

A STUDY OF ASPECTS OF EDUCATION IN BARBER COUNTY, KANSAS

by

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B. S., Kansas State University, 1949

A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

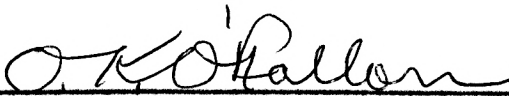
MASTER OF SCIENCE

Department of Education

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1963

Approved by:


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INTRODUCTION

Our world is not static and we shall fail as a society if we neglect to afford our schools the needed resources to develop skills with which to meet change. Scientific and technological changes progress at an accelerated rate. Increased knowledge in the classical areas is evident. Employment opportunities and required skills change. Mobility increases. Local, national, and international problems are becoming increasingly complex. All of these factors challenge us to many necessary changes.¹

Education has been defined in various ways. Plato thought that "a good education consists of giving to the body and to the soul all the beauty and perfection of which they are capable of receiving."² Horace Mann felt "education alone can conduct us to that enjoyment which is at once, best in quality and infinite in quantity."³ Educational units fighting for existence will find it difficult to approach either of the above standards.

Many patrons have gone through local attendance centers and are satisfied with the type of education offered. The patrons who resist any change can be grouped under one of three headings:

¹Comprehensive Educational Survey, Vol. I (Topeka: Kansas Legislative Council, March 1960), p. 12.

²Ward G. Reeder, Public School Administration (New York: The MacMillan Company, 1958), p. 285.

³Ibid.

(1) sentimentalist, (2) economy expert, and (3) those who do not understand educational happenings today.

The realization that a school can be too small to provide more than a limited curriculum for the youth accounts for much interest in recent years in school consolidation. Even where consolidation would not reduce the cost of the educational program, its supporters affirm that it would provide greater educational opportunities because small schools seldom have well-trained and well paid teachers, diversified curriculums, sufficient teaching aids, or adequate programs of extraclass activities.

Barber County is located in the middle of the state, in the southern tier of counties. It is predominately an agricultural county with cattle and small grains as the chief resources. In recent years, the discovery of oil caused a substantial valuation increase. A more recent oil production decrease has brought about a decrease in valuation.

Medicine Lodge, the county seat, has a population of 3,000 and supports the only manufacturing company in the county. This plant employs approximately forty men.

The topography of the western half of the county graduates from rolling to steep grassy terrain, which is ideal for large cattle ranches. The sparse population provides only a few school-age children. Seventy-five per cent of the population and a majority of the students live on the relatively level productive land in the county's eastern half.

The names and numbers of the rural grade districts located in the county are as follows: (see map in Figure 1.)

College Hill R-2, Lake City R-4, Gerlane R-9, Reutling R-10, Pleasant Hill R-17, Walstead R-23, Julian R-24, Mingona R-31, Dry Creek R-50, Deerhead R-63, Aetna R-68, Eagle R-71, Eldred R-81, Grandview R-82.

The majority of these districts are located from west central to the western part of the county. This puts them primarily in the sparsely populated areas.

The State Law specifies that if a Common or Rural High School District does not hold school for three years it is automatically disorganized and the territory goes to the school in the district in which the largest number of pupils are attending at the time of closing. In June, 1962, R-81 and R-82 were officially closed and the territory transferred to Medicine Lodge Elementary District Number 1 and to Isabel Common School District Number 43 (see Figure 1, p. 4). Names and numbers of the districts remaining in the county are as follows:

Medicine Lodge, Common School District Number 1, 8 grades.

Hazelton, Common School District Number 37, 8 grades.

Sun City, Common School District Number 51, 8 grades.

Kiowa, Common School District Number 5, 12 grades.

Sharon, Common School District Number 28, 12 grades.

Isabel, Common School District Number 43, 12 grades.

Hardtner, Common School District Number 62, 12 grades.

Medicine Lodge, Rural High School District Number 7.

Sun City, Rural High School District Number 2.

Hazelton, Rural High School District Number 6.

Figure 1. Legend for map of Barber County:

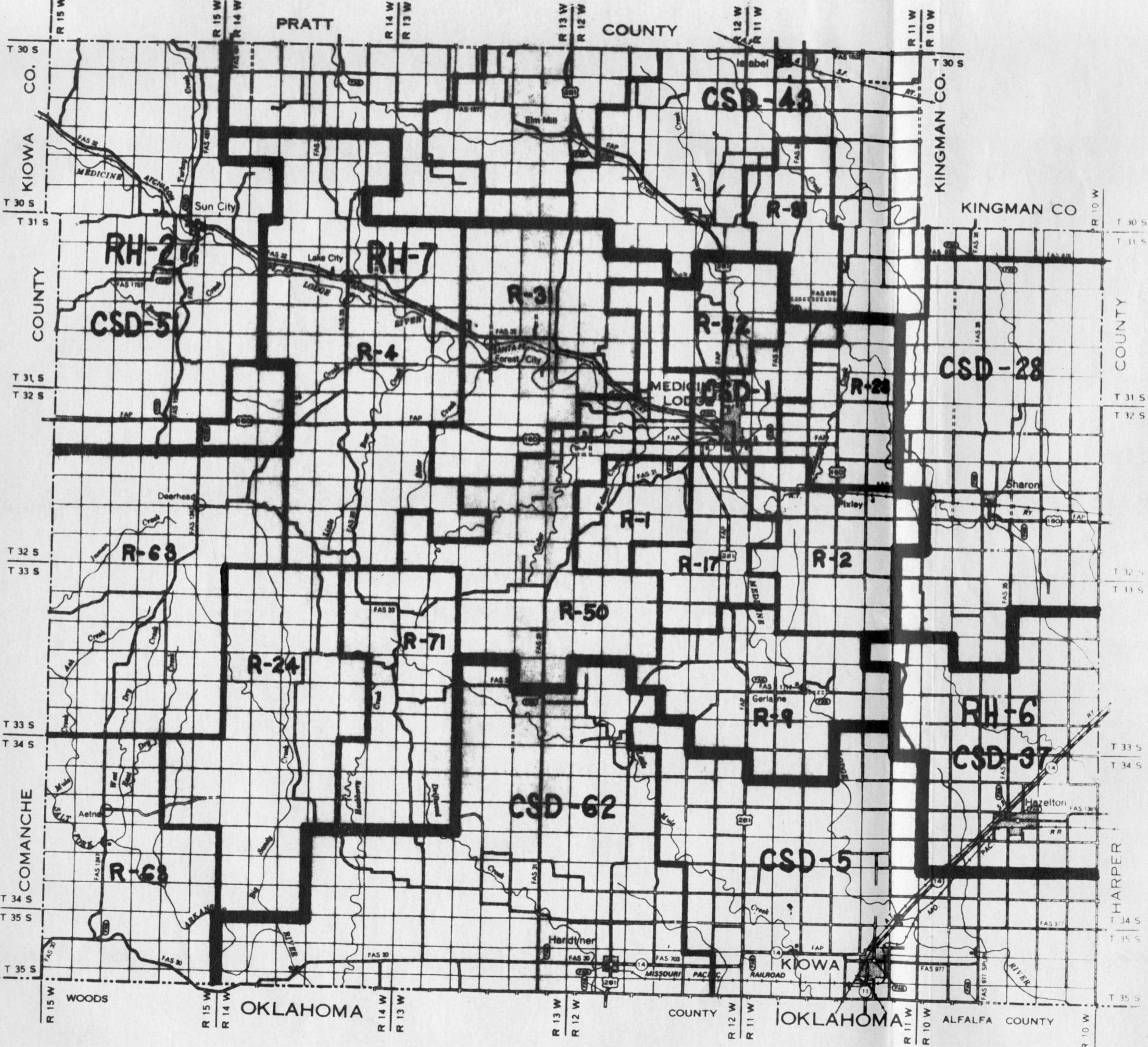
CSD --- Common School District.

