratio of \$37,412 per pupil in average daily attendance. This is the third highest such ratio in the five industrialized counties as reorganized.

With significance both in the area of economy and in the area of curriculum development, the three white high schools operating at present could possibly be reorganized as a single junior and senior high school unit, the one Negro high school being closed and the Negro scholastics transferred to a cooperative Negro education center to be located in the western portion of the new Texas City District (q. v.).

Two thousand nine hundred seventy-three white pupils will remain in the new Clear Creek District after transfer of the 425 Negro scholastics to the cooperative center.

The outstanding bonded indebtedness of the reorganized district totals \$3,030,000, which amounts to \$803 per pupil in average daily attendance (Negro pupils excepted in the new district). The present range in ratios of bonded debt to average daily attendance among the existing districts is from \$516 to \$1,227. The equalization of that ratio at the figure named will enable more effective application of revenue to the early amortization of the existing debt or the issuance of additional bonds.

La Marque. Two small districts, Hitchcock and Santa Fe, could be joined to the existing La Marque District to form the reorganized La Marque District. The 1,721 Negro scholastics thus concentrated could then be transferred to the cooperative Negro school center in Texas City District (\underline{q} . \underline{v} .), leaving La Marque District responsible for the operation of facilities for white students only.

The total tax valuations in the new district will amount to \$90,425,000, which is \$14,449 per pupil in average daily attendance. The present ratios of operating expenditure to pupils in average daily attendance would equalize at \$281, from a current range of \$220 to

\$298. The effectiveness in utilization of this expenditure will be materially increased by avoiding the expensive maintenance of small facilities for Negro pupils and by the elimination of two of the three districts now in existence plus consolidation of the three superintendencies now in existence, as well as by elimination of two of the three existing high schools for white students.

The reduction in number of white high schools by two-thirds will raise enrollment from the present average of 315 to an actual enrollment of 946 in the white high school of the reorganized district. Two hundred seventy-eight Negro high school students would be transferred to the cooperative Negro school center in Texas City District.

Upon the resulting average daily attendance of 4,537 white pupils, the Minimum Foundation Program Act will authorize for the reorganized La Marque District a total of 175 classroom teacher units, 8 special teacher units, and 4 counsellor-supervisor units. The concentration of scholastic population in a single plant for each grade grouping, i. e. elementary, junior high school, and high school, would facilitate more effective utilization of the teaching and specialist staff. This advantage alone is sufficient to justify the reorganization here proposed. The reorganized La Marque District will have bonded obligations totalling \$7,015,000, which is a ratio of \$1,121 per pupil in average daily attendance. The differences in application of tax potentials among the three existing districts is revealed by the current range of bond debt ratios to average daily attendance, a range from \$681 to \$1,298.

<u>Texas City</u>. Because the western edge of the reorganized Texas City District is centrally located with respect to the new Clear Creek and La Marque Districts, there is proposed the establishment of a cooperative Negro education center similar to that recommended in the Cypress-Fairbanks District (\underline{q} . \underline{v} .), Page 237. Negro pupils in average daily attendance who will be educated in this center number 425 from Clear Creek, 1, 721 from La Marque, and 374 from Texas City, or a total of 2,520. Of this number, 488 are high school pupils, which will render feasible the establishment of a Negro high school of adequate size.

The distances across the three districts concerned are negligible, from ten to fifteen miles being the maximum that any child will have to be transported to the center and the road net is excellent, being composed mostly of paved or shelled county roads. The attachment of the school center to the Texas City District for administration has caused

the statistical data regarding the center to be included with the Texas City data, but the financial support for the center would be derived by pro-rata apportionment among the three using districts.

Such a new Texas City District would have tax potentials of \$101,595,000. The current operating expenditure of the Texas City District is \$354 per pupil in average daily attendance, which remains unchanged.

The organization of the Texas City District will consist of a single district and superintendency and one high school each for whites and Negroes. The white high school enrollment would remain 1,222, which is considered adequate. The Negro high school will be raised in enrollment from 115 to 488, with attendant improvements apparent in curriculum and staff utilization.

The bonded indebtedness of the present Texas City District would be inherited by the reorganized district, in the amount of \$8,928,000, which is \$1,836 per pupil in average daily attendance. The economy of operating the Negro school center rather than the separate small Negro schools can be anticipated as a factor which may permit the application of a greater share of revenue potential to the retirement of the bond debt. Jefferson County (See Map, Page 257.)

Jefferson County is a highly industrialized Gulf coastal region with few geographical features of significance in reorganization planning. The county is neither segmented internally by natural features nor particularly remote from surrounding counties. The ten school districts existing in the county are reduced by this proposal to four reorganized districts, including one county-line district, Beaumont, which is described below. The Negro population of the county is concentrated in the two largest districts, namely, Beaumont and Port Arthur. The valuations bear a significantly low ratio to market value in the county as shown by Table V-2, Page 224.

<u>Beaumont</u>. The reorganized Beaumont District would comprise seven existing districts, including the Vidor District in Orange County. In addition to the present Beaumont Independent School District and the Vidor District, the reorganized Beaumont District would include the present units of South Park, Fannett, Hampshire-New Holland, Nome, and China. The Vidor District in western Orange County is incorporated into the new Beaumont District because the completion of a new superhighway in 1958 resulted in closer transportation ties between Vidor and Beaumont than between Vidor and the eastern portion of Orange County. In addition, the combination of the poorly endowed



MAP XLII. School District Reorganization Proposal for Jefferson County.

Vidor District with the eastern districts of Orange County would merely compound an already serious lack of fiscal resources in Orange County.

The existing South Park District is a comparatively wealthy unit which is entirely surrounded by the territory embraced in the present Beaumont District. With neither scholastic population conformable to its wealth nor possibility of expansion, the South Park District can be combined with Beaumont District to the mutual advantage of all. The Fannett, Hampshire-New Holland, Nome, and China Districts are within reasonable proximity to Beaumont and are characterized by extremely small enrollments; although the financial resources of Fannett and Hampshire-New Holland are extensive. The Nome and China Districts are poor in both taxable resources and pupil population and consequently cannot maintain adequate systems of education.

The bonded indebtedness of the reorganized Beaumont District would total \$347,608,000, which is \$14,154 per pupil in average daily attendance. The wide differentials between the existing districts in the matter of applying wealth to educational programs are revealed by the range of operating expenditures expressed as a ratio to average daily attendance, which range is currently from \$208 to \$676 among the seven districts. The reorganization of the Beaumont District will equalize such expenditure at \$289. Of further significance with respect to economy of operation is the proposed reduction of four of the six white high schools now operating in the seven districts, and of one of the two Negro high schools now in existence.

The reduction in number of operating high schools will cause the enrollment of each school plant to rise from a present average of 633 white and 513 Negro pupils per high school to a post-reorganization average enrollment of 1,583 white pupils per high school and an actual enrollment of 1,027 in the Negro high school.

The new district could profit materially from the concentration of pupils in average daily attendance which would result from the reorganization as proposed. Upon an average daily attendance of 17,359 white and 6,644 Negro pupils, the Minimum Foundation Program Act would authorize the employment of 669 classroom teacher units in white schools and 260 in Negro schools, in addition to 33 white and 13 Negro special teacher units and 14 white and 15 Negro counsellor-supervisor units.

The new district could assume bonded indebtedness totalling \$19, 191, 000, which is \$797 per pupil in average daily attendance, as compared with the present range of bonded debt to average daily attendance ratios among the seven districts of from \$73 to \$1,173.

Port Arthur. The existing Port Arthur District is populous and wealthy, but on the southern periphery is located a sparsely populated district, Sabine Pass. Reorganization of the area advocates the combination of the two districts into a new Port Arthur District, which can provide more adequate facilities for the Sabine Pass scholastics without material effect upon the quality of education currently being administered in Port Arthur.

The taxable resources of the new district, principally oil refineries and port facilities, will total \$257,862,000, which is \$19,627 per pupil in average daily attendance. The current operating expenditures of the two districts for 1956-1957 were \$386 for Port Arthur and \$421 for Sabine Pass.

The average enrollments in the new Port Arthur District are misleading inasmuch as the bulk of scholastic population is in the existing Port Arthur District, Sabine Pass maintaining a white high school with only 41 pupils enrolled. Addition to the Port Arthur enrollment of these students is not calculated to improve materially the system, but the benefit to the pupils from Sabine Pass is incalculable in terms of providing them with better plant and professional facilities. The Port Arthur high school will have an enrollment of 2,931 after reorganization, while the Negro high school enrollment

remains 930, which is of adequate size to provide the curricular and staff benefits of a medium-sized high school (Figure 1, Page 162).

