

THE IMPACT OF FORT RILEY, KANSAS, ON THE GROWTH AND
FINANCIAL STATUS OF THE JUNCTION CITY SCHOOL
SYSTEM AND THE POSSIBLE EFFECTS IN THE
NEAR FUTURE

by

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INTRODUCTION

The topic for study was selected because, as an administrator, one is interested in the growth patterns and the highly important financial needs of any growing community. The Junction City School System was of special interest because a large public school system at Fort Riley, Kansas, for army dependents is connected with and operated under the jurisdiction of the Junction City Board of Education. This has brought demands upon the Junction City Board of Education that are not usually a part of the normal operation of a school system.

At the present time the Junction City Board of Education is operating a system consisting of the schools of the city of Junction City and those of the Fort Riley Military Reservation. It is a well known fact and will be shown in the report of this study, that the Reservation has caused an impact upon the Junction City School System proper, beyond normal demands as regards schoolhousing, pupil population, and financial operations for a Kansas city of its size. The financial problems and growth of school population throughout the United States has made every administrator, teacher and the general public conscious of educational needs.

This study was undertaken with the hope that it would provide information which would help to understand the problem that exists when a military reservation must be provided schools as a part of the public school system and the support given by the Federal Government in the operation of such a system, - - - Specifically the Junction City School System.

A SHORT HISTORICAL BACKGROUND

It is important and must be realized that Junction City from the time of its conception has been a community made up of people supporting and relying on the military post of Fort Riley for support.

Before 1949 the Junction City and Fort Riley Schools were operated separately. The children on the military reservation enrolled in the Junction City School System on a tuition basis or attended their own elementary schools under subscription. During 1950 the Reservation and the Junction City School System began to operate under the Board of Education of Junction City with an Advisory Board of Education from the Reservation. This advisory board represented the military interest of federally connected students. Also at this time, the Federal Government enacted federal aid legislation to assist school districts in impact areas. This legislation became identified as Public Laws 847 and 815.

Philosophy relative to federal support of education is expressed by W. W. Carpenter (6) as follows:

From the early days of this nation, when John Adams said, "The whole people must take upon themselves the education of the whole people and be willing to bear the expense of it," the United States has had a tradition of Federal Support to public education.

Federal aid to education is necessary today not only because the schools need the money, but because the nation needs educated and skilled citizens to keep its military, technical and economic power.

The pupil who moves from school to school is generally at a disadvantage educationally, and usually the more moves he makes the slower his

progress. The wide differences in the educational opportunities offered in the different states and in the different administrative areas of the same state are, without doubt largely responsible for the inability of the migrator to progress at the same rate as the pupil who receives all of his education in one administrative area.

The importance of these remarks will be shown in this report in the section which explains Public Laws 874 and 815 (see pages 10-13).

THE PROBLEM

The problem was to study and report the impact of the Fort Riley, Kansas, military operation on schoolhousing, pupil population growth and financial ability of the Junction City School System and to project this impact in terms of the near future. This study covers a period from 1938 to 1964. It was divided into three times periods which were: 1938 to 1948; 1948 to 1958; and 1958 to 1964.

The purpose of the study was to answer the following questions:

1. Has the Fort Riley Military installation affected the population of Junction City and the enrollments of the school system?
2. What financial and housing problems has Fort Riley caused in the school system?
3. Has federal aid under Public Laws 874 and 815 and their supplements been adequate to offset increased demands in the operational and construction cost of the schools?

4. What can be expected in the way of future enrollments, operational costs and schoolhousing needs?

METHODS AND PROCEDURES USED

The information gathered was accumulated from material obtained from: the office of the Superintendent of School's, Junction City, Kansas, and the Fort Riley Housing Office; Junction City Chamber of Commerce; The George Smith Public Library; The Junction City Daily Union; and the Geary County Superintendent's office. The material obtained contained data relative to pupil population, operational cost, schoolhousing and cost, federal funds received under Public Laws 874 and 815, and population trends.

The material was classified according to the following periods of time: 1938 to 1948 covered conditions before the impact of the rising school population and before Public Laws 874 and 815 were enacted; 1948 to 1958 showed the growth pattern of school population and federal aid given in support of the impact; 1958 to 1964 showed future enrollment, operational cost and building program. Analyses were made by classification and tabulation of data.

THE STUDY

The Junction City School System from 1938 to 1949

Enrollment. From 1938 through 1949 the Junction City Schools enrolled students from Fort Riley on a tuition basis or

they attended their own elementary schools under subscription. Table 1, page 6, showed that during this period the enrollment of 1972 students rose to 2459 which was a gain of 24.6 per cent. The gain during this period was a result of the increased activity at Fort Riley. Table 1 also showed that although there was an increase of 487 students it did not affect the number of teachers. in 1938 there were 68 teachers and in 1949 the same number of teachers made up the teaching staff.

Operational Cost. As shown in Table 1, page 6, the operational cost for 1938 was \$137,198.50. It was noted the operational cost was decreased in 1938 through 1941 but in 1942 it had risen to \$140,690.08 which was above the 1938 cost. By 1949 the operational cost was \$305,127.14. A large part of operational cost was due to teacher's salaries.