R --- Rural School District.

RH --- Rural High School District.

— --- Common and Rural School District Boundaries.

■ --- Rural High School Districts.



BARBER COUNTY
KANSAS

Barber County supports twelve rural grade schools with approximately 100 students, eight two or more teacher elementary schools with 1,244 pupils, and seven high schools which enroll 654 students. There were no non-operating districts in the county as of July 1, 1962.

Separate overlapping districts are found in Barber County. The origin of separate districts for elementary schools was found in the days when an eight grade education was adequate for all practical purposes. At this time more education was handled in the home. The people of the state felt they fulfilled their obligation to youth by setting up a type of district organization which could provide an education of sufficient scope.

Twenty-two of the original 95 separate districts of the county remain. The 95 original districts provided a school for each 100 people in Barber County. As the need for a high school developed, a method of providing for it was fitted into an existing organization of districts, many of which were too small to extend programs to include high school. Many existing programs of small high schools are about the same as when they were organized.

Another condition which exists in Barber County is the divided responsibility for education in which one district provides the elementary education and another district the secondary education. Kansas, California, and Illinois continue to use this divided district pattern. In Kansas, Rural High School Districts are superimposed on Common School Districts. Three of these are found in Barber County. The condition of separate districts makes possible poor articulation among the schools

involved. Five of the high schools offer programs of a general nature and two offer academic college preparatory and partial practical arts. The smaller schools find it difficult to offer an extended program as teacher tenure is low and money is not available for the more diversified offerings.

REVIEW OF LITERATURE

The American people have accomplished much in the development of a unique system of secondary schools. These attainments have been based on a universally segmented program within the free elementary system. The criteria of the secondary school program have been:

1. Establishing a system of universal, free public secondary schools open to all.
2. Providing opportunities for youth to develop individual potentialities and capabilities.
3. Advancing of knowledge and the cultural life of the people.
4. Developing a unified, enlightened, competent citizenry.
5. Contributing to the development of a productive and creative society.
6. Fostering a respect for the individual and development of abilities.
7. Adapting to social changes.
8. Utilizing teaching methods based on research and the known facts about learning.
9. Making available good teaching resources and equipment.

10. Maintaining local control over the school.

11. Providing a competent staff of teachers.

Public education has always been of vital importance to Kansas. It had its origin in territorial days and was given recognition in the state constitution.

In early statehood the major concern was elementary education. School districts were created on the basis of immediate convenience with little state-wide planning. As the need for high school education was recognized and the idea of providing it at public expense became accepted, a high school was organized in practically every town, using the same basis of convenience as that used for the elementary system.

From these origins, fifty to one-hundred years ago, has come today's state-wide system of public education. That it does not completely fit the conditions of the present time is not surprising. It is always difficult to make changes in any institution after it has become established. The common tendency is to hold to the old and familiar, retaining it long after it fails to meet new conditions.

Kansas shares, with other states, the problem of fitting its school systems to modern demands. In the past few years more than thirty states have conducted, or are engaged in conducting, state-wide surveys at both the elementary and secondary levels.⁴ Before 1959, any study of education in Kansas was conducted on a piecemeal basis.⁵

⁴Comprehensive Educational Survey, Vol. II (Topeka: Kansas Legislative Council, March, 1960), p. 3.

⁵Ibid.

Educators, realizing the expanding role of education and its increasing cost, recommended to the legislators that a complete study of Kansas education and its facilities be undertaken. The study was authorized and completed in 1960.

Senate Bill 400 was developed and passed by the legislature, using the study as a base. The purpose of the bill was to bring about better educational offerings in the state through a program of unifying groups of districts into single administrative units. As a result of this bill, committees were organized in the state to determine the feasibility of unifying. Several districts were unified; however, some districts objected and sought to find the bill unconstitutional. The bill was declared unconstitutional in February, 1962.

Kansas has maintained more districts than most states. The number ranges from 17 in Nevada to 4,467 in Nebraska. More than one-half of the states have less than 500, ten have less than 100, while only four states report more districts than Kansas. If Kansas were comparable to most states in district organization, it would reduce the number of districts from nearly 2,400 to less than 500.

Kansas maintains divided responsibility for education. The rural high school district is superimposed over common school districts. Districts of adequate size which provided both elementary and secondary education, are commonly accepted as being necessary for efficient school operation.

Total enrollments in grades 1-12 have fluctuated widely since 1920. After reaching an early high, slightly in excess of 422,000 in

1922-23, the total enrollments held above 400,000 each year through 1935-36. A period of annual declines pushed enrollments down to a low point of 316,000 in 1947-48. During the upward enrollment trend of the past 11 years, each year has produced an increase over the previous year.⁶

A factor which must be considered is the non-public school enrollments. Enrollment data is somewhat sketchy for the early years, but in 1957-58, approximately 9.6 per cent of the state enrollment was found in non-public schools.

Another factor is the holding power of the schools. There is every indication that the holding power of the schools will continue to increase so that even larger proportions of each age group remain in school through grade 12 or high school graduation. As the average level of schooling increases for the state and nation, more and more pressures will be exerted upon students to remain in school longer.⁷

The enrollment prediction for the future is for continued increase to 89,000 in 1969-70.⁸ This represents an increase of 15.5 per cent in grades 1-8 as contrasted to 34.6 per cent in grades 9-12. Thus the high schools of Kansas can anticipate serving four pupils for each three now enrolled.