The reorganized district would aggregate 9,462 white and 3,676 Negro pupils in average daily attendance, which allocates under the Minimum Foundation Program Act 362 white and 141 Negro classroom teacher units, 18 white and 7 Negro special teacher units, and 7 white and 3 negro counsellor-supervisor units.

The bonded debt of the new district will total \$9,733,000, which will amount to \$749 per pupil in average daily attendance. The present indebtedness of the two districts is \$740 and \$781 per pupil in average daily attendance respectively.

Port Neches. Located northeast of the proposed Port Arthur District, the Port Neches District as it is now organized displays a good relationship between wealth and scholastic population and a sizeable enough enrollment to permit the advantages of concentration to accrue, i. e. variety of curricular offerings and effective utilization of faculty and specialist personnel.

The taxable valuations of Port Neches District total \$72,290,000, or \$17,237 per pupil in average daily attendance. The operating expenditure per average daily attendance is \$302. One high school is maintained for white scholastics, with an enrollment of 1,058. There are no Negro scholastics in the district. The 4, 194 white pupils in average daily attendance will cause to be allocated under the Minimum Foundation Program Act 161 classroom teacher units, 8 special teacher units, and 3 counsellorsupervisor units.

The bond debt of \$6,717,000 represents \$1,602 per pupil in average daily attendance, and the large financial potential of the district makes feasible the amortization of bond obligation at a more rapid rate in the future should the need arise.

<u>Nederland</u>. Between the Port Neches District and the Beaumont District is located the Nederland District, which like Port Neches is characterized by both wealth and population sufficient to warrant its remaining unaltered. Nederland District taxes \$47,050,000 worth of property, which is \$18,034 per pupil in average daily attendance. The operating expenditure was \$310 per pupil in average daily attendance in 1956-1957. One white high school is maintained with an enrollment of 668, which is deemed adequate to permit elective curricula and effective assignment of staff members. There are no Negro scholastics in Nederland District.

There are allocated under the Minimum Foundation Program Act 100 classroom teacher units, 5 special teacher units, and 2 counsellorsupervisor units, based upon white pupils numbering 2,609 in average daily attendance. The \$2,524,000 bonded indebtedness of the district is only \$967 per pupil in average daily attendance. Extensive resources are available, chiefly as a result of the low ratio of tax valuations to market valuation of taxable property.

Orange County (See Map, Page 264.)

Orange Independent School District. After the separation of the present Vidor District from the remainder of Orange County and its attachment to the reorganized Beaumont District, <u>q.v.</u>, <u>supra</u>, there is proposed the combination of the eight residual districts into a district which will resemble the Conroe Independent School District in Montgomery County, <u>supra</u>, Page 193. The present Orange District, which is the principal district in population in the area, is hampered in its development by the existence of several smaller districts on its boundaries, which have few scholastics but comparatively large wealth. Accordingly, a combination is proposed of the present districts of Orange, Orangefield, West Orange, West Cypress, Mauriceville, Cove, Bridge City, and Bancroft into a reorganized Orange Independent School District.

The resultant district, with \$145,222,000 in taxable valuations, would have \$16,843 in assessed valuation per pupil in average daily



MAP XLIII. School District Reorganization Proposal for Orange County.

attendance. The average operating expenditure of the new district would be \$264 per pupil in average daily attendance. By a combination of districts as proposed there could result a high school enrolling 1,931 students. The Negro high school would continue to operate with an enrollment of 270 which is small in size (Figure 1). While a larger enrollment is desirable, the isolation of the Orange District from the nearest district operating a large Negro high school, Beaumont, makes impracticable the transportation of the Orange District Negro scholastics to Beaumont.

Merging the eight districts into one will concentrate an average daily attendance of 8, 114 white and 1,059 Negro pupils in the new district. Based upon this scholastic population in average daily attendance, the Minimum Foundation Program Act would allocate to the Orange District 312 white and 42 Negro classroom teacher units, 10 white and 2 Negro special teacher units, and 6 white and one Negro counsellor-supervisor units.

The aggregate bonded indebtedness of the eight districts which would comprise the new Orange District will be \$5,439,000, which amounts to \$592 per pupil in average daily attendance in the reorganized district. The present range of ratios of bonded debt to average daily attendance among the eight districts is from \$114 to \$1,575.

SUMMARY

The five counties which are denominated "Group IV--The Industrialized Counties" present a great variety of educational problems, some of which are closely related in nature of those encountered in the outlying rural counties treated in Chapter IV, and others of which are peculiar to the more heavily populated and wealthier sections of the nineteen-county area.

Generally, the problems of sparse population and of insufficient wealth do not plague the school districts in these five populous counties. Some districts of the five-county area are exceptionally wealthy in relation to their scholastic population. In a few cases, the joining of districts of sharply divergent expenditures per pupil in average daily attendance would result in pronounced curtailment of expenditures in the wealthier district to achieve an average between the districts. A method of preventing deterioration of standards in the wealthier area might be to increase proportionately the appropriations of the district with lower expenditure, as is suggested for the new Pasadena Independent School District (\underline{q} , \underline{v} .). To achieve this, a careful study of taxable resources and subsequent implementation to broaden the tax base of the lower district would be essential.
The criterion applied was to concentrate enough pupils to form an economical high school plant, large enough to employ a good professional staff and offer a variety of courses.

In Harris County and again in Galveston County districts, the solution proposed is to create two cooperative Negro education centers, one in Cypress-Fairbanks District to serve Cypress-Fairbanks, Katy, Spring Branch, and Tomball, and the other in the western portion of Texas City District to serve Texas City, Clear Creek, and La Marque. With these units in operation, there would not exist in the five-county area a single district or local school plant which could not because of underpopulation provide multiple-curricular offerings and a selective professional staff.

These proposals reduce the number of districts in operation in the five-county area from fifty-seven districts, some of which operate only elementary schools for either whites or Negroes, to twenty-three districts offering high school programs to all students in the five-county region described.

CHAPTER VI

FACTORS AFFECTING THE TEMPO OF SCHOOL DISTRICT REORGANIZATION

For the purpose of presenting some important factors that influence the planning and the outcomes of reorganization movements, Chapter VI is divided into two parts: 1) Legal Problems, and 2) Fiscal Problems.

I. LEGAL PROBLEMS

Ambiguous Concepts Concerning School District Reorganization

The urgency of school district reorganization is often obscured and confused by the use of terms construed to have the same meaning; words such as "consolidation," "annexation," and "centralization" sometimes are misapplied as if they were synonomous with the term "school district reorganization." Janetos was of the opinion that the exact and true meaning of the term "reorganization" has not yet become universally known when he, as previously quoted, stated that ignorance and fear are the greatest deterrents to any reorganizational movement. ¹ Enlightenment then of the rank-

¹Peter Janetos, "Obstacles to School District Reorganization," The School Executive, Volume 74, Number 5 (February, 1955), p. 54.

and-file becomes one of the most important requisites pertaining to any planned reorganization movements.

In contrast to "reorganization," the other terms confusingly misused usually apply to local endeavors. Annexation applies in legal meaning to a situation wherein one district relinquishes all or part of its territory to an adjoining district, but the term itself has nothing to do with reorganization.² "Centralization" is a term, popular especially in the East, applied to planned mergers of existing districts. Although frequently annexations and consolidations have been planned to lead to greater educational adequacy, the usual aim of such movements was for the convenience of one or more sections of the community or for financial expediency.

Reorganization goes much farther, for it is predicated on a plan to achieve previously adopted standards of adequate enrollment, qualified staff, varied curricular offerings, and a tax structure capable of underwriting the cost of such standards. A prevalent and somewhat fallacious idea that larger districts must always levy higher taxes on greatly increased valuations, although increased tax levies often develop, also deters school district reorganization.

²John C. Hinsley, <u>The Handbook of Texas School Law</u> (Austin: The Steck Company, 1948), p. 286.

Actually reorganization when properly planned achieves economy of operation, if for no other reason than a decreasing of the number of administrative units formerly existing, but chiefly through more educational value for money spent. The active support of the major taxpayers becomes an important factor in a projected school district reorganization program. Big business, organized on the principles of economy and efficiency themselves, will support those principles where applied to organizations that they maintain by the payment of a large share of their tax renditions.