Table 1 showed the assessed valuation in the city climbed from \$7,425,868 in 1938-39 to \$10,663,428 in 1949-50. This came from increased housing, due to a population gain of four thousand from 1938 to 1950. As shown in Table 5, page 18, the general levy ranged between 12.53 and 17.5. During the school year 1941-42 the board of education received special permission from the Tax Commission to increase the levy 3.5 mills. This increased the general levy to 17.5 mills which was the highest for the period. In 1949-50 the general levy was down to 12.23. The operational cost gain during 1938 to 1949 was 123 per cent as compared to 43 per cent gain in the assessed valuation. This indicated that operational cost increased at a much greater

Table 1. The number of teachers, enrollment, expenditures, assessed valuation, and amount of operational cost received under Public Law 874 by the Junction City School System from 1938 to 1958 (24).

Year	: Teachers	: Enrollment	Expenditures : General Fund	Assessed : Valuation	Operational Cost P L 874
1938-39	68	1972	\$137,138.50	\$ 7,425,868	
1939-40	67	1950	132,383.65	7,281,492	
1940-41	65	2220	130,211.35	7,348,124	
1941-42	66	2193	140,690.08	7,539,747	
1942-43	65	2215	136,755.32	7,533,867	
1943-44	66	2045	156,145.13	7,808,954	
1944-45	66	2207	162,087.47	7,850,905	
1945-46	66	2294	175,737.49	8,059,458	
1946-47	67	2212	212,508.43	8,924,758	
1947-48	67	2262	259,450.13	9,401,760	
1948-49	68	2459	249,572.16	9,876,969	
1949-50	81	2895	305,127.14	10,663,428	
1950-51	88	3070	372,780.38	11,553,327	\$ 26,196.74
1951-52	94	3602	401,516.22	12,863,065	116,605.32
1952-53	103	3655	496,100.00	13,457,413	152,972.54
1953-54	104	3507	547,690.98	13,703,332	127,832.90
1954-55	113	3793	582,467.87	13,962,086	157,195.71
1955-56	120	4290	745,742.42	14,172,313	169,347.78
1956-57	132	3587	862,948.53	15,155,965	219,006.56
1957-58	154	3892	992,950.00	15,577,370	288,534.91

rate than the assessed valuation in the community. The cost of support of the schools was placed on the property owners in the community.

Schoolhousing. In 1938 the Junction City School System was comprised of three elementary buildings and a Junior-Senior High School building. The construction during this period was shown in Table 2, page 8. In 1941 a vocational agriculture shop was added to the Junior-Senior High School building at a cost of \$8,000. In 1948 twelve classrooms were added to Franklin and Washington Elementary Schools at a cost of \$379,675, which replaced the older school buildings. A band room was added to the vocational shop at the Junior-Senior High School at a cost of \$12,000. This construction was financed with a bond and interest levy of 2.25 mills.

The highest level the bond and interest levy reached was 3.67 in 1948 when the additions were added to the two elementary buildings. During this period the number of classrooms were more than enough to meet the needs of the community and there was no evidence of over crowding.

The Junction City School System from 1950 to 1958

Population Trends. Junction City experienced a population growth from 12,920 in 1950 to 18,842 in 1958. This was a gain of one-third in the size of population. This was an indication of the rapid expanding population of Junction City and the impact on the school system was felt in the increased enrollments.

Table 2. The building program of the Junction City Public Schools showing the cost and the amount of federal aid received from 1938 to 1958 (23).

Year	Building	Federal Aid	Cost
1941	Vocational Agriculture Shop		\$ 8,000.00
1948	Additions to Franklin and Washington Schools		379,675.00
1949	Band Room		12,000.00
1952	Temporary buildings at Washington and Franklin		31,300.00
1952	Lincoln School	\$230,000.00	403,927.18
1956	High School	119,250.00	1,683,747.50
1952	Ft. Riley Elementary School	502,286.70	502,286.70
1957	Morris Hill School	259,056.00	259,056.00
1957	West Wood School	140,000.00	263,880.10
1957	Ash Street Property		22,000.00
Total		\$1,230,592.70	\$3,565,872.48

This expanding population was due to the inadequacy of Fort Riley to provide housing for its military personnel. An analysis of military population of Junction City in July, 1958, showed there were 2,827 military family men living in Junction City. The school census figures for July, 1958, showed that over 2,259 children were from military families. A count of 7,913 military people was obtained from these figures or 42 per cent of the city's population.

Fort Riley in 1957 provided nine hundred family units but 278 were of a temporary nature. The temporary units were replaced in 1958 with the addition of 125 new units in O'Donnell Heights. Also in 1958, 433 Capehart Units, which were started in October, 1957, were near completion. These housing units brought the number of family units to the normal amount the Federal government establishes at a military post for a Division.

This fact indicated the housing on the Post would become stabilized, therefore, the enrollment of the schools would tend to become stabilized. In March, 1959, before the completion of this report, it was announced that Secretary of Defense Neil McElroy had requested Congress to authorize and appropriate funds for the construction of 867 family housing units for Fort Riley at the cost of fifteen million dollars. It was planned that the housing program at Fort Riley, over a ten year period, would house a full Division (14). This program, if carried out, would support President Eisenhower's policy of shifting responsibility for governmental programs from federal to state and local levels.

The impact of Fort Riley was also felt in the amount of revenue it spent in Junction City and the State of Kansas. During the calendar year of 1958, a total of over sixty million dollars was spent at Fort Riley on construction and salaries. Military personnel were paid forty-three million dollars and civilian personnel were paid over four million dollars (16). Military personnel living in Junction City pay an average of seventy-five dollars a month for housing and twenty-five dollars for utilities. These sources would bring into the city about eight hundred thousand dollars a month (11). The Fort Riley payroll at this time was the second largest in Kansas---exceeded only by that of Boeing at Wichita. Considering the size of Wichita and the size of Junction City, the Fort Riley payroll probably meant far more per capita than did the Boeing payroll at Wichita (22).