Per pupil costs have continued to increase steadily through the years. Since 1946-47 the operational cost per pupil per year has

⁶Ibid., p. 56.

⁷Ibid., p. 58.

⁸Ibid., p. 60.

increased \$14.00 and \$18.00 per year for elementary and secondary education respectively. In 1958-59 the average annual cost of elementary education was \$274.00 and secondary education was \$451.00. The national average for 1958-59 was \$340.00 and the Kansas average was \$330.00. Colorado spent \$355.00, Missouri \$335.00, Nebraska \$290.00, and Oklahoma \$279.00.⁹

The revenue of Kansas school districts comes from 15 sources. These can be classified in three major categories: local, state, and federal.

The school revenue, exclusive of tax money from levies for bonds and interest and building funds, in 1958-59 exceeded 154 million dollars. Local sources (school district and county) contributed 74 per cent, the state 23 per cent, and the federal government the remaining 3 per cent.

Practically all (98.6 per cent) of the money raised at the school district or county level came from the property tax through five different levies.

Public elementary and secondary education is a major business, based upon the amount of money expended. During the year 1929-30, over 42 million dollars were spent for operational costs and this amount rose to 145 million in 1958-59.¹⁰ Besides operational costs, there is the cost of bonds and interest for school construction. According to table 14,¹¹

⁹Ibid., p. 90.

¹⁰Ibid., p. 87.

¹¹Ibid., p. 88.

this figure has increased from 28 million in 1938 to 197 million in 1959. The cost of bonds and interest now accounts for 21 per cent of total school levies as contrasted to 8.4 per cent in 1946.¹²

One of the eight pressing problems of Kansas education listed in the preliminary study made prior to the Comprehensive Educational Survey was that of obtaining an adequate supply of well trained teachers. Competent, well-educated teachers are the nucleus of a school system. Without good teachers, the school cannot do the job for which it was created.

A count by the State Department of Public Instruction for 1961-62 shows 24,282 teachers and administrators employed by the school districts of Kansas.

Certification of teachers is a means of assurance that, within reasonable limits, children will be under the direction of competent and qualified teachers.

Teacher certification was one of the first services demanded by the public of the State. Until 1948 it was possible to enter the profession with a high school diploma. Then eight hours of college credit was required, then sixty semester hours in 1952, and finally the minimum of a college degree was required after 1959.¹³ The preparation for different positions and types of schools varies.

During the 1958-59 school year three out of four Kansas teachers

¹²Ibid., p. 87.

¹³Ibid., p. 68.

had one or more college degrees. Nearly all of the non-degree teachers teach in elementary schools. One in every three elementary teachers does not hold a college degree. Among 41 states reporting, Kansas ranked 29th in per cent of elementary teachers with degrees.

About three-fourths of the states pay better salaries to teachers than does Kansas as shown by Table 11.¹⁴ For the year 1958-59 Kansas paid an average salary of \$4,138.00 and ranked 33rd. The average salary for all states was \$4,775.00 or \$637.00 greater than the average Kansas teacher's salary. On the basis of personal income per child of school age, Kansas ranked 24th, indicating it can afford to pay better salaries. Kansas would have to increase salaries 15 per cent in order to rank with the average of other states.

In the financial administration of every school district, certain problems arise in connection with teacher pay that have to be solved in some fashion. In many communities the solutions are not written down but are matters of practice only. These practices are often born of the expediency of the moment and lack consistency and clear definition. Without officially adopted salary schedules, the way is open for charges of favoritism and unfairness. Staff morale suffers, and teacher mobility is extreme. In other districts, the solution to each question is made a matter of board action and is added to the salary policy. The latter arrangement is recommended by Kansas State Teachers' Association.¹⁵

¹⁴Ibid., p. 75.

¹⁵Salary Schedules Kansas Schools, K.S.T.A., p. 1.

A few school districts appear to want to employ only inexperienced teachers, probably to keep costs down. Other districts which want better teachers are restricted by low taxable valuations. They simply cannot raise the money to attract the best teachers. A school with a new faculty each year is handicapped in providing the type of education necessary for boys and girls.¹⁶

The teaching profession is characterized as one in which there is considerable movement of personnel from community to community.¹⁷ Each year one out of every four to five teachers is new to his position. The turnover is greatest in the smaller communities and rural schools.

The North Central Association of Colleges and Secondary Schools recommends that the pupil-teacher ratio not exceed 27 to 1.¹⁸ In academic subjects a pupil-teacher ratio of 150 pupil periods a day to each teacher should be regarded as a maximum teaching load with no class in such subjects enrolling more than 35 pupils.¹⁹

As a result of the Kansas Comprehensive School Survey and concentrated efforts of study of the State's educational patterns, it was suggested and approved that the rating of secondary schools be classified

¹⁶Comprehensive Educational Survey, Vol. II, op. cit., p. 79.

¹⁷Ibid.

¹⁸The North Central Association, Policies and Criteria for the Approval of Secondary Schools, (Offices of the Commission on Secondary Schools, 1960-61), p. 15.

¹⁹Adel F. Throckmorton, Kansas Secondary School Handbook, (Topeka: State Printer, 1961), p. 7.

as "Comprehensive," "Standard," and "Approved." Ratings for accreditation of schools within each of the above categories was to be determined on the basis of teachers and their qualifications, curriculum offerings, and general quality of the instructional program. This method has been in use since 1958-59 and is based primarily on the following information:

1. For a school to be accredited as a comprehensive high school it must provide instruction in all nine curricular areas, offering at least 50 units of credit. It shall hire only qualified teachers and conduct a self-evaluation under direction of the State Department of Public Instruction once a year.
2. For a school to be accredited as a standard high school it must offer and teach 32 units of study in eight of the nine curricular areas. It must hire only qualified teachers and conduct a self-evaluation under direction of the State Department of Education.
3. An accredited approved school shall provide a minimum of 18 units of instruction in six of the nine curricular areas. It shall employ a minimum of five teachers and maintain an average daily attendance of 35.²⁰

Each school, in so far as possible, should offer courses in each of the following areas: general, academic, practical arts, business, and fine arts.

The unified or 12 grade school district of adequate size has proved to be the best organization for school government devised by the American people. Its soundness has been demonstrated for many years in thousands of communities. The unified district provided the following important advantages:

²⁰Ibid., p. 26.