An Interpretation of the Role of Legally Constituted Bodies

The laws governing operation of public schools in Texas have granted powers which are often overlapping to several governing bodies. The statutes, their enforcement, and their objectives are little understood by the layman. Consolidations or annexations, for instance, can be ordered to form new districts, to combine districts, or to abolish school districts by three distinct legal entities in Texas at the present time: The county judge, the commissioner's court of the county, and the county board of trustees.³ A conflict of policy

³See Appendix C, Page 314, for a complete reference to applicable laws concerning school district reorganization by subject and item within the subject.

among these three duly constituted authorities could result in chaos in any of the nineteen counties under study except Calhoun (a county unit) as it is presently organized. Revision of these laws is prerequisite to a concerted movement for school district reorganization.

Voting in Texas for reorganizational planning must be ordered by one or more of the above listed authorities; and ballots must be canvassed within each district, for a consent vote must carry a majority in each district. Much of the petty political manuevering now possible within districts could be avoided if consent voting were authorized on a regional basis. Regional voting by authority of the county judge would eliminate such practices as the naming of political supporters to supervisory posts of local political affairs. Regional voting would also result in a stricter adherence to voting procedure rules, and an impartial canvassing of election returns. Such safeguards would go far in eliminating the possibility of district submission to the influence of power organizations within the district.

Since the preponderance of the members of the Texas Legislature come from the rural areas and since a disproportionate number of taxpayers and voters live in the five industrialized counties of this study, little aggressive leadership for school district reorganization has emerged at the state level. Although reorganization is

being mandated at the state level in many states, the Texas Education Agency has been specifically limited in forcing district changes or consolidations.⁴ A revision of the statutes up-grading the powers of the Agency pertaining to feasible and desirable reorganizational combinations should be considered as a means of keeping the region abreast of reorganizational trends.

The Classification and Titles of School Districts

Three types of school districts can be set up in Texas under present provisions. The common school district is administered by the county superintendent under authority of the county board. No common districts exist in ten of the nineteen counties under study; thus no such demands are made on the county superintendent for his guidance. The rural high school district, where it exists, usually has resulted from a consolidation of several smaller districts, with its main objective being to increase its number of scholastics to afford some sort of a secondary offering. These districts are now on the wane in Texas (See Table II-1, Page 35).

The independent school district combines the qualities of local control without the sacrifice of autonomous efficiency. Total numbers

⁴Refer to Page 34, Chapter II.

of independent districts in the state of Texas have increased greatly since 1949 (See Table II-1, Page 35). Apparently the governing principles of the Independent School Districts are best geared to the needs of the region as a whole. Organized much like a governmental corporation, it is administered by its own elected sevenmember board, exercising direct authority for school matters which require little deference to the county board or to the county superintendent.

, Boards of education contemplating mergers of their respective districts are often confronted with the task of selecting a name for the emerging district. Long and unwieldy school names, some of them often hyphenated, have been adopted when emotions or traditions were involved. Obviously, in many instances, authorities have attempted to satisfy each district by combining each name. If for no other reason than bookkeeping convenience, a short, definitive title for a reorganized district should be adopted.

In Appendix C, Page 314, reference is made to Hinsley's listing of school laws, previously cited, affecting consolidations, annexations, and bond redemptions in Texas.

Bond Obligations

The consideration of bonded debts, the assumption thereof, and the allocation of tax receipts for the retirement of existing bond

obligations, on occasion, can become an issue in the ratification of reorganization proposals. However, these problems, although seemingly complex, rarely develop into an obstacle totally blocking a proposed reorganization movement.

The variance in bonded debt, the total, and the bond debt per average daily attendance, among the districts of the nineteen-county area is presented in Table VI-1, Page 275. In several counties, the debt per average daily attendance is shown to be several times the yearly expenditures for education per average daily attendance, which is also shown in the same table.

As to the manner of meeting the payments on bonds outstanding in merging districts, Article 2807, Texas Public School Law, states:

If at a time of consolidation there are outstanding bonds of any of such districts, then at the election held for the purpose of consolidation, there may be submitted to the qualified taxpaying voters of such proposed consoldated district the question as to whether or not the said consolidated district shall assume and pay off said outstanding bonds and whether or not a tax shall be levied therefor. 5

Although this law does not require the merger of the districts to be halted when the question of bond payment has been defeated, the trustees of the areas which voted to refuse payment are privileged

⁵Texas Education Agency, <u>Public School Law</u> (Austin: The Agency, 1952), p. 236.

County	Total Bonded Debt	Debt per Average Daily Attendance	1956-1957 cost per Average Daily Attendance
GROUP I COUNTIES:	\$ 3,949,718	\$ 379	\$283
Austin	989, 588	431	280
Colorado	1,215,456	372	298
Waller	1, 138, 798	521	292
Washington	605,876	195	244
GROUP II COUNTIES:	11,520,926	700	330
Montgomery	1,409,886	276	329
Hardin	3,083,692	614	278
Liberty	4,465,476	604	314
Chambers	2,561,872	1,248	402
GROUP III COUNTIES:	23, 307, 602	623	332
Fort Bend	4, 564, 708	652	299
Wharton	3, 179, 570	426	304
Victoria	6,987,767	849	463
Jackson	2,187,031	681	317
Matagorda	3, 239, 26 3	611	318
Calhoun	3, 149, 263	938	285
GROUP IV COUNTIES:	226, 793, 042	-851	315
Harris	139,831,695	727	298
Brazoria	17, 105, 355	1,090	397
Galveston	26,250,306	1,098	322
Jefferson	37, 125, 801	900	301
Orange	6,479,885	545	258

TABLE VI-1.A COMPARISON OF BONDED DEBT OF SCHOOLDISTRICTS IN THE NINETEEN-COUNTY AREA

Sources: Tables III-3, IV-1, IV-2, IV-3, and the Recapitulation for Tables V-1 through V-5, inclusive. to make a written report of the matter to the county board which, in turn, will certify this report to the county commissioner's court, whereupon the commissioner's court has the power by law to levy a tax annually upon the area sufficient to meet its bonded indebtedness.⁶ Such contested instances are rare, although they should be referred to as bond obligations do play a part in community acceptance of proposed school district reorganization movements.

Tax Evasion Attempts

In some areas, groups or individuals who hold large tracts of lands which are taxable by the school district may use various kinds of subterfuge to avoid paying a fair and lawful share of taxes. Often owners render as farm land that property which has become potential suburban residential property or industrial sites. Only through alert and continuous inventory of local tax resources can assessed valuations be maintained consistent with market values. In addition to a fair and impartial board of equalization, most districts need the services of qualified tax valuation engineers and appraisers, who would have no interest in local affairs. Such practices would provide boards of equalization with impartial appraisals, and thereby would reduce materially the number of questionable renditions.

⁶Texas Education Agency, <u>op</u>. <u>cit</u>., p. 410.

Some industries clamor for no valuation figures at all to be placed upon their properties. In conferences with school authorities they have advocated the construction of yearly budgets including all other properties in the district. Budget totals are then arrived at, and the industry in question proposed to make up the difference in the costs of education between all other properties and their own. As a first impression, one may think that industry, in such an instance, is being particularly cooperative and generous with the school district taxing authority. However, experiences have proved that industry tries desperately to avoid any concrete valuation figures being placed upon the huge plants that they operate. A law making clear the manner in which property valuations should be rendered, and for proportionately how much in regard to its actual value, would equalize tax loads, and in the long run make for better schools within the whole area.

II. FISCAL PROBLEMS

The Minimum Foundation Program

The Minimum Foundation Program in Texas, popularly called the Gilmer-Aiken laws, was originally designed to guarantee equivalent educational opportunities throughout the state. One of the most

controversial problems that has developed since the inception of the program has been the manner in which the Economic Index for each county is assigned. Particularly was this true at the inception of The Economic Index is used to determine the Gilmer-Aiken laws. the "Local Fund Assignment" which is the amount which local taxes must contribute to the Foundation Program.. (The sum total of all local fund assignments is equivalent to 20 per cent of the computed sum total of all of the Minimum Foundation Program.) Revisions in the original laws have provided much more flexibility and consequently have relieved many hardship cases in various counties that resulted when index fund assignments proved inapplicable or obsolete. At the present time index figures are required by law to be computed each year for the various counties. Such computations must be completed by the first week in March in order that they may be in the hands of the various school authorities in time to arrive at proper budgets.