Public Laws 874 and 815. Public Laws 874 and 815 are federal laws which give financial assistance to agencies in areas affected by federal activities, and arranges for the free public education of certain children residing on federal property. Federal aid is favored for public schools as stated (9):

"Proponents of federal aid (and this is for building only, not for general aid) pointed oftenest to two factors: first, the spiraling enrollment figures which strain school facilities and, second, the inadequacy of local taxing power based merely upon real estate values. This is not a new thing, this federal aid for school construction, as a Michigan superintendent pointed out. Not only have we had federal programs in areas where federal activities such as army camps and war industries created an unnatural population boom but also, says the Michigander, the low valuation areas were helped with building problems in past years by appropriations through the W.P.A., the P.W.A., and the N.Y.A. "These were Lifesavers," he said."

Public law 815 provided federal assistance for the construction of housing for free public education, and the amount received was based upon the ADA (average daily attendance) and the needs of the local area.

In January, 1958, the following announcement (8) was made concerning Public Law 815:

The U.S. Department of Education, Health and Welfare has allocated \$31,792,980 in federal funds to help provide classroom facilities in communities where federal activities have caused school overcrowding. It is expected that the situation in 153 school districts in 36 states and 2 territories will be relieved through the construction of these new facilities.

Public law 874 provided assistance to local areas on the basis of average daily attendance and the local cost rate or the state average rate, and would not pay less than fifty per

cent on the ADA, and local schools who had federally connected students were paid fifty per cent of the local cost rate (25). The more important aspects of Public Law 874 which aided schools in their operational costs were that no matching fund was necessary and no controls were placed on how or where the money would be spent.

During this period there was some agitation concerning Public Law 874 as shown by the following quotation (10):

"The U.S. Office of Education is making a study which may result in revisions of Public Law 874, which provides funds for maintenance and operation. While the subsidies to federally impacted areas, for construction, maintenance and operation, practically met the President's estimate of need, there was agitation for decrease or elimination of support for both purposes. They are currently authorized, however to June 30, 1959."

Table 3, page 12, indicated Junction City ranked second in the state in the amount of money received for operational costs under Public Law 874. This was an indication of the impact of federally connected students on the Junction City School System. This table did not indicate which school systems were operating schools on military posts; therefore, the impact on the local school was not clearly defined. It was important to note that Junction City was ranked with larger cities, whose local cost rate exceed Junction City's.

Public Laws 874 and 815 had been extended by Congress several times and President Eisenhower's policy concerning these two laws were expressed in the following quotation (7):

"Although holding that these programs should be extended, the President's budget message recommends that this assistance "Should be restricted

to instances where the federal personnel both live and work on federal property," adding that "Grants for operation of schools on behalf of people living on taxable property should be gradually reduced during an adjustment period, and then terminated."

In line with President Eisenhower's policy of shifting responsibility for governmental programs from federal to state and local levels the Administration is proposing amendments to these laws which could reduce both operating and construction funds and bring the programs to an end on June 30, 1963."

Table 3. The rank the Junction City School System holds in the state on operational costs received for federal aid students (25).

School District :	1956-57 Payments :	1957-58 Entitlements :	1958-59 Estimate
Wichita Schools			
#1	\$899,440	\$723,866.05	\$1,226,855.15
Junction City Schools #1	221,062	288,534.91	330,093.84
Salina Public Schools	126,737	178,038.11	250,683.25
Ft. Leavenworth Schools #81	164,457	173,724.91	257,250.73
Leavenworth Schools	131,121	154,035.38	203,532.15
Topeka Schools #23	148,394	148,014.75	137,953.00

Enrollment. There was a gain of fifty-eight per cent in enrollment during this 1950 to 1958 period, as shown in Table 1, page 6. This gain was due to increases in city population, as mentioned in the section "Population Trends".

Table 4, page 13, showed the per cent of "federal aid students" in the Fort Riley and the Junction City Schools. In 1950-51 the number of students in the Fort Riley school and the number of federal aid students in the Junction City Schools were equal. As the enrollment increased during the next seven

Table 4. A report of federal aid students in Junction City School System that is used to determine the amount of operational cost received from the Federal Government:*

Year	: Number of students	: A.D.A.	: Per cent
1950-51			
Fort Riley	519	600	20
Junction City	647	600	20
Total	1166	1200	40
1951-52			
Fort Riley	570	559.7	22
Junction City	665	722.7	28
Total	1360	1243.8	49
1952-53			
Fort Riley	857	486.5	18
Junction City	941	652.19	25
Total	1822	1151.8	44
1953-54			
Fort Riley	917	542	19
Junction City	989	671.5	24
Total	1906	1213.6	43
1954-55			
Fort Riley	663	638.03	24
Junction City	854	819.75	31
Total	1517	1447.78	55.5
1955-56			
Fort Riley	1140	838.12	27
Junction City	1483	1100.75	35.5
Total	2623	1938.8	62.8
1956-57			
Fort Riley	1153	773.23	21
Junction City	1720	1154.20	31.5
Total	2873	1927.4	52.5
1957-58			
Fort Riley	1098	1621.1	27
Junction City	1321	1228.5	33.5
Total	2419	2249.6	60.5

*This information was taken from the yearly RSF #1 report sent to the federal office of education.