1. The organizational structure fosters ease and simplicity of educational control. There is a single board of education responsible for developing policies for the total educational program.
2. It permits all people in the community or locality to have a voice in the entire educational program.
3. It makes all the community's wealth, which is subject to the property tax, available for support of the entire educational program.
4. It fosters more effective utilization of financial resources so that school funds can be expended in terms of greatest needs. It also eliminates competition for school tax dollars, which frequently happens in dual systems of separately organized elementary and secondary high school districts.
5. It eliminates needless duplication in school business management.
6. It permits utilization of special service personnel such as school psychologists, remedial reading specialists, or visiting teachers throughout the entire school program wherever they are needed.
7. It makes possible the establishment of adequately sized schools in terms of pupil and community educational needs.
8. It makes possible co-ordination of the educational program from the kindergarten or grade one through grade twelve and makes it less difficult to keep the school program adapted to changing conditions and needs.²¹

It is suggested by North Central Association of Colleges and Secondary Schools that teachers shall be assigned only to those subjects in which they have at least eighteen hours of preparation. The Association further states that a teacher have one free hour during the

²¹Comprehensive Educational Survey, Vol. II, p. 146.

day for preparation and not be assigned to more than five classes. It is further suggested that districts employ teachers to teach only subjects in their major field.

From the review of literature the following standards were selected and data specific to the study areas were collected:

1. Trends in the number of youth for which education must be provided present and future.
2. Per pupil cost for the period of study.
3. Sources of school revenue.
4. Financial structure for education.
5. Quality of teaching staff.
6. Fields of preparation.
7. Teacher salaries.
8. Salary schedules and teacher tenure.
9. Pupil-teacher ratio.
10. School classification.
11. Program of study.
12. Teacher assignment.

STATEMENT OF THE PROBLEM

Equal educational opportunity for all citizens at all levels is imperative for the growth of a modern democratic society in order to assure an adequate number of citizens with suitably developed breadth of understanding and skills. All citizens of Barber County should be provided equal educational opportunity. This study will attempt to identify

a number of areas of educational operation in Barber County and determine whether inequalities exist.

DEFINITION OF TERMS

Terms which are unique to this study and which need defining are listed:

Average Daily Attendance--A statistic computed by formula, the sum of days attended by each enrolled student divided by the number of days the school is in session.²²

Rural District--A rural area designated according to state law as a local school administrative unit, or a body corporate and politic, in an open country area, that with such help as it may receive from the state and county provinces, maintains its own school or schools under the immediate control of its board of trustees, generally three in number.²³

School District--The area that is under the supervision of a given school board and originally meant an area where it was possible for students to walk to school.²⁴

Common School District--School district designation for the traditional eight year elementary school.²⁵

Rural High School District--Similar to the common school district in that its governing board is made up of three to five members elected by voters in June of each year for a three year period. Instruction is offered in grades nine through twelve only and the boundaries usually overlap those of several common school districts.²⁶

²²Carter V. Good, Dictionary of Educational Terms, (New York: McGraw Hill Company, 1945), p. 36.

²³Ibid., p. 138.

²⁴Ibid., p. 138.

²⁵Ibid., p. 86.

²⁶Comprehensive Educational Survey, Vol. II, p. 124.

Attendance Center--Generally considered to be an area of school attendance which maintains more than one school.²⁷

District Unified--A school district providing a public school program from kindergarten through grade twelve.²⁸

Administrative Unit--That geographic unit comprising all the areas under a single system of school administration, generally constitutes a local taxing unit or fiscal unit for school purposes.²⁹

School System--This term refers to all operating school programs within the geographic limits of the school district which are under the authority of one governing unit.³⁰

PURPOSES OF THE STUDY

The purposes of this study were:

1. To investigate the development and status of selected areas of educational effort found in Barber County, Kansas, school districts.
2. To compare identified effort to recognized levels of excellence.
3. To designate points of strength and weakness.

²⁷Good, op. cit., p. 37.

²⁸Ibid., p. 139.

²⁹Ibid., p. 12.

³⁰Ibid., p. 360.

METHODS AND PROCEDURES

A review of literature was made in relation to adequacy of school districts and related information specific to the study's areas was collected in relation to the following problem areas:

- I. School district development.
 - A. Enrollment trends.
 - B. Per pupil costs.
 - C. General school revenue.
- II. Teacher qualifications.
 - A. Preparation.
 - B. Salary and salary schedules.
 - C. Teacher tenure.
- III. Senior High programs and teacher assignment.
 - A. Areas and units of study.
 - B. Teacher assignment.

The procedure was to analyze data gathered and identify strengths and weaknesses in relation to improved educational opportunities.

THE STUDY

School District Development

Only four states report more districts than Kansas. This indicates there are many Kansas School Districts incapable of properly educating their students. Barber County school districts have declined in number continually from a high of 95 some 50 years ago.

Table I shows there was a loss of seven one and two teacher rural districts and one high school district from 1952 to 1961 which was the result of an enrollment drop from 176 to 101 (see Table II, page 23). Two additional rural high schools were established.

Barber County, like the State, has too many districts with small enrollments which keep the operational costs high in relation to other schools in the state and nation.

Enrollment trends. As previously established, schools can expect a 15 per cent increase in enrollments, in grades 1-8, and a 34 per cent increase in secondary schools enrollments by 1970. The non-public students now make up about 10 per cent of the total Kansas students.

Table II, page 23, shows enrollment of Barber County youth rising from a low in 1952 to the peak in 1960. All rural one and two teacher schools are steadily declining in enrollments and will enroll only 71 students in 1967 according to Table III, page 25.

CSD 5 and RH 7, enrolling approximately two-thirds of the students, reached their peak enrollment in 1960 and declined in 1961. According to Tables II, page 23, and IV, page 26, the other districts follow the same general pattern of decreasing enrollment.

The prediction of increased enrollment made earlier in the study for the state may not materialize in Barber County due to its agricultural nature. It can be seen from Table III, page 25, that farm size is increasing and rural population is decreasing. Even though straight projection indicates increases, the additional student population will

TABLE I
 CHANGE IN NUMBER AND TYPE OF DISTRICTS IN
 BARBER COUNTY FOR YEARS 1952 TO 1961

District by type	Years										Gain	Loss
	52	53	54	55	56	57	58	59	60	61		
Rural 1 & 2 Teacher	18	17	16	16	15	15	12	11	11	11	0	7
Rural High School	1	1	2	2	2	3	3	3	3	3	2	0
CSD 8 Grades	7	7	7	7	7	7	7	7	7	7	0	0
CSD Grades 9-12	5	5	4	4	4	4	4	4	4	4	0	1

Source: Analysis of Barber County reports for period of study.