The foundation program concept of school finance requires that the state guarantee sufficient funds to enable every school district, regardless of structural organization, to provide a minimum program of education to every child. In Texas the highest foundation program costs per pupil are in the smallest districts of the state, and the total cost of the foundation program is shared by the

state and local school districts on a percentage basis. Obviously, the problems concerning school finance, the Economic Index, and the Foundation Program itself, are all inextricably intertwined around the question of what constitutes efficiently organized school districts.

Inequalities in Tax Assessments

Although it is current practice in some districts for both taxpayers and boards of equalization to employ property valuation specialists to represent them at a yearly consideration of tax values, the element of bargaining and expedient compromise is evident. Often a hurried reappraisal can be negotiated prior to the public meeting, and because of this, suspicion is created toward the board concerning its impartiality. The large holdings of a sulphur company in Wharton County were taxed on one occasion at 24 per cent of market value; while property generally in the county was being assessed at 33 per cent of the market value. Other similar cases have created contention between residential and industrial taxpayers.

Market and taxable values are not clearly defined by law. Customarily, the value at which one can sell his property is considered market value. However, one must remember that sales are seldom consummated at any time the owner wishes under normal conditions. The elements of circumstance and demand must be considered

as factors controlling market price. What constitutes market value today may not at all decide market value in the past or future. Obviously if all property were fairly appraised and fairly rendered, the problems attached to assessing and collecting would virtually disappear. At the present no legislative mandate or machinery to guarantee such impartial appraisals and renditions exist. There is no state board of equalization.

Area Expenditures Compared to National Expenditures

All of the counties in the nineteen-county region are presented in Table VI-2 on Page 281 in order to compare expenditures per student in average daily attendance in this region to expenditures in other states. Table VI-3, Page 282, gives a comparison of the four counties of the region which have the highest annual current expenditures per average daily attendance with the four states of the nation which annually make the highest per average daily attendance expenditures. Victoria County spent \$463 per average daily attendance in 1956-57, while New York State spent \$535 per average daily attendance; Chambers County, \$402 per average daily attendance, Alaska, \$520; Brazoria County, \$397 per average daily attendance, New Jersey, \$463; and Montgomery County spent \$329 per average daily attendance, while

TABLE	VI-2.	A COM	PARIS	ON OF	CURREN	T EXF	PENDITUR	ES PER
PUPIL	IN AV	ERAGE	DAILY	ATTE	NDANCE	WITH	EXPEND	TURES
			IN SE	LECT	ED STAT	ES		

County	Per Average Daily Attendance	State	Per Average Daily Attendance
Austin	\$280	Alabama	\$164
Brazoria	397	Arizona	332
Calhoun	285	Alaska	520
Chambers	402	Colorado	355
Colorado	298	Florida	295
Fort Bend	299	Georgia	208
Galveston	322	Illinois	410
Hardin	278	Indiana	325
Harris	298	Kansas	330
Jackson	317	Idaho	276
Jefferson	301	Louisiana	330
Liberty	314	Kentucky	205
Matagorda	318	Maine	255
Montgomery	329	Massachusetts	375
Orange	258	Minnesota	358
Victoria	463	Montana	373
Waller	292	New Hampshir	e 326
Washington	244	Nevada	410
Wharton	304	Nebraska	290

Sources: Wallace H. Strevell, <u>School Finance Study</u> (Houston: Gulf School Research Development Association, 1959), p. 13.

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TABLE VI-3. A COMPARISON OF CURRENT EXPENDITURES PER PUPIL IN AVERAGE DAILY ATTENDANCE IN THE HIGHEST FOUR COUNTIES OF THE AREA WITH THE EXPENDITURES IN THE HIGHEST FOUR STATES NATIONALLY

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County	Per Average Daily Attendance	State	Per Average Daily Attendance
Victoria	\$463	New York	\$535
Chambers	402	Alaska	520
Brazoria	397	New Jersey	463
Montgomery	329	Wyoming	435

Source: Ibid, Table VI-2.

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Wyoming spent \$435. Texas as a whole ranked thirty-third among the fifty states with its average of \$308 current expenditure per average daily attendance; Alabama was lowest with a current expenditure of \$160 per average daily attendance.⁷

Present Tax Resources Within the Nineteen-County Area

The relative wealth and debt of these nineteen counties has previously been shown in Tables III-3, Page 46, and V-2, Page 224. Their wealth, and consequently their ability to support public education, is re-emphasized in the presentation of Table VI-4, Page 284. Here the ten major taxpayers of each county in the region are given by name, date of assessment, and amount of assessment. This information was taken from the <u>Texas Municipal Bond Reports</u>,⁸ The Municipal Advisory Council of Texas at Austin. The dates shown for each county refer to the date of that particular report.

New Sources of Local Taxable Wealth

Twenty-four sources of potential tax revenues for local school government have been suggested by the National Education Association as follows:

⁷Refer to Table III-3, Page 47, and to Wallace H. Strevell, <u>School Finance Study</u> (Houston: Gulf School Research Development, 1959), p. 13, Table V.

⁸From the files of Mr. Tom Masterson, Bond Department, Underwood Neuhaus Company, Bond Brokers, Houston Club Building, Houston, Texas.

TABLE VI-4. THE TEN PRINCIPAL TAXPAYERS IN EACH OF THE

NINETEEN COUNTIES WITH DATE AND AMOUNT OF

ASSESSMENT SHOWN

County and		
Date of	_	Amount of
Assessment	Taxpayer	Assessment
AUSTIN	Humble Oil & Refining Co.	\$ 3,565,650
	Gulf, Colcrado, & Santa Fe Ry.	664,910
	Texas Gas Corporation	435,720
October 10,	M-K-T Railway	354,510
1958	Houston Lighting & Power Co.	237,820
	Humble Pipe Line Corporation	210,390
	Tennessee Gas Transmission Co.	199.940
	Magnolia Pipe Line Co.	191,960
	South Western Dell Telephone Co.	183.110
	Citizens Stole Book (Bellville)	134,420
<u></u>		
BRAZORTA	Dow Chemical Enterprises	71, 121, 255
	Pan American Petroleum Propertie	e 30 157 1.10
	Philling Patroleum Composition	
August 20	Humble Oil & Defining Co	15 628 320
August 20,	The Merry Merring CO.	11 769 120
T A 2 A	THE TEXAN UP.	
	Etay1-Dow Unemicals	1,915,000
	Houston Farms Development Co.in	c. 1,240,030
	Missouri Pacific Hallway	1,039,040
	Houston Lighting & Power Co.	1,028,850
	Texas Pipe Line Co.	900,790
CATHOIN	Aluminum Cornoration of America	13.181.130
	Union Carbide & Carbon Co.	9,782,1,35
	Ouintana Petroleum Cornoration	1,857,660
Tul- 2	Humble Oil & Refining Co	1 31.6 810
TOER	Tennessee Ges Transmission Co	040,040
1700	Destes Oil & Cas Ca	800,740
	Drazos ull & UAS VO. Cimploim Ail & C O-	
	DINCLAIR ULL & Gas CO.	051,040
	Amerada Petroleum Co.	399,080
	Southern Minerals Corporation	340,820
	Patricia & Patrick H. Welder	

County and		
Date of	_	Amount of
Assessment	Taxpayer	Assessment
ATTIMORDO	Markla Add & Defining Or	11 orl 010
CHAMBERS	Humble Oil & Relining Co.	13,054,930
	Sun Uil Corporation	7,901,305
	Standard Oil Corporation	1,035,140
	Gulf Oil Corporation	699,695
February 24,	The Texas Co.	674,800
1 9 5 8	Texas Gulf Producing Co.	519,140
	Texas Eastern Transmission Co.	388,070
	Pan American Petroleum Co.	309.530
	R. Mayes & T. Middleton	252,530
	Phillips Petroleum Corporation	221,830
COLORADO	Shell Oil Co.	12 871 520
UULUAWIDU	Citian Service (M) Co	2 010 870
	Magnalia Petroleum Componation	1 507 670
	Magnolia retroleum corporation	1,727,070
T 0	I & N O RELIWRY	UCOCCLC
July 2,	Superior Oil Corporation	940,040
1950	Tidewater Oil Corporation	659,960
	Sinclair Oil Co.	601,780
	Tennessee Gas Transmission Co.	567,070
	Robert Masbacker et al (oil)	522,740
	The Mound Co. (oil)	481,650
FOR DEND	Humble (d) & Destring (e	10 680 1.20
FORI DEND	Aunole Oli & Relining Co.	10,009,430
	Gill Oll Corporation	8,912,200
	Duval Sulphur Co.	2,068,130
	Imperial Sugar Co.	1,363,260
April 24,	United Gas Pipe Line Co.	1,293,300
1958	Jefferson Lake Sulphur Co.	900,000
	Houston Lighting & Power Co.	856,910
	The Texas Co.	803,290
	M-K-T Railway	587,010
	Houston Natural Bas Corporation	518,400
GALVESTON	union Carbide & Carbon Co.	20,000,000
	American Oil Co.	15,918,364
	Monsanto Chemical Co.	11,703,830
	Pan American Oil Co.	6,745,200
August 13,	South Western Bell Telephone Co.	2,450,290
1959	Texas City Refining Co.	2,085,864
	Humble Oil & Refining Co.	2,013.350
	Plymouth Oil Co.	1,981.830
	Houston Lighting & Power Co.	1,660.245
	Santa Fe Railway Co. (GC&SF Ry.)	1,281,750