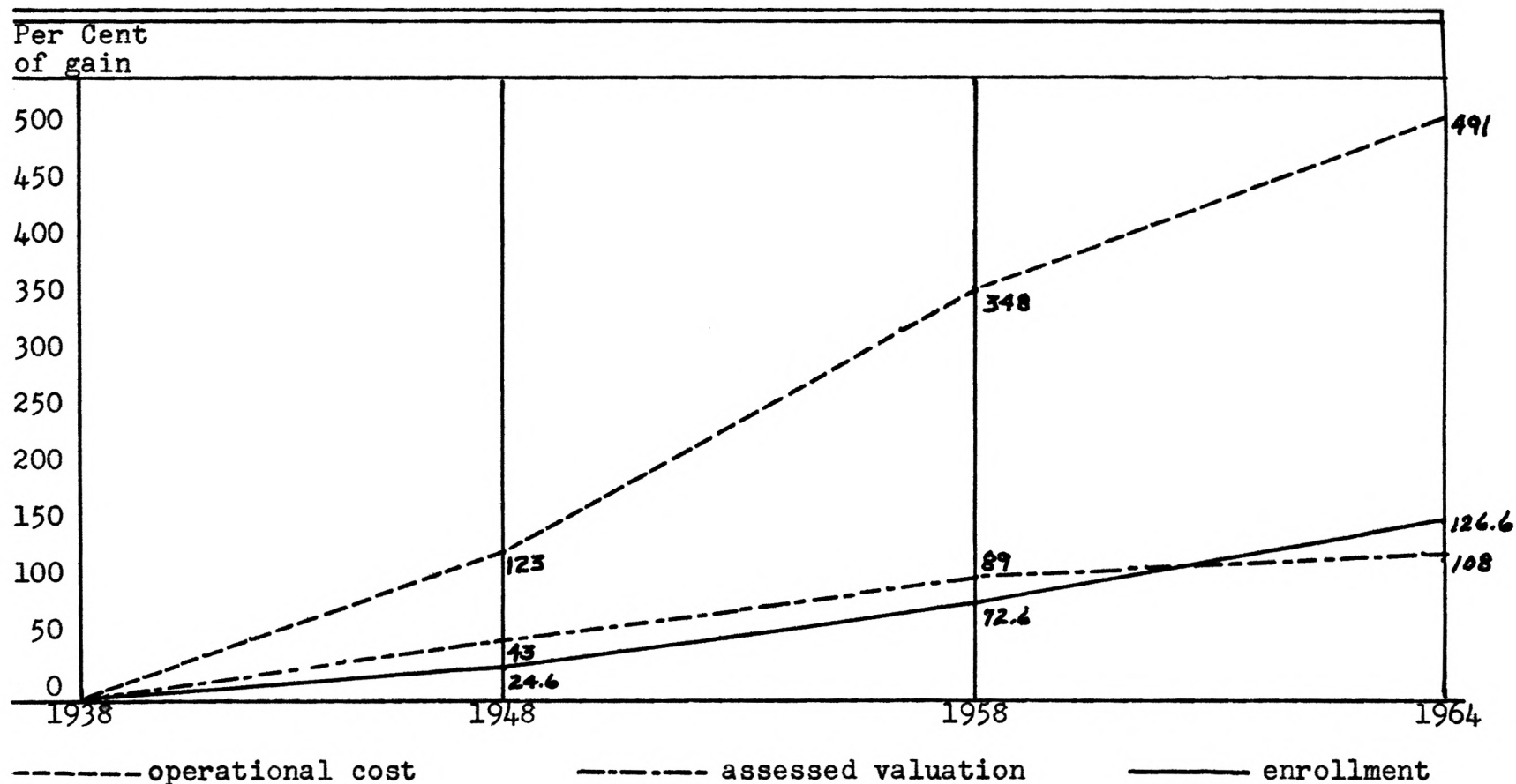
years, the number of federal aid students in the Junction City schools averaged 7.5 per cent more than those in the Fort Riley Schools. This was probably due to the rapid building program of new homes in the Junction City area which was greater than the housing program at Fort Riley. The rapid building program in the city and on the Post caused the per cent of federal connected students to increase at a rapid rate. This was indicated in Table 4, page 13, which showed an increase from forty to sixth per cent in federal aid students.

The enrollment gain during this period affected the number of teachers employed in the school system, as tabulated in Table 1, page 6. The teaching staff rose from sixty-eight in 1948-49 to one hundred fifty-four in 1957-58; a gain of more than one-hundred per cent.

Operational Cost. As shown in Table 1, page 6, the operational cost for 1949-50 was \$305,127.14. This increased each year until in 1957-58 it was \$992,950.00. This was a gain of two hundred twenty-five per cent; see Graph 1, page 15. The cause of the rapid gain in operational cost was the increase in the number of teachers and teacher's salaries. See Graph 2, page 16. School supplies were the second largest expenditure.

The assessed valuation for the city rose from \$10,663,428 in 1949-50 to \$15,577,370 in 1957-58, as shown in Table 1, page 6. This was a gain of forty-six per cent; see Graph 1, page 15. The gain in operational cost compared to the gain in assessed valuation indicated a raise in the general levy. As shown in

Graph 1. The per cent of gain in operational cost, assessed valuation and enrollment for the periods 1938 to 1948, 1948 to 1958, and 1958 to 1964, in the Junction City School System.



Graph 2. The average Salary trend in dollars in the Junction City Schools from 1938 to 1957 (24).