TABLE II

ENROLLMENT BY DISTRICTS BY YEARS 1952-62

Districts	Years									
	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961
CSD 5	375	375	407	467	435	426	472	456	475	438
CSD 62	110	113	121	108	111	134	131	141	138	150
CSD 43	141	133	145	153	154	145	126	133	143	135
CSD 28	102	103	108	119	102	102	88	101	120	119
CSD 1 & RH 7	569	609	627	750	788	810	825	852	890	765
CSD 37 & RH 6	131	140	112	161	151	139	142	103	125	118
CSD 51 & RH 2	88	92	92	96	80	58	80	80	82	69
CSD 4 8 grades only	39	32	28	27	18	17	26	30	33	26
All rural 1 & 2 teacher total	<u>176</u>	<u>160</u>	<u>173</u>	<u>164</u>	<u>165</u>	<u>131</u>	<u>129</u>	<u>116</u>	<u>105</u>	<u>101</u>
Totals	1,731	1,757	1,813	2,045	2,004	1,961	2,019	2,012	2,111	1,921

Source: Analysis of Barber County records.

probably be felt in CSD 5 and RH 7 plus the industrial areas over the state. Further proof of the static school enrollment is that records show an enrollment of 2,189 students in all county schools in 1939-40 and 2,111 in 1960. The only change that may affect school enrollment will be the closing of rural schools and further urbanization of farm population.

Even though records show a 15 per cent increase in school enrollments for Kansas, all information pertaining to Barber County indicates a static situation or slight decrease. In the last ten years the non-public enrollment of Barber County has been about 5 per cent as compared to 10 per cent for the State (see Table IV, page 26).

Per pupil costs. Per pupil costs starting in 1946 have increased between 14 and 18 dollars per year, forcing the cost of education to double from 1947-1959.

Table VI, page 28, shows the average cost per high school pupil to be approximately \$770.00 which is almost double the state average. All high schools in the county were averaged together with enrollments varying from 31 to 254. There was also found a range in dollar cost per pupil of \$402.00 in the high school offering a completely diversified curriculum to \$1,647.00 in the high school offering the most limited curriculum. Cost per rural student is prohibitive for the type of program offered.

The cost of education per pupil in Barber County has not doubled, but every year it has exceeded the state and national averages of \$330.00

TABLE III
FARM SITUATION FOR BARBER COUNTY, SELECTED YEARS 1940-58

Year	Number farms	Farm size ¹	Operator on farm	Average age of operator
1940	1040	686	---	47
1945	889	773	823	49
1950	846	802	715	49
1954	732	919	612	50
1958	683	1003	543	51

Source: United State Department of Agriculture Survey.

¹Given in acres.

TABLE IV

NON-PUBLIC ENROLLMENT FROM 1952-62

Year	No. enrolled
1952-53	86
1953-54	100
1954-55	110
1955-56	99
1956-57	108
1957-58	114
1958-59	127
1959-60	126
1960-61	122
1961-62	119

Source: Barber County
School Directory.

TABLE V
PROJECTED ENROLLMENTS BY DISTRICTS, 1962-67¹

Year	Districts								All Rural
	GSD 62	GSD 43	GSD 5	GSD 28	RH 6	RH 7	GSD 4	RH 2	
1962	12	10	21	21	5	65	4	4	13
1963	16	14	39	16	4	82	6	3	11
1964	13	15	29	19	8	63	4	7	16
1965	8	9	23	16	4	70	2	3	11
1966	7	8	30	14	2	56	7	5	15
1967	10	16	32	17	2	58	2	10	5
Total	66	72	174	103	28	394	26	32	71
Average	11	12	29	17	4.6	65.6	4.3	5.3	11.8

Source: Analysis of Barber County records.

¹First grade.

TABLE VI

PER PUPIL COST OF BARBER COUNTY SCHOOLS BASED ON AVERAGE DAILY ATTENDANCE FOR YEARS 1952-61 INCLUSIVE

District	Years																		Total	
	1952		1954		1955		1956		1957		1958		1959		1960		1961			
	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.	Gr.	Hi.		
OSD 62	312	1029	345	791	374	1068	356	986	402	919	329	855	383	984			1	394	935	10462
OSD 43	411	580	411	566	342	611	385	828	398	861	443	1385	443	1143				467	1051	10333
OSD 5	216	435	265	447	250	612	273	608	264	554	311	540	346	515				352	635	6623
OSD 28	478	585	423	522	379	877	467	973	506	870	549	865	556	997				543	748	10338
OSD 37	361		320		596		387		423		428		400					462		3377
OSD 4	338		448		735		707		539		540		503					504		4314
OSD 51	509		511		374		412		470		566		470					491		3793
OSD 7	162		157		189		194		223		220		249					260		1654
RH 6		608		499		298		990		1072		1074		1228					968	6737
RH 2		959		1647		977		873		1267		1063		1117					1240	9143
RH 7		402		407		403		448		297		556		646					612	3765
Total	2787	4598	2888	4879	3239	4846	3081	5706	3215	5834	3386	6338	3350	6630				3473	6189	
Average	348	661	341	711	455	705	410	297	402	721	423	800	420	804				438	884	
All Rural School				1954		1955		1956		1959		1961								
				279-1593		265-1211		322-3623		413-1330		417-1538								

Note: All figures are in terms of dollars.

¹Records missing.

Source: Analysis of Barber County records.

and \$340.00 respectively. The study reveals that in some districts the cost of education is four times the state average, indicating that the cost of education in Barber County high schools is excessive by comparison.

General school revenue. School revenues in Kansas come primarily from three sources: federal, state, and local, with each source providing three per cent, 23 per cent, and 74 per cent respectively of the total cost of school operation.

Tables VII, page 31, and VIII, page 32, show the assessed valuation for all districts in the county. Total valuation is in excess of 15 million for the county rural districts and 44 million for the CSD and RH districts of the county. The financial condition which exists in Barber County is better than that in most Kansas counties with an average per pupil valuation of \$20,000.00 as compared to the rest of the state, ranging from \$4,900.00 in Wyandotte County to \$29,000.00 in Kearney County.

Inequalities begin to appear through an examination of the tables. Information from the tables indicate that districts with the low mill levies are receiving the most state and county aid per pupil. General levy varies from 5.73 to 21.34. Only two schools have special levies for transportation, and all but two have some form of bonded debt and interest. A variation from an increase of almost 16 mills to a decrease of 4 mills for the period from 1952 to 1961 as shown by Table VII, page 31.

These same tables show that even though the valuations, in some cases, of the rural districts are low, many are in need of some aid due the maximum levy limits. Levy limits are: Common School Districts, 8 grades--10 mills; Common School Districts, 12 grades--18 mills; and Rural High Schools--8 mills. CSD 5, 37, 62, and 28, also RH 2 and 6 are approaching maximum levy limits. With valuation per student high in comparison to other Kansas Counties, some equalization is needed.