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TABLE VI-4. (Continued)

County and		
Date of		Amount of
lesesment		Associatio or
ASSESSION	Taxpayer	Assessment
	•• • • • • • • •	0.00-
HARDIN	Sinclair Oil & Gas Co.	8,399,350
	Atlantic Refining Co.	6,928,980
	Humble Oil & Refining Co.	h.2hh.755
	Kinhy Lumber Co	3,715,645
February 12	General Crude Oil Co	1 166 100
repruery 19,	General ounds off of	1,100,100
1 Y 2 Y	Doutawestern Dettlement &	2 011 000
	Development Co.	1,2114,880
	Gulf Refining Co. (pipe line)	881,410
	The Texas Co.	865,810
	Transcontinental Gas (pipe line)	856,900
	Senta Fe Railway (GC&SF Ry.)	757,980
		1713700
HARRIS	Humble Oil & Refining Co.	55, 199, 640
Inidito	Hundre die die der Heining do.	12 630 200
	Houston Lighting & Power Co.	42,039,200
	South Western Bell Telephone Co.	29,560,030
	Sinclair Refining Co.	20,044,390
February 26,	Shell Oil Co.	18,440,490
1959	First City National Bank of	
	Houston	16.677.500
	Philling Chemical Co	11 033 320
	Shall Chemical Comparation	
	Shell Unemical Corporation	10, 545, 500
	Bank of the Southwest	9,752,050
	United Gas Corporation	9,373,580
JACKSON	Magnolia Petroleum Co.	16.797.390
	Humble Oil & Refining Co.	5,215,850
	Sun Gil Co	2 31.7 01.5
		2, 241, 742
V 1 10	The lexas co.	1,12,500
March 17,	Nanny B. West Estate	1,671,100
1958	United Gas Pipe Line Co.	1,235,430
	Southern Minerals Co.	1,089,470
	Pure Oil Corporation	933,370
	Tennessee Gas Transmission Co.	615,400
	Mauritz Estate	568,120
		<i>J</i> 00,120
JEFFERSON	The Texas Co.	36,865,290
	Magnolia Petroleum Corporation	27.010.580
	Gulf Oil Corporation	23, 305 550
	Bina Oil Connonstion	10 021 240
	rure off corporation	
May Id,	GULI STATES UTILITIES CO.	10,500,320
1958	Goodrich Gulf Chemical Co.	7,652,920
	Texas, U. S. Chemical Co.	7,443,830
	Texas Gulf Sulphur Co.	6,049,150
	Atlantic Refining Co.	5,257,230
	South Western Bell Telephone Co.	1.275 kin

County and		
Date of		Amount of
Assessment	Taxpayer	Assessment
LIBERTY	Texas Gulf Sulphur Co.	4,850,000
	Humble Oil & Refining Co.	3,269,090
	Sinclair Oil & Gas Co.	3,269,090
	General Crude Oil Co.	2,194,320
July 7,	The Texas Co.	2,166,220
1958	Pan American Oil Co.	1,862,548
	John Mecom et al (oil)	1.743.315
	Gulf Oil Corporation	1.655.745
	T & N O Railway	1.016.340
	Sun Oil Co.	990,815
MATAGORDA	Chio Oil Co.	7,646,170
	Pan American Petroleum Co.	5.541.760
	Skellev Oil Co.	2.272.430
	Brazos Oil & Gas Co.	2.211.110
May 18.	Sun 011 Co.	1,733,190
1959	The Texas Co.	881, 210
- ///	Humble Oil & Refining Co	881 1.60
	Temperces Cos Transmission Co	685 270
	Dour Chemical Co. (ail monortical	CO3,210
	Bower Restars Rectars	557,420
	lexas fastern iransmission Co.	400,140
MONTCOMERY	Humble Odl & Pefining Co	01 1.07 000
HOMI COMBILI	Tidauster Odl Comparation	21,407,020
	Tidewater Oil Corporation	5,001,010
	Ine Texas Co.	3,281,960
D	Superior OIL Co.	2,014,660
December 30,	Atlantic Refining Co.	1,824,940
1958	Shell Oll Co.	1,811,081
	Tennessee Gas Transmission Co.	1,429,2 30
	Sun Oil Co.	1,411,620
	Continental Oil Co.	1,277,900
	Pan American Petroleum Co.	1,061,090
CELANGE	E. I. DuPont de Nemours Co.	12,795,790
	Gulf Oil Corporation	2,052,910
	U. S. Steel Co.	1,773,450
	Spencer Chemical Co.	1,747,410
January 6,	Allied Chemical Co.	1,022.010
1959	H.J.L. Stark (timber and oil)	910.860
	Lutcher-Moore Lumber Co.	886.920
	The Texas Co.	862 1:30
	Mecom Trust Co.	8),1,1),0
	Gulf States Utilities Co.	820 660
		v,

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County and Date of		Amount of
Assessment	Taxpayer	Assessment
VICTORIA	Supray Mid-Continent Oil Co.	5,166,530
	E. T. DuPont de Nemours Co.	3,031,960
	Centrol Power & light Co	2 575 230
	Amerada Detroleum Co	2 115 1.20
T.J 70	Culf Oil Componition	1 715 1.50
		1 720 710
1959	Sun Ull CO.	1,570,710
	Victoria Bank & Trust Co.	1,3/0,000
	Victoria National Bank	1,063,740
	Union Producing Co.	945,580
	T & N O Railway	812,270
MALLER	Pan American Petroleum Corporatio	
	*	16.296.490
	Humble Oil & Refining Co.	5.851.660
	T & N O Railway	190,280
July 17.	Humble Pipe Line Co.	106.050
1050	Teves Restarn Transmission Co.	180,800
-///	Tennegge Gog Transmission Co	176 170
	Som C Hormicon (oil and cos)	120,120
	N K C Dedless	139,100
	M-A-T Railway	134,410
	Magnolia Pipe Line Corporation	126,350
	Continental Oil Co.	123,420
WASHINGTON	T & N O Reilway	Ji67.870
	Santa Fe (GC&SF Ry.)	279.870
	South Western Bell Telenhone Co.	261, 880
	Finst National Bank of Branham	204,000
Conton 17	FIRST NATIONAL DANK OF DESIMARI	240,500
september 11,	Sun UIL CO.	220,210
1959 1959	wasnington State Bank (Brenham)	218,420
	Farmers National Bank (Brenham)	125,410
	Texas Southwest Gas Co.	87,040
	Lower Colorado River Authority	54,440
	Gulf States Utilities Co.	36,970
	Texas Gulf Sulphur Co.	31,000,000
	The Taxas Co.	5,608 664
	Tennecces for Twonanteston C-	
	Michov et ol Michov et ol	7 272 410
	HIGHNUX CO NIL TITO OF	1,210,040
	United Gas ripe Line Co.	944,040
February 5,	T & N () HOT 177072	912.070
february 5, 1958	TOLIN C MALIWAY	
rebruary 5, 1958	Texas-Illinois Gas Pipe Line	903,750
1958	Texas-Illinois Gas Pipe Line Houston Natural Gas Co.	903,750 755,680
rebruary 5, 1958	Texas-Illinois Gas Pipe Line Houston Natural Gas Co. South Western Bell Telephone Co.	903,750 755,680 391,070

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TABLE VI-4. (Continued)

Advisory Council, Mutual Bldg., Austin.