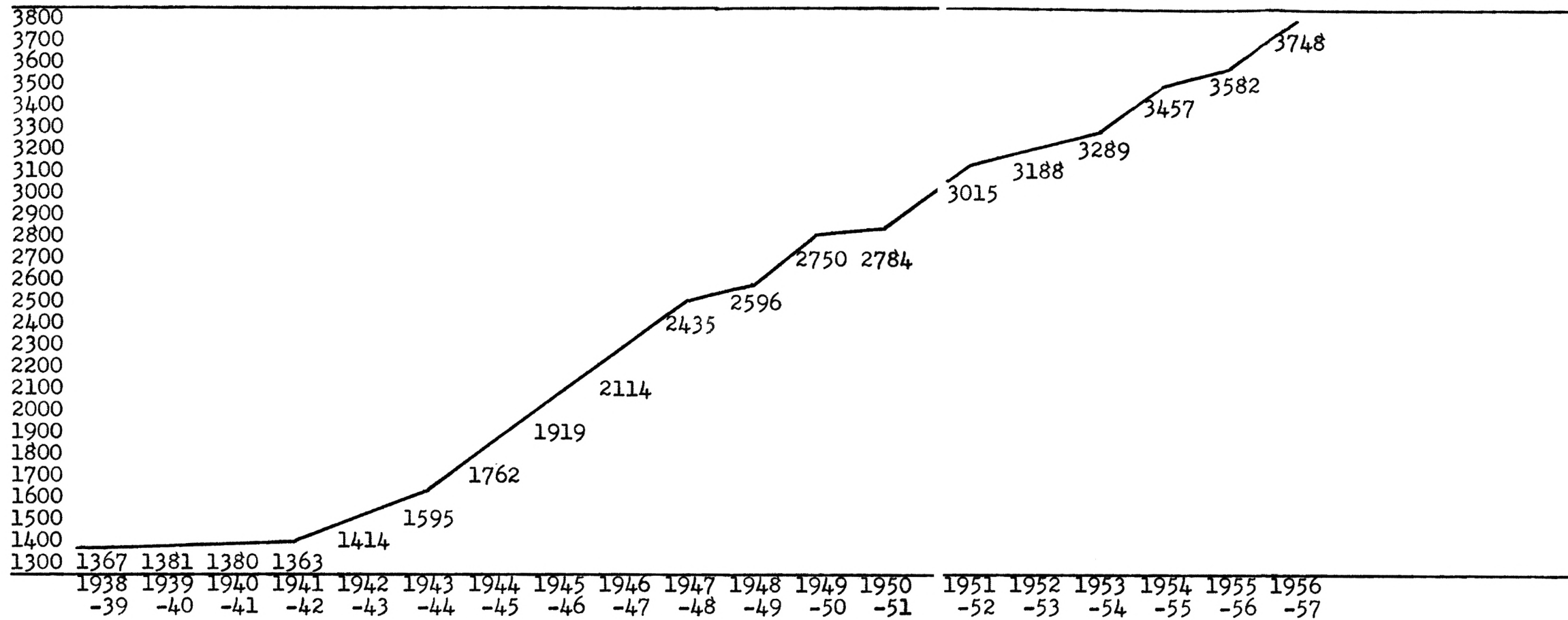


Table 5, page 18, from 1949 to 1953 the general levy did not raise and in 1954 it reached an all time low of 6.92 mills. The assistance from the State together with the federal aid received lowered the levy. From 1954 to 1958 the operational cost increased \$445,259.02 and the general levy rose to 16.64 mills. The assistance from the State and the federal aid received were not adequate to offset the increase in operational cost; therefore, the mill levy was raised.

Schoolhousing. The community at this time experienced a housing shortage for its rapidly growing population. As building of new homes in Junction City increased, the school system expanded. In 1952 two new elementary buildings were completed. One was constructed at Fort Riley at a cost of \$502,286.70. This was paid for by federal funds. The Lincoln School in Junction City was constructed at a cost of \$402,927.18. Federal funds provided \$210,000.00 of the total construction cost. In 1956, a second elementary building cost \$259,056.00 was constructed at Fort Riley. This was completely financed by federal aid. A new high school was built in Junction City to take care of the expansion of enrollment in the Junior-Senior High School. The high school cost at this time was \$1,683,747.50, and federal funds contributed \$119,250.00 of this cost. The Westwood School was built in 1958 at a cost of \$263,800.10. Federal funds paid \$140,000.00 of this construction cost.

Table 2, page 8, showed the building growth mentioned above, and the amount of federal aid received under Public Law 815.

Table 5. A valuation comparison for the Junction City School System of the general levy and bond and interest levy for the years 1938 to 1958 (23).

Year	:	Bonds Outstanding	:	B. & I. Levy	:	General Levy
1938-39		\$ 211,000		2.5		12.53
1939-40		183,000		3.0		12.8
1940-41		178,500		3.0		13.0
1941-42		154,000		3.5		17.5*
1942-43		134,500		3.5		14.0
1943-44		115,000		3.5		14.84
1944-45		93,000		2.75		14.56
1945-46		221,000		3.29		16.59
1946-47		195,500		3.67		13.27
1947-48		173,000		2.77		11.636
1948-49		350,500		3.00		12.238
1949-50		328,000		2.88		10.35
1950-51		312,500		2.22		10.77
1951-52		290,000		2.38		10.75
1952-53		267,500		3.24		10.08
1953-54		425,000		5.00		6.92
1954-55		382,500		3.43		12.36
1955-56		320,000		3.2		11.97
1956-57		1,680,000		7.32		12.33
1957-58		1,605,000		8.80		16.64

*Board redeived special permission from Tax Commission to increase levy 3.5 mills.