Barber County is no different from other counties in relation to school revenue. It would appear that students in the county should be receiving a complete education with \$20,000.00 valuation for each student. Sufficient income is available in the county.

Barber County can expect a static school enrollment as compared to an overall state increase. Also the county can expect costs to double the state average and expect general school revenue to come from property taxes for the future. The schools are spending sufficient money for proper education by comparison, but curriculum offerings are limited and those schools making the least local effort are receiving the most state aid. The county needs to adjust some of the 20 mill levy variation that exists among the school districts.

Teacher Qualifications

One of the eight pressing problems of Kansas education listed in the preliminary study made prior to the Comprehensive Educational Survey was that of obtaining an adequate supply of well trained teachers teaching in the major field of preparation. Competent, well educated teachers

TABLE VII

STATISTICS FOR THE COUNTY ONE AND TWO TEACHER RURAL SCHOOLS FOR 1961

District		Enr.	State funds per pupil Gr. 1-8	County funds per pupil Gr. 1-8	Assessed valuation	Tax levies general	Total 1952	Total 1961
College Hill	No. 2	9	76.33	86.39	1,111,983	1.39	4.78	1.39
Lake City	No. 4	31	77.98	48.79	1,296,561	8.13	2.68	8.13
Gerlane	No. 9	10	42.85	72.50	4,367,537	2.20	4.07	2.20
Reutlinger	No. 10	14	71.30	61.44	2,133,232	6.49		6.49
Pleasant Hill	No. 17	13	125.87	50.80	617,894	8.39	7.50	8.39
Walstead	No. 23	11	138.66	43.18	549,390	4.27	7.31	4.27
Julian	No. 24	5	195.63	124.00	888,691	6.74	9.64	6.74
Mingona	No. 31	14	112.02	42.32	518,704	8.01	6.50	8.01
Dry Creek	No. 50	5	82.23	92.50	1,386,652	4.88	5.42	4.88
Deerhead	No. 63	8	23.91	88.75	764,410	9.63	4.63	9.63
Aetna	No. 68	5	78.24	118.00	536,187	9.63	7.99	9.63
Eagle	No. 71	6	239.74	75.83	493,436	7.67	4.62	7.67
Eldred	No. 81		Closed		291,319	6.18	6.99	6.18
Grandview	No. 82		Closed		246,046	8.22	7.59	8.22
Totals					15,202,012			

Source: Analysis of Barber County records.

TABLE VIII

STATISTICS OF THE RURAL HIGH AND COMMON SCHOOL DISTRICTS, BARBER COUNTY, KANSAS, 1961

District	Enrollments		State funds		County funds		Assessed valuation	Gen.	Trans.	Bond Int.	Spe- cial	All other	Total 1961	Total 1962
	Sept 15, 60		per pupil		per pupil									
	Gr. 1-8	Gr. 9-12	Gr. 1-8	Gr. 9-12	Gr. 1-8	Gr. 9-12								
Medicine														
Lodge No. 1	539		70.98		38.41		4,750,302	16.37		8.04		1.87	26.28	18.72
Hazelton No. 37	69		70.29		50.01		1,884,509	11.75		5.48			17.23	23.40
Sun City No. 51	44		50.56		63.22		2,075,169	5.73					5.73	9.53
Kiowa No. 5	351	112	76.37	83.00	38.33	263.22	4,367,537	21.34	1.67	3.75	.36	4.72	31.84	16.49
Sharon No. 28	65	53	76.87	164.86	48.58	210.55	2,530,291	17.09	1.89	5.55	.16	1.89	26.58	16.37
Isabel, Jt. No. 43	100	43	87.73	138.41	33.57	125.07	2,845,117	15.79	2.37	5.90			24.06	18.65
Hardtner No. 62	111	45	68.31	25.00	37.48	177.51	3,535,689	16.95		5.05			22.00	
Medicine								16.95		1.13			18.08	22.58
Lodge RH 7		265		30.41		220.36	15,690,854	7.15		2.68		1.88	11.71	
Sun City RH 2		30		19.28		279.75	2,225,691	14.28		2.49			16.77	13.02
Hazelton RH 6		53		108.28		257.15	4,276,318	8.67					8.67	6.87
Total							44,181,540							

Assessed valuation per pupil--\$20,000.00.

Note: RH means Rural High School.

Source: Analysis of Barber County records.

are the nucleus of a school system.

The 1961-62 school year Barber County records show a total of 160 teachers and administrators employed. Twelve are in rural one and two teachers schools, 73 in two or more teacher elementary schools, 62 are in high schools, and 13 are employed as administrators. Seven of the 13 administrators listed are in the classroom at least one hour per day and five teach a full schedule.

A total of 58 types of certificates are available for teachers in Kansas. Table IX, page 34, shows the types and numbers of certificates held by Barber County teachers as of June, 1962.

Preparation. The finding and keeping of well qualified teachers exists as a problem in the state as well as in Barber County. For the year 1960-61 three of four Kansas teachers held degrees. Of the 160 teachers in Barber County all but 12 held degrees. Barber County employs more than 87 per cent of its teachers with degrees, while in the state only 75 per cent were as fully qualified.

The 1960-61 school year records revealed that 40 per cent of the teachers were teaching out of the major field of preparation.

Salary and salary schedules. The value a district places upon its schools may be judged to some extent by the salaries paid to its teachers. Kansas ranked 33rd in the nation in 1958-59, in terms of salaries paid teachers. On the basis of personal income per child of school age, Kansas ranked 24th.

TABLE IX
CERTIFICATES HELD BY BARBER COUNTY
TEACHERS FOR YEAR 1961-62

Type of certificate	Number
1 year Degree	4
3 year Degree	54
5 year Degree	24
60 hour	12
2 year Elementary	5
3 year Elementary	5
Elementary Provisional	4
Elementary Life	1
Life	32
Life Administrator	1
5 year Administrator	1
Administrators Provisional	6
School Administrator	1

Source: Analysis of Barber County records.

In Barber County the average annual salary in 1958-59 for rural and elementary teachers was \$4,490.00 and \$6,600.00 for administrators. Both averages were above state averages for that period. In comparison Barber County places considerable emphasis on its teachers by paying salaries above the state average. This would indicate that sufficient moneys were available to secure top teachers, but this money was not available in areas of dense population.

Salary schedules have been adopted by many schools in the United States as an aid in securing well qualified teachers, and in setting minimum salaries. Many types of schedules are available. Some have advantages and others disadvantages. Barber County as of September, 1962, had no salary schedules.