- 1. Sales and Gross Receipts
- 2. Income and Payroll
- 3. Admissions & Amusements
- 4. Cigarettes & Tobacco
- 5. Business & Occupations
- 6. Parking Meters
- 7. Motor Fuel
- 8. Poll
- 9. Utilities
- 10. Liquor
- 11. Severance
- 12. Municipally Owned Services

- 13. Property Transfers
- 14. Hotel Rooms
- 15. Motor Vehicles
- 16. Gambling Devices
- 17. Race Tracks
- 18. Employee Insurance
- 19. Fire Insurance
- 20. License Fees
- 21. Fines
- 22. Advertising
- 23. Soft Drinks
- 24. Parking Lots⁸

Many items on the above list are of questionable value for the nineteen-county area under study. However, in his recent investigation concerning non-property taxes applicable to the Gulf Coast area, Barber lists three potential non-property revenue sources: A retail sales tax; a vehicle tax; and a tax on the gross receipts of utilities.⁹ Barber suggested the possibility of enabling legislation for local levy of a 2 per cent tax restricted to all retail sales except food, but he did not estimate the proceeds to be derived thereby. From a 25 per cent portion of the state license fee for each motor vehicle registered, Barber estimated a potential annual revenue of \$3,946,703 for the area.

⁸Committee on Tax Education and School Finance, <u>New Sources</u> of <u>Local Revenue for Public Schools</u> (Washington, D.C.: <u>National</u> Education Association, 1950), p. 14.

⁹W. G. Barker, "An Analysis and the Estimated Revenue From Certain Non-Property School Taxes in the Gulf Coast Area of Texas" (Unpublished Doctoral Dissertation, The University of Houston, Houston, 1959), p. 9.

A 2 per cent tax on the gross receipts of the utilities operating in nineteen-county area could bring an annual revenue of \$1,671,703 according to Barber's estimates. Such additional revenues would, if legally available, add materially to the financial ability of local school government in the region. ¹⁰

III. SUMMARY

The ultimate goal of the school district reorganization movement should be the provision of better educational services, not simply a reduction of the number of school districts in operation. Larger districts can provide more of all significant requisites of modern education than can smaller districts, i. e. teaching specialists, adequately sized student bodies, varied curricular offerings, and more efficient administration.

School district reorganization is hampered by overlapping authority that exists in the present county legal structure. A centralized control of the county-wide educational programs on matters involving school district mergers could eliminate much legal entanglement that deters reorganization.

¹⁰Barber, op. cit., p. 31-43.

The Minimum Foundation Program should be strengthened to secure these benefits. The Texas Legislature might investigate the practicability of offering monetary inducement, in the form of acrossthe-board increases in state aid to districts of above a certain number in average daily attendance.

There now remains a hard core of small and inadequate administrative units seemingly content to perpetuate their inadequacies. If these districts were, in effect, penalized by lesser grants in state aid than their larger neighbors received, their interest in reorganization might be quickened.

A fair, impartial, and scientific rendition formula for the determination of equalized assessable valuations would produce a major portion of the tax base resources for the support of public education. Some richly endowed areas would always fare better than their poorer neighboring districts; however, the property (and perhaps non-property) tax base of the nineteen-county area collectively is well able to provide its share of the cost of public education, when supplemented by state appropriations from non-property taxes as provided by the legislature. More efficient assessment, coupled with effective puplic surveillance of the taxing process could eliminate some existing inequalities which stem from antiquated methods of tax collection. The success of some individuals and corporations in evading their fair share of school support is demoralizing to the remaining taxpayers of a school district and costly in terms of decreased revenue.

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CHAPTER VII

SUMMARY AND RECOMMENDATIONS

In this chapter, the general findings are summarized in terms of the five criteria of the study as outlined in the problem, namely, tax structure, economy of operation, curriculum development, staffing, and physical assets.

Tax Structure

Reorganization is not a panacea for all of the ills of modern education. Properly applied, however, reorganization will satisfy the basic needs of a rapidly evolving system of education. The adequate school district should contain enough tax resources to support a major percentage of its operating costs. Table III-3, Page 46, gave in detail the tax valuations and operating costs for each school district in the nineteen-county area. The combination of districts as illustrated in Chapters IV and V will broaden the tax base in such a manner as to provide more adequately for education in the emerging districts.

The total number of districts would be reduced from 149 to 43 through the proposed reorganization. The thirty districts which presently combine their tax collecting function with that of the county would either cease to exist as a result of the proposed reorganization or would set up their own tax appraisal and collecting offices.

The ratio of rendered value to market value in each of the counties studied ranges from 12 per cent to 63 per cent; with the average for the nineteen-county area 28 per cent. The counties vary widely in assessed valuation, from about one-eighth of one billion dollars to almost four and one-half billion dollars, the entire nineteencounty area possessing an assessed valuation of \$5,443,656,000. The western group of counties, with a rendered value to market value ratio of only 18 per cent are also among the lowest ranking counties in aggregate valuations. The industrialized counties, with renditions representing 36 per cent of market value, have the highest valuations. The indication is that the relative tax poverty of the western counties might be somewhat alleviated by a careful reassessment and revaluation of taxable poverty.

Economy of Operation

As far as economy of operation is concerned, reorganization does not necessarily imply a cheaper operation. On the contrary, it is likely that total costs of education will increase in a reorganized district. The relative benefit obtained will be realized in the more

efficient organization of the one district where formerly there were several. In each group of counties treated in Chapters IV and V there are economies inherent in the larger operation: a reduction of the total number of districts operating, the merging of several administrative units into one, and more efficient assignment of personnel.

Curriculum Development

In the area of curriculum offerings, the greatest opportunities for expansion are apparent in the outlying areas. A concentration of the small, weak districts prevalent in the rural counties into larger and better organized districts will bring about a corresponding expansion of the course offerings as shown in the study.

- Curriculum improvements are less dramatic in the industrialized counties due to an already heavy concentration of scholastic population. Reorganization in these counties will bring more noticeable improvements to other criteria than that of curriculum development.

Professional Staffing

Each school district participating in the Minimum Foundation Program is permitted to staff its organization in the manner prescribed by law. Such staffing is allocated through computation on a predetermined formula applied to the total average daily attendance for the preceding year.

In the case of each county and of the nineteen-county area generally, the reorganization illustrated would result in reduction of the number of classroom teacher units allocated under the Minimum Foundation Program Act; because the allocation is more liberal for extremely small schools than for moderate and larger-sized ones. As a general rule, reorganized districts are in a better position to utilize the special personnel authorized under the Minimum Foundation Program Act.

Physical Assets

In considering the potentials for capital investment by school districts in the nineteen-county area, the extent to which those potentials are already committed is of crucial import. Many of the districts in the nineteen-county area are close to the statutory limit of bonded debt under the present law.

The total bonded debt in the nineteen-county area presently is \$265, 146, 000, or an overall ratio of \$638 per pupil in average daily attendance. The range among the four categories of counties is from \$379 to \$851 per pupil in average daily attendance, and as shown in Chapters III, IV, and V <u>supra</u>, the range among individual districts is even greater. The illustrated reorganization would serve to distribute the current bonded indebtedness of the school districts in the nineteen-county area more equitably in terms of scholastic population, thereby tending to equalize to an extent the ratio of bonded debt to average daily attendance. This equalization would then permit the more effective application of tax potentials to the early amortization of outstanding bonds or to the issuance of new bonds if the need arises.

Recommendations

The following recommendations, in the judgment of the author, should be useful when considering reorganizational planning for the nineteen-county area;

1. A more positive position of leadership should be adopted by the Texas Education Agency to insure future feasible reorganizational movements.

Although it is not recommended that the legislature should empower the Agency to mandate reorganization, it is proposed that the Agency should administer monetary incentives under specific laws that would hasten desirable reorganization combinations in areas that now have a predominance of small inadequate systems. This could be accomplished by legislative enactment providing for an across-the-board increase of 5 per cent in per capita apportionment to districts having total average daily attendance of 1,500 or more, and to county units of small enrollments.

A definite system of classification should be adopted to designate such districts. The smaller districts could be properly designated as FUNDAMENTAL districts, implying the obvious restrictions of their curricular offerings. The larger districts might well assume the title of DIVERSIFIED districts. These diversified districts should become the chief concern of the Agency, for upon their development and well-being will result the evolvement of adequate schools.