Amount of debt service payments, three issues: \$110,000 plus interest

Expiration of issues:	\$ 200,000	7-1-62
	200,000	8-1-63
	1,400,000	9-1-76

The new high school building when completed cost over two-million dollars. The building cost as shown in Table 2, page 8, compared with the bond levy indicated in Table 5, page 18, gave evidence without federal aid Junction City could not have built a new high school. The legal limit of twelve per cent of the valuation for \$15,557,370 shown in Table 1, page 6, for the year 1957-58 was \$1,866,884.00.

At the beginning of this period, the Junction City School System's bond and interest levy was five mills. By 1958, the per cent of assessed valuation was close to the limit that the state would allow and would have exceeded this amount, if it were not for the federal aid received. The amount paid by the Federal Government represented thirty-five per cent of the cost of the building program within the city and one hundred per cent of the cost at Fort Riley.

Possible Future Growth by Projection

Introduction. A projection of this type was difficult because so many factors were not static in nature and changed their relationship to one another. The 1953 to 1958 period was used as a guide for the projection.

Population. Table 6, page 20, showed a projection of the population of Junction City to 1964, which was based on the

average yearly gain from 1953 to 1958 of five per cent.¹ Therefore, without some other force entering the picture, the population of Junction City would tend to stabilize around 25,000.

Table 6. A population projection for the City of Junction City from 1959 to 1964.

Year	Population	Gain over Previous Year	Per Cent of Gain
1953	13,398		
1954	13,290	-108	-.8
1955	15,744	2454	18.4
1956	16,714	970	6.1
1957	18,111	1397	8.3
1958	18,842	731	4.3
1959	19,784	942	
1960	20,566	979	
1961	21,594	1028	
1962	22,683	1089	
1963	23,817	1134	
1964	25,008*	1191	

*Population should become stable at this point.

Note: Populations for succeeding years are projected on the basis of a five per cent gain per year.²

Enrollment. Table 7, page 21, shows a projected enrollment based on the average yearly gain of nine per cent over the past five years.³ Table 8, 22, was a projected enrollment based on the 1958 enrollment, allowing for drop-outs at the high school

¹This per cent was obtained by taking the population of each year from 1953 to 1958 and subtracting the preceding year. The minuend was then divided into the difference to obtain the yearly per cent of gain. These per cents were added and then the sum was divided by the number of years to obtain the average yearly gain.

²Ibid.

³This per cent was obtained in the same manner as explained in footnote 1, except enrollment figures were used.

Table 7. A projected enrollment showing the per cent of federal Aid students and future construction for the next six years, in the Junction City School System.

Year	Kdng.-Sixth	Enrollment			Per cent of Federal Aid Students			Construction	
		Junior High	Senior High	Total	Ft. Riley	J. C.	Total	Ft. Riley	J. C.
1953-54	1985	509	421	2915					
1954-55	2108	557	397	3062					
1955-56	2131	640	433	3204					
1956-57	2455	710	422	3587					
1957-58	2695	724	473	3892					
1958-59	2938	789	516	4243	29	36	65	one elem.	one elem.
1959-60	3202	860	562	4624	31	37	68	school	school
1960-61	3490	933	613	5036	33	39	72	one elem.	one elem.
1961-62	3804	1017	668	5489	33	40	73	school	school
1962-63	4146	1109	728	5983	34	40	74	Jr. High	addition to
1963-64	4519	1209	794	6522	38	40	78	School	High School

Note: This projection was based on an average yearly gain in total enrollment of nine per cent of the previous five years.

Table 8. A projection of the Junction City School System from the 1958 enrollments to 1964, based on present enrollments.(23)

Year	K	1	2	3	4	5	6	Sp	K-6 Tot.	7	8	9	JHS Tot.	10	11	12	SHS Tot.	Tot.
1953-54	379	351	270	217	260	288	220		1985	179	179	151	509	157	132	132	421	2915
1954-55	376	382	264	268	214	246	250	8	2108	207	171	179	557	134	140	123	397	3062
1955-56	353	368	345	342	259	220	225	19	2131	254	209	177	640	161	141	131	433	3204
1956-57	388	426	399	385	360	258	227	12	2455	240	251	219	710	169	140	113	422	3587
1957-58	499	399	415	373	379	361	251	18	2695	232	218	274	724	205	142	126	473	3892
1958-59	524	554	414	454	401	396	378	13	3134	271	232	246	749	258	172	122	552	4435
1959-60	524	524	554	414	454	401	396	13	3280	378	271	232	881	246	241	155	642	4803
1960-61	524	524	524	554	414	454	401	13	3408	396	378	271	1045	232	229	224	685	5138
1961-62	524	524	524	524	554	414	454	13	3531	401	396	378	1175	271	215	212	698	5404
1962-63	524	524	524	524	524	554	414	13	3591	454	401	396	1251	378	236	194	708	5550
1963-64	524	524	524	524	524	524	554	13	3711	414	454	401	1269	396	339	213	948	5928

Note: This projection was based on the possibility that Junction City Population would remain the same.

Note: This projection was based on expected drop-outs at the senior high school level, but retention of pupils at the elementary and junior high school levels.

level. This gave a minimum enrollment figure for the ensuing years. As shown in Table 7, page 21, and Table 8, page 22, the enrollment increased from 3,892 in 1958 until in 1964 it was between six thousand and six thousand five hundred. This was a gain of fifty-four per cent. It was noted from data in Table 7 that the per cent of federal aid students increased until in 1963 when it made up seventy-eight per cent of the total school system population.