Teacher tenure. The teaching profession is characterized as one with considerable mobility and each year one of every four to five teachers is new to his position. Barber County along with the state, had this same ratio of one in each four and five. In Barber County for the school year 1961-62, 39 teachers were new (see Table X, page 37). The average county tenure for teachers was seven years. The smallest, most remote schools have the lowest tenure record. Records show that schools which have the highest teacher-pupil ratio also record the greatest number of years of tenure (see Table XI, page 38). The condition of tenure in the county is comparable to that found in the state.

Barber County employs a high percentage of properly qualified teachers, the pay was at about the state average, and tenure was found

to be comparable to that found over the state; however, tenure in the small, remote districts was found to be low. Thirteen per cent of the teachers were found to be teaching on sub-standard certificates. Barber County tenure was higher in the larger schools where teacher-pupil ratio was high. Barber County schools had no salary schedules.

Senior High Programs and Teacher Assignment

Each Senior High student, in order to graduate with a sound education, should have the opportunity to receive training in more than one of the following major fields: general, academic, practical arts, business, and fine arts. So that students are assured of good teaching, the teacher assigned to each subject should be teaching in his or her major field.

Areas and units of study. Secondary schools are classified as Comprehensive, Standard, and Approved. They must offer instruction in nine areas. Comprehensive schools offer a minimum of 50 units of study, and Approved schools must teach 18 units of study. Tables XII, page 40, and XIII, page 41, show areas and units of study provided in high schools in each district in Barber County. These two tables show inequalities in the educational system in Barber County. If comparison is made between RH 7 and RH 2, it is found that 44 and 20 subject units of study were offered respectively by the two schools. There were four high schools which offered no foreign language and provided limited offerings in fine arts and practical arts. It is noted (see Table VI, page 28) that RH 7 shows a per pupil cost of \$612.00 against \$1,240.00 for RH 2

TABLE X
TEACHER MOBILITY OF BARBER COUNTY TEACHERS

Years	Number
1 year	39
2- 5 years	74
6-10 years	30
11-15 years	7
16-20 years	3

Source: Analysis of Barber County records.

TABLE XI
YEARS OF TEACHER TENURE FOR
PERIOD OF STUDY 1952-62

School	Tenure
Medicine Lodge	6.2 years
Kiowa	3.5 years
Sharon	2.4 years
Isabel	3.6 years
Hardtner	3.2 years
Sun City	2.1 years
Rural	2.3 years
Hazelton	2.1 years
Average	3.1 years

Source: Analysis of Barber County records.

with the meager curriculum. In Table XIII, page 41, RH 7 and CSD 5 show a slightly improved curriculum for the period of study. The other schools showed a variable number of units offered from year to year, and the number was limited.

Due to meager curriculums and low enrollments, Barber County's seven high schools received the following ratings since 1958: CSD 5 and RH 7 "Standard" and the others were classed as "Approved."

Teacher assignment. Each teacher should be placed in a situation in which his capabilities may be used to the best advantage. There are, in addition to academic qualifications, other factors that an administrator must keep in mind in assigning teachers to positions. Among these factors are community mores, the philosophy of education held by the principal and teachers, the type of student body, and the economic and social background of the teacher. Each assignment should be worked out cooperatively.³¹

Forty per cent of Barber County high school teachers for the school year 1961-62 were teaching one or more subjects out of their major field of preparation. This condition was found to be more prevalent in the small high schools than the large ones.

Most of the county's high schools offer training in the mine areas; however, offerings within these areas are limited and extremely varied. The schools with the more diversified curriculum educate

³¹Calvin Grieder, Truman M. Pierce, and William Everett Rosentengel, Public School Administration (New York: Ronald Press Company, 1961), p. 230.

TABLE XII

UNITS OF CREDIT OFFERED BY AREAS FOR EACH OF THE HIGH SCHOOLS
IN BARBER COUNTY, KANSAS FOR SCHOOL YEAR 1961-62

Subject Area	District							
	RH 7	GSD 5	GSD 62	RH 6	RH 2	GSD 28	GSD 43	Comp
English & Language Arts	6½	5	5	5	4	4	4½	6
Mathematics	6	5	3	3	2	3	3	5
Social Studies	4	4	3	3	3	3	2	5
Science	3	4	3	2	2	3	2	4
Foreign Language	4	3	2	0	0	0	0	7
Business Education	4	3	4	3	3	4	4	6
Practical & Vocational Arts	12	7	8	5	4	5	6	12
Fine Arts	2½	1	1	1	1	1	1½	8
Physical Education	2	2	1	1	1	1	1	4
Total	44	34	30	23	20	24	24	57

Source: Analysis of Barber County records.

TABLE XIII
 TOTAL UNITS OF STUDY OFFERED BY DISTRICT BY YEAR,
 FOR YEARS 1952-53 TO 1960-61

Year	District						
	RH 7	CSD 5	CSD 62	RH 6	RH 2	CSD 28	CSD 43
1960-61	40	27	21	24	18	21	21
1959-60	44	32	21	30	17	19	20
1958-59	38	32	20	22	16	17	20
1957-58	37	32	19	23	22	16	19
1956-57	35	32	20	23	16	21	20
1955-56	37	32	24	22	21	14	24
1954-55	37	33	23	19	23	25	23
1953-54	37	33	23	19	17	13	23
1952-53	<u>38</u>	<u>33</u>	<u>21</u>	<u>18</u>	<u>14</u>	<u>18</u>	<u>21</u>
Total	373	286	191	200	164	165	191
Average	43	32	21	22	18	18	21

Source: Analysis of Barber County records.

students for half the cost and receive the higher rating from the state department. Teachers employed in the schools receiving the higher ratings are more often employed in the major field of preparation.

SUMMARY

The actual study concerned itself with investigating each of the problem areas, or standards, and the criteria related to these standards, always in the light of application to Barber County and the educational area under consideration.

In connection with school district development only four states report more districts than Kansas. This indicates there are many Kansas school districts incapable of properly educating their students. Barber County school districts have declined in number continually from a high of 95 some 50 years ago. Yet Barber County has too many districts with small enrollments which keep the operational costs high in relation to other schools in the state and nation.

However, the prediction of increased enrollment made earlier in the stated study may not materialize in Barber County due to its agricultural nature. Farm size is increasing and rural population is decreasing. Further proof of the static school enrollment in the county is that records show an enrollment of 2,189 students in all county schools in 1939-40, but only 2,111 in 1960. The only change that may affect school enrollment will be the closing of rural schools and further urbanization of farm population. Thus, though records show a 15 per cent increase in school enrollments for Kansas, all information pertaining to Barber

County indicates a static situation or a slight decrease in school age children and youth.