2. Colleges and universities should assume a more active role in sponsoring reorganizational movements.

Better rapport should be established between the Agency and the colleges and universities on matters dealing with school district reorganization. The colleges should become a chief means of the Agency in providing the necessary information to districts contemplating reorganization. Advice and consultant services should be forthcoming from these institutions upon the request of the school districts involved. The costs of such services and technical studies should be underwritten by the state; for in many instances the financial resources of districts contemplating mergers are meager.

3. It is considered advisable that all districts institute periodic tax surveys to keep their rendered values in line with market values.

Tabulations already presented have shown marked inconsistencies concerning the method of tax valuation. Underlying such differences are problems that frequently erupt into political issues that sometimes threaten the operation of the schools themselves. Industry has no right to seek a lower rendition proportionately than those placed upon the farmer, the homeowner, or the businessman of any particular school district. Conversely the local taxpayers should not expect industry to carry more than its fair share of the burden of supporting education in the district in which it operates. To insure the realization of this distribution of support, boards of education should avail themselves of the services of tax valuation engineers, to whom should be charged the technical responsibility of placing fair and impartial assessed valuations on all properties within the school district.

4. Positive legal directives in the form of applicable formulae to be applied to all taxable properties from which the public schools derive support, should be mandated by the state legislature.

Present methods of rendering ad valorem properties are antiquated and inefficient and account for the marked inconsistencies

existing between market values and rendered values in the nineteencounty area. The law states that properties must be rendered in a fair and equitable manner. However, it does not explain how such fair and equitable renditions are to be calculated. What an owner considers to be fair and equitable may not at all be a suitable rendition, either from the standpoint of the school district or from the standpoint of existing market values. Present methods of rendering property, especially the large industrial installations, has led to widespread maneuvering among large property owners, appraisers, and school district taxing authorities. In many cases the large owners have succeeded in rendering their properties at total amounts not consistent with comparable properties of lesser values.

Conclusions

The study has shown that reorganization is a problem concern of national importance. It has also pointed up significant reorganization trends in Texas, and particularly in the nineteen-county area studied. As a result of this research, relative weaknesses and strengths of the present system of organization were revealed county by county. Some few localities were particularly low in taxable values for school purposes. Predominantly these localities had the highest frequency of small, low enrollment schools. Conversely other regions

seemed to have an abundance of taxable resources to support their schools. As a general rule, organization in these wealthy areas seemed to follow a pattern of larger schools with larger student bodies.

Area-wise the region shows ample potentials to support education. District-wise, however, it was found that education in many instances is being penalized due to an unequal distribution of the taxable wealth of the region. In evaluating the potentials for reorganization of school districts in the nineteen-county area one question becomes significant: Are not the few children attending the small inadequate schools in one locality as academically important as the children attending the larger and wealthier schools in another locality? School district reorganization for the nineteen-county area would answer this question by bringing about a more equal distribution of the scholastic population and taxable wealth of the region as a whole.

Significant advances have been made in Texas since 1949 toward the reorganization of its school districts. Obviously a large percentage of small school districts have been absorbed by larger districts. A hard core of resistance to further reorganization now seems to exist that will require a more definite form of leadership from the state level to consolidate the remaining inadequate districts into satisfactory school systems.

Reorganization planning for the nineteen-county area should

follow five guide-lines:

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- 1. Providing for an adequate-sized student body,
- 2. Providing for convenient locations of the emerging schools,
- 3. Supplying a tax base for the reorganized district that will support at least 50 per cent of its total operational costs,
- 4. Adhering to a natural boundary where possible, and
- 5. Providing for an effective voice in school management as far as the local citizens are concerned.

An emerging district that has planned its reorganization

properly will conform closely to this pattern-
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APPENDICES

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APPENDIX A

GLOSSARY OF TERMS

<u>A. D. A.</u> The average daily attendance of a school district, a measure obtained by dividing the aggregate attendance by the actual number of days a school system has been in session. The resulting dividend becomes the basis used in determining the amount of state aid a school district will receive.

Adequate tax rate. That tax placed upon the resources of a school district deemed necessary to provide the kind of school system desired by the people, and yet within the legal limitations as set or as may be set by laws.

<u>Administrative staff</u>. The salaried and certified professional employees of a school district to whom is charged the responsibility of administering a system of public schools.

Annexation. The legal transfer of all or a part of the educational responsibility and resources of one school district to a contiguous - school district, usually larger and/or wealthier.

<u>C. T. U.</u> A certified classroom teaching unit as computed for a school district under the provisions of the Minimum Foundation Program formula, and which provides reimbursement to the district as provided by law.

<u>Constants</u>. The basic required courses of instruction found in the curriculum as English, science, and mathematics.

District educational responsibility. The extent of a school district's educational responsibility to the elgible school-age children residing in that district.

District reorganization program. Long-range cooperative planning designed to incorporate two or more school districts for the purpose of increasing and improving all phases of their educational facilities.

District resources. The actual and potential wealth of a school district for tax purposes; for example, industrial plants, farms, residences, oil, gas, and other minerals.

<u>Multiple-elective curriculum</u>. A course of study in which the constants have been interspersed with electives providing desired curriculum sequences, e.g. academic, vocational, and general categories of educational offerings.

Professional specialists. Members of the teaching and nonteaching staff, properly certified and experienced, employed in their special fields by any particular school district.

Scholastic population. The total number of school-age children in residence who are eligible to attend the public schools of any particular school district.

APPENDIX B

ALPHABETICAL LISTING OF THE PRINCIPAL TAXPAYERS IN THE NINETEEN-COUNTY AREA

Taxpayer	County	Amount of Assess- ment
Allied Chemical Company	Orange	\$ 1,022,040
Aluminum Corporation of America	Calhoun	13, 181, 139
Atlantic Refining Company	Hardin	6,928,980
11 11 11	Jefferson	5,257,230
ft 11 II	Montgomery	1,824,940
Amerada Petroleum Company	Calhoun	399,080
ft ft - Et	Victoria	2,115,420
American Oil Company	Galveston	15,918,364
Bank of the Southwest	Harris	9,752,050
Brazos Oil and Gas	Calhoun	890,600
ų n	Matagorda	2,211,140
Central Power & Light Company	Victoria	2,575,230
Cities Service Oil Company	Colorado	2,040,870
Citizens State Bank (Bellville)	Austin	134, 420
Continental Oil Co.	Montgomery	1,277,900
	Waller	123,420
Dow Chemical Company	Brazoria	74,424,255
11 11	Matagorda	537,420
E. I. DuPont de Nemours Co.	Orange	12,795,790
	Victoria	3,031,960
Duval Sulphur Company	Fort Bend	2,068,130
Ethyl-Dow Chemical	Brazoria	4,915,000
Farmers National Bank (Brenham)	Washington	125,410
First City National Bank of Houston	Harris	16,677,500
First National Bank of Brenham	Washington	240, 360
General Crude Oil Company	Hardin	1, 166, 100
11 11 11	Liberty	2,194,320
Goodrich-Gulf Chemical Company	Jefferson	7,652,920

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Taxpayer	County	Amount of Assess- ment
	A	¢ ((4.010
Gult, Colorado & Santa Fe RR	Austin	a 004,910
	Galveston	1,201,150
	Hardin	151,900
	Washington	419,010 400 405
Gulf Oil Corporation & Pipe Line	Champers East Band	077,075
	Fort Bend	8,912,200
	Haroin	881,410 22:205 550
	Jellerson	23, 395, 550
ff \$1 18	Liberty	1,055,745
88 88 88	Orange	2,052,910
ft fl fl	Victoria	1,745,320
Gulf States Utilities Company	Jefferson	10,588,320
81 88 8T	Orange	820,660
P3 81 91	Washington	36,970
Sam G. Harrison	Waller	139, 180
Houston Farms Development Co.	Brazoria	1,246,030
Houston Lighting & Power Co.	Austin	237,820
88 81 81	Brazoria	1,208,850
lt tt fl	Fort Bend	856,910
ft F1 TT	Galveston	1,660,245
18 F1 F8	Harris	42,639,200
Houston Natural Gas Company	Fort Bend	518,400
11 11 11	Wharton	755,680
Humble Oil & Refining Co.	Austin	3,565,650
11 11 11	Brazoria	15,628,320
19 FF F6	Calhoun	1,346,810
11 81 93	Chambers	13,054,930
ft ft fi	Fort Bend	10,689,430
81 18 99	Galveston	2,013,350
FF F1 FF	Hardin	4,244,755
81 81 88	Harris	55, 199, 640
18 11 TI	Jackson	5,215,850
98 81 81	Liberty	3, 269, 090
31 1T TT	Matagorda	881,460
11 11 TI	Montgomerv	21,407,020
81 81 81	Waller	5,851,660
Humble Pipe Line Corp	Austin	2,210,390
11 11 11 	Waller	406,950