Table 9. A projection of the operational cost, assessed valuation, and amount received under Public Law 874, for the Junction City School System.*

Year :	Operational Cost :	Assessed Valuation :	P L 874
1953-54	\$ 547,690.98	\$13,703,332	\$127,832.90
1954-55	582,476.87	13,962,086	157,195.71
1955-56	745,742.42	14,172,313	169,347.78
1956-57	862,948.53	15,155,965	219,006.56
1957-58	992,950.00	15,577,370	288,534.91
1958-59	1,151,822.00	16,044,691	354,897.00
1959-60	1,336,114.00	16,526,032	436,523.00
1960-61	1,549,892.00	17,021,813	536,923.00
1961-62	1,797,875.00	17,532,467	660,415.00
1962-63	2,085,535.00	18,058,441	812,310.00
1963-64	2,419,221.00	18,600,194	999,241.00

*This projection was based on the following: operational cost, sixteen per cent average yearly gain; assessed valuation, three per cent average yearly gain; and Public Law 874, 22.8 per cent average yearly gain.

Table 9, above, shows a projection of the operational cost, assessed valuation, and the amount of money received under Public Law 874. This projection was based on the

average yearly gain over the previous five years.⁴ The gain in operational cost from 1958 to 1964 was 143 per cent and the gain in assessed valuation was only nineteen per cent. The amount received under Public Law 874 was projected from \$288,534.91 in 1958 to \$999,241.00 in 1964, which was a gain of 246 per cent. Public Law 874 would pay to the Junction City School System 41.3 per cent of the operational cost in 1964 compared to the twenty-nine per cent paid in 1948.

The gain in the amount received under Public Law 874 was greater than the gain in operational cost because the per cent of federal aid students increased rapidly as shown in Table 7, page 21. As the enrollment at Fort Riley schools increase the amount of money received under Public Law 874 would increase because this law pays one hundred per cent of the operational cost of the schools on a military reservation.

Schoolhousing. The construction of schoolhousing during 1958 to 1964 was projected in Table 7, page 21. Fort Riley, to provide schoolhousing for its expanding enrollment, would need two new elementary buildings to house between five hundred and six hundred students each, plus a Junior High School building. The Junction City schools would need two new elementary buildings for three hundred to four hundred pupils each, and an addition to the present high school for three hundred more

⁴This per cent was obtained in the same manner as explained in footnote 1, except operational cost, assessed valuation, and the amount of money received under Public Law 874 were used.

students. This would bring construction costs in the next six years to two and one-half or three million dollars. The federal aid under Public Law 815 would pay seventy-five per cent of these costs. This was based on the per cent of federally connected students found in the projected enrollments.

CONCLUSIONS

The following conclusions were drawn from this study:

1. The impact of Fort Riley was apparent in the fact that it had increased the city's population and the school enrollment. The population of Junction City was increased four thousand in the 1938 to 1948 period and 5,922 in the 1949 to 1958 period. The projection in Table 6, page 20, showed the population would increase 6,166 in the next six year period. A large per cent of the increase was the movement of army personnel into the area or labor forces that were directly connected through employment at Fort Riley.

As shown in Table 1, page 6, the enrollment increased 487 in 1938 to 1949. From 1949 to 1958 the enrollment increased 1433. Table 7, page 21, showed the enrollment would increase 2,188 as a minimum in the next six year period.

It was shown, by the 1958 school census, that forty-two per cent of Junction City's population was military. Table 5, page 18, showed that forty per cent of the total school population in 1950-51 had a direct connection with Fort Riley compared with 60.5 per cent in 1957-58. The projection in Table 7,

page 21, showed that by 1964 seventy-eight per cent of the total school population would have a direct connection with Fort Riley.

2. The ad valorem tax became an inadequate source of revenue to support the Junction City School System. In 1938 to 1948 the schools were supported by the ad valorem tax. Due to the spiraling enrollment in 1950 this source was shown to be inadequate and state assistance and federal aid were provided. State assistance and federal aid removed the burden from the local area for a short time, but the assistance from the state did not keep pace with the enrollment. The burden of support for the schools was placed again on the local area.

As indicated in Table 1, page 6, the operational cost gain during 1938 to 1949 was 123 per cent as compared to forty-three per cent gain in the assessed valuation. From 1949 to 1958 the operational cost gain was two hundred twenty-five per cent as compared to forty-six per cent gain in the assessed valuation. Table 9, page 23, indicated the projected operational cost gain from 1958 to 1964 would be 143 per cent and the gain in assessed valuation would be only nineteen per cent.

Table 5, page 18, showed that by 1958 the general levy was at an all time high. Without more state assistance in the next few years Junction City would have to ask the state to allow them to go beyond the state limit for a city its size.

3. Due to the impact of Fort Riley it was necessary to expand the Junction City School System and with the help of federal aid this was done. From 1938 to 1948 the Junction City

school system was comprised of three elementary schools and a Junior-Senior High School, which were adequate at this time. From 1938 to 1958, as shown in Table 3, page 12, it was necessary to build four new elementary buildings and to add classrooms to several elementary buildings. Some of these additions were of a temporary construction so that housing of the pupils could be met. By 1956, a new high school was needed to relieve the over-crowded Junior-Senior High School. The construction of this building raised the bond and interest levy to within a very slim margin of the limit the state would allow a city of this size. The projection in Table 7, page 21, showed four new elementary buildings and a new Junior high school at Fort Riley, plus classrooms to be added to the new high school. All of these buildings would be needed within the next six years.

