

A STUDY OF THE ORGANIZATION OF SCHOOL DISTRICTS
SERVED BY THE DICKINSON COUNTY COMMUNITY HIGH SCHOOL

by

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TABLE OF CONTENTS

INTRODUCTION 1

STATEMENT OF THE PROBLEM 4

METHODS AND PROCEDURES 4

DEFINITIONS OF TERMS 5

REVIEW OF LITERATURE 7

THE STUDY 17

 Adequacy of Kansas Schools 17

 Present Status of the Districts in the Study Area 22

SUMMARY 32

CONCLUSIONS 33

RECOMMENDATIONS 35

ACKNOWLEDGMENT 38

REFERENCES 39

APPENDIX 41

INTRODUCTION

In the development of the American pattern of education the state has been the legal unit of provision of schools. The state has fulfilled its obligation by establishing school districts as agents of the state, controlled by local communities and their boards of education. These districts have become independent fiscally and otherwise within the statutory limits set by the state. This arrangement has worked well in the past, but it is apparent that the same organization cannot provide adequately the type of educational program needed by today's youth. Even though the present organization is inadequate, Fitzwater says that there is no substitute for local districts which are capable of providing good schools and permit ample leeway for local people to exercise initiative in improving their schools.¹

The Commission on School District Reorganization of the American Association of School Administration has enumerated some facts about education in general.

A brief look at the positive side of the ledger shows that:

1. The schools have been doing a commendable job up to the present time with what they have. Despite much publicity to the contrary, children are learning to read, to write, to spell, to accept responsibilities, and to be good citizens.

2. The schools are on the right track. There is no great disagreement with purposes, philosophy, and instructional methods.

¹ C. O. Fitzwater, "School Redistricting--Some Pointers to Success," American School Board Journal, August, 1957, 135:29.

3. A resounding vote of confidence in teachers, supervisors, administrators, schoolboard members-- in all educational leaders--has been expressed.

4. There is no backing away from commitment to the principle of educating all the children of all the people, of providing opportunity for every child-- no matter who he is or where he lives--to develop his potential abilities to the fullest extent.

5. Faith in enlightenment and reason and understanding as means of resolving common problems and issues, faith in the integrity of people, faith in education, and faith in the public schools have been reaffirmed.

6. The prestige of the school as an institution-- of education in general--of professional school people and schoolboard members has been immeasurably raised.

7. There has been no serious contention that the schools are extravagant or are spending too much money.

8. Confidence has been overwhelmingly expressed in our decentralized form of control and operation with responsibility lodged at state and local community levels.

On the negative side of the ledger many conditions are revealed that call for sober thought, careful planning, and determined action.

1. The schools are not well manned. Good teachers and good administrators are hard to get and even harder to keep.

2. Many classrooms are out-of-date, unsafe, unsightly, grossly overcrowded, and improperly equipped.

3. Two out of three secondary-school programs are too small to do a good job. About one-third of them enroll fewer than 100 children.

4. Too many secondary-school programs are meager and barren rather than rich and comprehensive.

5. About 4 out of every 10 young people who enroll in high school drop out before graduation.

6. The talents of mentally superior children are not being fully developed.

7. The tax base for school support is outmoded and in serious need of revision.

8. There is not enough money available to the schools to do what needs to be done.

9. Many school districts are too small to use financial resources effectively or to provide high-quality educational programs.¹

The preceding statements indicate that, though education has been making progress, there is still much room for improvement, and any static condition must not be allowed to exist.

The Dickinson County Community High School is located in Chapman, Kansas, and serves all of Dickinson County with the exception of Abilene, Herington, Solomon and Hope. Abilene and Herington are second class cities. Abilene and Herington are Class A by enrollment. Solomon is located to the extreme western edge of Dickinson County with a large portion of territory in Saline County. Solomon High School has an enrollment of 133 as of September 15, 1962. Hope is to the extreme south with a High School enrollment of 92 as of September 15, 1962. All of the above described school systems maintain grades kindergarten through grade twelve and will be omitted from this report.

Dickinson County Community High School serves 11 common school districts maintaining grades one through eight with an enrollment of 1084 students as of September 15, 1962. In the 11 common

¹ Commission on School District Reorganization, School District Reorganization, American Association of School Administrators, Washington, D.C., 1958, p. 11-13.

school districts there are:

one - 1 teacher school	one - 4 teacher school
four - 2 teacher schools	three - 5 teacher schools
one - 3 teacher school	one - 31 teacher school

The above described schools will be the subject of this study.

STATEMENT OF THE PROBLEM

The problem was to determine the educational adequacy of the elementary districts within the Dickinson County Community High School area in terms of programs of study, school plant facilities, student population, organization and finance, and to decide if a unified plan of organization might create better educational opportunities for all students in that area.

METHODS AND PROCEDURES

A review of literature was made in the fields of school district reorganization and requirements for adequate school districts, and data specific to the study area was collected which included:

- (1) School enrollments, past and present.
- (2) Tax levies in the districts studied.
- (3) Assessed valuations of the districts involved.
- (4) Per pupil costs in the various districts.
- (5) Development of the proposal including maps of the area concerned.

DEFINITION OF TERMS

For clarification and as a guide to the reader, the following definitions of terms were used in this report.