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APPENDIX B (Continued)

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Taxpayer	County	Amount of Assess- ment
Imperial Sugar Company	Fort Bend	\$ 1,363,260
Jefferson Lake Sulphur Co.	Fort Bend	900,000
Kirby Lumber Company	Hardin	3,715,645
Lower Colorado River Authority	Washington	54,440
Lutcher-Moore Lumber Co.	Orange	886,920
Magnolia Oil Co; Magnolia PipeLine	Austin	191,960
£1 11 FT	Colorado	1,527,670
11 11 11	Jackson	16, 797, 390
F1 FF FT	Jefferson	27,010,580
ET TE EF	Waller	12 6, 350
Masbacker, Robert, et al	Colorado	522,740
Mayes, R., & T. Middleton	Chambers	252,530
M-K-T Railway	Austin	354,510
ff 31 fl	Fort Bend	587,010
81 81 81	Waller	134,410
Missouri-Pacific Railway	Brazoria	1,039,640
Monsanto Chemical Company	Galveston	11,703,830
Mound Company	Colorado	481 ,65 0
John Mecom et al; John Macon Trust	Liberty	1,743,315
11 11 - 11	Orange	841,140
Michaux et al	Wharton	1,278,640
Mauritz Estate	Jackson	568, 120
Ohio Oil Company	Matagorda	7,646,170
Pan American Petroleum	Brazoria	39, 157, 410
FF FF FF	Chambers	309 , 5 30
11. H H	Galveston	6,745,200
11 77 12	Liberty	1,862,548
11 11 11	Matagorda	5,541,760
FR 87 11	Montgomery	1,061,090
91 93 TT	Waller	16,296,490
Phillips Petroleum Corp.; and	Brazoria	21,950,510
Phillips Chemical Co.	Chambers	221,830
11 11 11	Harris	11,033,320
Plymouth Oil Company	Galveston	1,981,830
Pure Oil Company	Jackson	93 3,370
пн	Jefferson	10, 934, 360
Quintana Petroleum Co.	Calhoun	1,857,660
Shell Chemical; Shell Oil Corp.	Colorado	12,847,520
11 11 11	Harris)	10,345,580
PT 16 P1	Harris)	18,440,490

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Taxpayer	County	Amount of Assess- ment
Shell Chemical; Shell Oil Corp.	Montgomery	\$ 1,811,081
Sinclair Oil & Gas Co.	Calhoun	657,640
11 11 11	Colorado	601, 780
FI 11 11	Hardin	8,399,350
" " " (Refining Co.	.) Harris	20,044,390
11 11 FT	Liberty	3,269,090
Skelly Oil Company	Matagorda	2,272,430
Southern Minerals Corporation	Calhoun	340,820
11 11 11	Jackson	1,089,470
Southwest Settlement & Developr	nent Hardin	1,244,880
South Western Bell Telephone Co	o. Austin	183,110
11 11 11	Galveston	2,450,290
H H H ,.	Harris	29,560,030
FT F8 8f	Jefferson	4,275,410
FE E1 EE	Washington	264,880
fi fi Ti	Wharton	391,070
Spencer Chemical Company	Orange	1,747,410
Standard Oil Company	Chambers	1,035,140
Stark, H. J. L.	Orange ·	910,860
Sun Oil Company	Chambers	7,901,305
H H H	Jackson	2,347,945
F1 FF FF	Liberty	990,815
f1 H H	Matagorda	1,733,190
TT TT TT	Montgomery	1,411,620
ft F1 11	Washington	1,570,710
88 88 88	Victoria	226,210
Sunray Mid-Continent Oil Co.	Colorado	5,166,530
Superior Oil Company	Montgomery	946,640
Tennessee Gas Transmission Co	o. Calhoun	960,940
86 PT FT	Colorado	567,070
tt tt ti	Jackson	615,400
\$1 EE 85	Matagorda	685,270
11 II fi	Montgomery	1, 429, 230
ft 11 21	Waller	176, 170
FL TI FL	Wharton	2,411,240
Texas City Refining Co.	Galveston	2,085,864
The Texas Company	Brazoria	11,568,170
fi fi II	Chambers	674,800
81 81 88	Fort Bend	803,290
št 21 kl	Hardin	865,810
10 11 FF	Jackson	1, 732, 580
tt ti tr -	Jefferson	36,865,290

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APPENDIX B (Continued)

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Tażpayer	County	Amount of Assess- ment
The Texas Company	Liberty	\$ 2,166,220
11 11	Matagorda	884,210
11 II	Montgomery	3,281,960
11 11	Orange	862,430
11 II	Wharton	5,608,665
Texas Eastern Transmission Co.	Chambers	388,070
88 88 88	Matagorda	486,140
11 12 11	Waller	189,800
Texas Gas Corporation	Austin	435,720
Texas-Illinois Natural Gas Pipeline	Wharton	903, 750
Texas Gulf Sulphur	Jefferson	6,049,150
11 11 11	Liberty	4,850,000
11 11 11	Wharton	31,000,000
Texas Gulf Producing Company	Chambers	519, 140
Texas & New Orleans Railway	Colorado	1, 313, 630
88 89 88	Liberty	1,016,340
11 11 11	Victoria	812,270
11 11 11	Waller	490,280
FI 11 11	Washington	467,870
F1 11 11	Wharton	912,840
Texas Pipe Line Company	Brazoria	900, 790
Texas Southwestern Gas Co.	Washington	87,040
Texas, U. S. Chemical Co.	Jefferson	7,443,830
Tidewater Oil Company	Colorado	659,960
11 ti 11	Montgomery	5.081.610
Transcontinental Gas Pipe Line Co.	Wharton	892,510
Union Carbide & Carbon Company	Calhoun	9, 782, 435
11 11 11	Galveston	20,000,000
Union Producing Company	Victoria	945,580
United Gas Corp.; United Gas P/L	Fort Bend	1,293,300
et et et	Jackson	1,235,430
11 11 11	Harris	9,373,580
11 11 11	Wharton	944, 040
U. S. Steel Corporation	Orange	1,773,450
Victoria Bank & Trust Company	Victoria	1,378,000
Victoria National Bank	Victoria	1,063,740
Washington State Bank (Brenham)	Washington	,218,420
Welder, Patricia & Patrick	Calhoun	347, 118
West, Nanny B., Estate	Jackson	1,671,100

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APPENDIX C

COMPILATION OF LAWS PERTAINING TO SCHOOL DISTRICT ORGANIZATION AND CONSOLIDATION

Edition). Austin: The Steck Con	npany, 1948, and supplements.
Item	Pages on Which Laws are Listed
CONSOLIDATION:	
Bonded debt	215-220; 532; 533
Election results	519, 520; 523; 538
Certain counties	220; 223-227
Common school districts	213-220
Contesting elections	523-524
County line districts	213; 214; 216-220
Dissolving district	537; 538
Elections	519; 529
Elementary schools	535-536
High schools	536
Ordering elections	519 ; 522
Petitions for elections	519; 522; 525
Rural high school districts	219; 746
ANNEXATION:	
Districts in large counties	538-542
School districts	515-517
BONDED DEBT OF SCHOOL DISTRIC	-
Adjusting indebtedness	215-220
Assumption of debts	14; 423-425
Assumption of consolidations	532-533
Cancellation	422-423
Elections	412-417; 418-421; 431-433
Assumption by annexed territory	511-514; 518; 519
Assumption by rural high school	
district	758-759

From John C. Hinsley. The Handbook of Texas School Law (Second

Item	Pages on Which Laws are Listed	
BOARD OF EQUALIZATION:		
Appointment	460; 467; 468; 471; 476	
Duties	460; 471; 476	
For Independent School District	462-465; 467-569; 471; 474; 476	
Members	53; 350; 467; 468; 476	
Powers	397	
COMMISSIONERS COURT:		
Boundary changes	329	
Changing school districts	208-211	
Establishing school district	208-211	
COUNTY BOARDS:		
A body	127; 128	
Abolishing districts	246-247	
Annexing districts	515-517	
Boundary changes	231; 232; 233-239; 329	
Changing district boundaries	123-126	
Changing districts	208-212	
Classifying schools	119-122; 123; 125	
Creating districts	123-126; 233-239	
Establishing districts	208	