Per pupil costs starting in 1949 have increased between 14 and 18 dollars per year, forcing the cost of education to double from 1947 to 1959. An analysis of county school statistics shows the average cost per high school pupil to be approximately, \$770.00, which is almost double the state average. All high schools in the county were averaged together with enrollments varying from 31 to 254. There was also found a range in dollar cost per pupil of \$402.00 in the high school offering a diversified curriculum to \$1,647.00 in the high school offering the most limited curriculum. Cost per rural student is high for the type of program offered.

The cost of education per pupil in Barber County has not doubled, but every year it has exceeded the state and national averages of \$330.00 and \$340.00 respectively. The study reveals that in some districts the cost of education in Barber County high schools is excessive by comparison.

School revenues in Kansas come primarily from three sources: federal, state, and local with the source providing 3 per cent, 23 per cent, and 74 per cent respectively of the total cost of school operation.

The financial condition existing in Barber County is better than in most Kansas counties with an average per pupil valuation of \$20,000.00 as compared to the rest of the state, which ranges from \$4,900.00 in Wyandotte County to \$29,000.00 in Kearney County.

Barber County is no different from other counties in relation to

school revenue. It would appear that students in the county should be receiving a complete education with \$20,000.00 valuation for each student. Sufficient income is available in the county.

The schools are spending sufficient money for proper education by comparison, but curriculum offerings are limited and those schools making the least local effort are receiving the most state aid. The county needs to adjust some of the 21 mill levy variation that exists among the school districts.

Barber County employs more than 87 per cent of its teachers with degrees, while in the state only 75 per cent were found to be fully qualified. However, the 1960-61 Barber County school year records revealed that 41 per cent of the teachers were teaching out of the major field of preparation.

Barber County employs a high percentage of properly qualified teachers, the pay is above the state average, and tenure is comparable to that found over the state. However, tenure in the small, remote districts is low.

Due to meager curriculums and low enrollments, Barber County's seven high schools received the following ratings since 1958: CSD 5 and RH 7 "standard," all others classed as "approved."

Forty per cent of Barber County high school teachers for the school year 1961-62 were found to be teaching one or more subjects out of their major field of preparation. This condition was found to be more prevalent in the small high schools than the large ones. As pointed out previously, more years of tenure are enjoyed by teachers of the

larger schools and this may be the result of teachers being assigned to teach in a major field of preparation.

Most county high schools offer training in the nine areas; however, offerings within these areas are limited and extremely varied. The schools with the more diversified curriculum educate students for half the cost and receive the higher rating from the state department. Teachers employed in the schools which received the higher rating were found to be more often employed in the major field of preparation.

ACKNOWLEDGMENTS

The author wishes to express his sincere gratitude to Dr. O. K. O'Fallon, major instructor, for his guidance and counsel during the planning and preparation and reporting of this study.

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A STUDY OF ASPECTS OF EDUCATION IN BARBER COUNTY, KANSAS

by

CHARLES E. WATKINS

B. S., Kansas State University, 1949

AN ABSTRACT OF A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

Department of Education

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1963

During recent years, as school populations have become larger and the problem of financing the schools infinitely more complex, much attention has been focused on increasing the efficiency of operation of the schools in order to meet the needs of a greater number of youth. Regardless of location of schools the primary purpose of a school is to prepare people for society. Barber County is typical of rural areas over the state and conditions found there are true of most rural areas.

Some vital problems with which schools are faced today are: separate overlapping districts dating to the time when an eight grade education was deemed sufficient, divided responsibility for education within a district, maximum levy limits being approached, increased demands of education and many districts with meager curriculums fighting for existence.

The review of literature revealed information concerned with the following problem levels based on state and national data:

1. Trends in number of youth for which education must be provided present and future.
2. Per pupil cost for the period of study.
3. Sources of school revenue.
4. Financial structure for education.
5. Quality of teaching staff.
6. Fields of preparation.
7. Teacher salaries.
8. Salary schedules and teacher tenure.
9. Pupil teacher ratio.

10. School classification.
11. Program of studies.
12. Teacher assignment.

In a democratic society equal educational opportunities is imperative if an adequate number of well trained citizens is assured. All citizens should be provided equal educational opportunities. This study attempted to identify a number of areas of educational operations in Barber County and determine whether inequalities exist.

The purposes of this study are:

1. To investigate the development and status of selected areas of educational effort found in Barber County, Kansas, school districts.
2. To compare identified effort to recognized levels of excellence.
3. To designate points of strength and weakness.

A review of literature was made in relation to adequacy of school districts and related information specific to the study's area was collected in the relation to the following problem areas:

1. School districts development.
2. Teacher qualifications.
3. Senior high programs and teacher assignment.

The procedure was to analyze data gathered and to identify strengths and weaknesses in relation to improved education opportunities.

The actual study concerned itself with investigating each of the problem areas, or standards, and the criteria related to these standards,

always in the light of application to Barber County and the educational area under consideration.

In connection with school district development only four states report more districts than Kansas. This indicates there are many Kansas school districts incapable of properly educating their students. Barber County school districts have declined in number continually from a high of 95 some 50 years ago. Yet Barber County has too many districts with small enrollments which keep the operational costs high in relation to other schools in the state and nation.

However, the prediction of increased enrollment made earlier in the state study may not materialize in Barber County due to its agricultural nature. Farm size is increasing and rural population is decreasing. Thus, though records show a 15 per cent increase in school enrollments for Kansas, all information pertaining to Barber County indicates a static situation or a slight decrease in school age children and youth.

Per pupil costs starting in 1949 have increased between 14 and 18 dollars per year, forcing the cost of education to double from 1947 to 1959. An analysis of county school statistics shows the average cost per high school pupil to be approximately, \$770.00, which is almost double the state average. There was also found a range in dollar cost per pupil of \$402.00 in the high school offering a completely diversified curriculum to \$1,647.00 in the high school offering the most limited curriculum. Cost per rural student is high for the type of program offered.

The cost of education per pupil in Barber County has not doubled,

but every year it has exceeded the state and national average of \$330.00 and \$340.00 respectively. The study reveals that in some districts the cost of education is four times the state average, indicating that the cost of education in Barber County high schools is excessive by comparison.

School revenues in Kansas come primarily from three sources: federal, state, and local with the sources providing 3 per cent, 23 per cent, and 74 per cent respectively of the total cost of school operation.

The financial condition existing in Barber County is better than in most Kansas counties with an average per pupil valuation of \$20,000.00 as compared to the rest of the state, which ranges from \$4,900.00 in Wyandotte county to \$29,000.00 in Kearney County. Sufficient income is available in the county.

The schools are spending sufficient money for proper education, but curriculum offerings are limited and those schools making the least local effort are receiving the most state aid. The county needs to adjust some of the 21 mill levy variation that exists among the school districts.

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