4. The Federal Government in its aid to the Junction City School System kept an unreasonable burden from being placed on the local area as a result of the expanded enrollment. Public Law 874 paid to the school system seven per cent of operational and maintenance cost in 1950; as the impact increased, it paid twenty-nine per cent in 1958. Public law 815 provided the school system with adequate funds to meet the expanding building program. As shown in Table 3, page 12, thirty-five per cent of the Junction City School construction and one hundred per cent of the Fort Riley school construction was paid under this law. The thirty-five per cent paid under this law was adequate in

that Table 5, page 18, showed 33.5 per cent of the Junction City students for the year 1957-58 were federally connected. As the per cent of federally connected students increased, as shown in Table 8, page 22, it would be necessary for the Federal Government to assume a larger per cent of the construction cost within the city because Junction City would have inadequate funds.

GENERAL RECOMMENDATIONS

The following recommendations were made as a result of this study:

1. The Junction City Board of Education should continue to operate the Fort Riley Schools.
2. The Junction City Board of Education should work with the federal and state agents to see that the increased enrollment is properly financed by federal and state aid.
3. The Board of Education should support and encourage the program of housing at Fort Riley so that a more equal enrollment distribution between the city and Fort Riley is obtained.
4. The Board of Education should keep legislators informed of the impact of federal students to see that federal aid is continued under Public Laws 874 and 815.
5. The Junction City Board of Education and the Superintendent of Schools should work with the state and federal agencies to see that adequate financing is provided for the on-coming enrollment.
6. The Junction City Board of Education through the Superintendent of Schools Office should have a long range program of

study for enrollments, federal aid, financing and schoolhousing.

RECOMMENDATIONS FOR FURTHER STUDY

1. A study should be made on the number of students who enter the school from other states and countries, as well as those who speak a foreign language. The rate of turnover should be studied to see if this causes an impact and how it affects the curriculum.

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Sincere appreciation is expressed to Dr. O. Kenneth O'Fallon for the advice, encouragement and assistance with this study and report. Appreciation is also expressed to Mr. Harold Deever, Superintendent of Schools, Junction City, Kansas, for providing information contained in this report.

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THE IMPACT OF FORT RILEY, KANSAS, ON THE GROWTH AND
FINANCIAL STATUS OF THE JUNCTION CITY SCHOOL
SYSTEM AND THE POSSIBLE EFFECTS IN THE
NEAR FUTURE

by

SHERMAN WILLIAM BOWMAN, JR.

B. S. Emporia State College, 1951

AN ABSTRACT OF A MASTER'S REPORT

Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE

Department of Education

KANSAS STATE UNIVERSITY
OF AGRICULTURE AND APPLIED SCIENCE

1959

The problem was to study and report the impact of the Fort Riley, Kansas, military operation on schoolhousing, pupil population growth and financial ability of the Junction City School System and to project this impact in terms of the near future.

The purpose of the study was to answer the following questions:

1. Has the Fort Riley Military installation affected the population of Junction City and the enrollments of the school system?
2. What financial and housing problems has Fort Riley caused in the school system?
3. Has federal aid under Public Laws 874 and 815 and their supplements been adequate to offset increased demands in the operational and construction cost of the schools?
4. What can be expected in the way of future enrollments, operational costs and schoolhousing needs?

The information gathered was accumulated from material obtained from: the office of the Superintendent of School's, Junction City, Kansas, and the Fort Riley Housing Office; Junction City Chamber of Commerce; the George Smith Public Library; The Junction City Daily Union; and the Geary County Superintendent's Office. The material was classified according to the following periods of time: 1938 to 1948; 1948 to 1958; and 1958 to 1964.

The following conclusions were drawn from this study:

1. The impact of Fort Riley was apparent in the fact

that it had increased the city's population and the school enrollment. The population of Junction City was increased four thousand in the 1938 to 1948 period and 5,922 in the 1949 to 1958 period. The projection showed the population would increase 6,166 in the next six year period. The enrollment increased 487 from 1938 to 1949; 1433 from 1949 to 1958; and, 2,188 as a minimum in the next six year period as shown by the projection. Forty per cent of the total school population in 1950-51 had a direct connection with Fort Riley compared with 60.5 per cent in 1957-58. The projection showed that by 1964 seventy-eight per cent of the total school population would have a direct connection with Fort Riley.

2. The ad valorem tax became an inadequate source of revenue to support the Junction City School System. The operational cost gain during 1938 to 1949 was 123 per cent as compared to forty-three per cent gain in the assessed valuation. From 1949 to 1958 the operational cost gain was 225 per cent as compared to forty-six per cent gain in the assessed valuation. The projected operational cost gain from 1958 to 1964 was 143 per cent and the gain in assessed valuation was only nineteen per cent.

3. Due to the impact of Fort Riley it was necessary to expand the Junction City School System and with the help of federal aid this was done.

4. The Federal Government in its aid to the Junction City School System kept an unreasonable burden from being placed on

the local area as a result of the expanded enrollment. Public Law 874 paid to the school system seven per cent of operational and maintenance cost in 1950; and twenty-nine per cent in 1958. Public law 815 provided the school system with adequate funds to meet the expanding building program. Thirty-five per cent of the Junction City School construction and one hundred per cent of the Fort Riley school construction was paid under this law.