Administrative Unit. A geographic unit comprising all the area under a single system of school administration; generally constitutes a local taxing unit for school purposes.¹

Attendance Unit. An administrative unit or subdivision of it consisting of the territory from which children legally may attend a given school building or school center.²

Reorganized District. A school district formed by the abolition of two or more districts and the combining of their territory into a single district. Attendance areas may or may not be changed.³

Cost Per Pupil. The annual cost of operating the school computed on the basis of the pupil as the unit, the pupil being variously defined as "pupil in average daily attendance," "pupil enrolled" or "pupil in average daily membership."⁴

Curriculum. It consists of the total controlled environment created under the direction of the school for the purpose of stimulating, influencing and contributing to the wholesome growth

¹ Carter V. Good, Dictionary of Education. New York: McGraw-Hill Book Company, 1945, p. 12.

² Loc. cit.

³ Loc. cit.

⁴ Good, op. cit., p. 137.

and development of boys and girls.¹

Program of Studies. Is a complete list of the courses or subjects or classes offered by a school.²

Community High School District. A version of the old county high schools. All the territory of a county not in a district maintaining a high school is automatically taxed to support the community high school. The district, like the rural school, offers instruction only in grades nine through twelve. The district is governed by a board of trustees composed of six persons plus the county superintendent who is ex officio chairman of the board.³

Average Daily Attendance. A measure obtained by dividing the aggregate attendance by the actual number of days school has been in session.⁴

Total enrollment. The entire number of pupils who have been on the roll at any time during the period for which total enrollment is being reported.⁵

Common School District. Districts governed by either three or five member school boards elected for three-year terms by the

¹ Harl R. Douglass, Secondary Education, p. 89.

² W. M. Alexander and J. G. Saylor, Modern Secondary Education, p. 311.

³ Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Volume II, Topeka, Kansas, March, 1960, p. 124.

⁴ Good, op. cit., p. 46.

⁵ Good, op. cit., p. 201.

voters of their districts at annual meetings in June. There are four categories of common school districts: those that operate one-teacher schools; those that operate two- or more teacher elementary schools; and those that operate both an elementary and high school.¹

Rural High School District. Districts similar to common school districts in that their governing boards are likewise three- or five-member school boards elected by voters at the annual meeting in June. A rural high school may offer only grades nine through twelve. Rural high school and common school districts frequently overlap.²

REVIEW OF LITERATURE

During the first years of statehood, Kansas was populated by immigrants from other states and foreign countries. Many persons came in groups by nationalities, by religions, or by land enterprises. Land and shelter obtained, their first organized demand was almost always for a public school, a new privilege for many.

The county superintendent by law was required "to divide the county into a convenient number of school districts."³

Wrote W. A. Stacy, former assistant state superintendent:

¹ Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Volume II, Topeka, Kansas, March, 1960, p. 123.

² Ibid., p. 123.

³ George Frey, Spotlighting The School Survey, p. 14.

"The word 'convenient' was certainly convenient. No other restrictions were mentioned. Neither size nor population nor number of school pupils were necessarily to be considered."¹

The number of districts in Kansas grew until 1896 when the high point of 9,284 districts was reached. Since 1896 the number of school districts in Kansas has been slowly decreasing. However, in 1945 there were still 8,438. Since then the number has decreased to the 2,421 districts operating in 1960-61.

Even though this reduction appears to be large, Table 1 indicates that Kansas still ranks poorly compared to other states.

Table 1. Distribution of states on the basis of number of school districts.*

Number of districts	:	Number of states
Less than 100		10
100 to 299		15
300 to 499		4
500 to 999		4
1,000 to 1,999		7
2,000 to 2,999		5
3,000 to 3,999		3
4,000 and over		1
Kansas - 2,794 districts		

* Source: Comprehensive Educational Survey, Elementary and Secondary Education Study, Vol. II, p. 145.

The Kansas Constitution recognizes that education is a state responsibility. It gave a mandate to the legislature "to encourage the promotion of intellectual, moral, and agricultural

¹ Loc. cit.

improvement by establishing a uniform system of common schools and schools of higher grades."¹

These early school districts had as their purpose the establishment of an elementary school for the children of the neighborhood. Usually it was a one-teacher school, with the instruction extending through the eighth grade. Districts were small. The population could be small, since only enough children were needed to justify employing a teacher. The area was small, being restricted by travel conditions. For the limited educational needs, this simple district organization served adequately.

During this early district development, little consideration was given to high schools, largely because an elementary education was held to be adequate. The first public high school (Leavenworth) was opened in 1866. The growth of public high schools was slow. Little emphasis was given to education beyond the eighth grade; much of the limited secondary education which was available was provided by the academies under church and college direction. More than 75 academies were established in the state during these days of early secondary education.

Like so many other states, the demand in Kansas for high school education to be provided in public schools grew out of this early academy period. Cities were first to press for high schools. Legislation in 1876 resulted in permission for the first- and second-class cities to establish high schools. The Township High School Law (1881), the County High School Law

¹ George Frey, Spotlighting the School Survey, p. 14.

(1886), the County Seat High School Law (1897), the Barnes Law (1905), the Rural High School Law (1915), the County High School Tuition Law (1915), and the Community High School Law (1923), were some of the noteworthy milestones in the development of the Kansas High Schools.

In the desire to make high school instruction available to all children, high schools were established in practically every community. Usually they were small, sometimes only a partial school, but they brought high school education to all parts of the state.

The small elementary districts which had been created during earlier years often were unable to finance a high school. To overcome these difficulties, high school districts were created and the dual system of elementary and high school districts came into existence. Thus the small elementary school districts and the separate high school districts, which have become most vexing problems for the state, were born out of the desire to bring education to all children. Just as the first school districts were created to fit conditions existing during early statehood, so the high school development conformed to the conditions of a half-century ago.

The changes since 1915 in the number of school districts operating high schools has been significant. Table 2 indicates the number of districts operating high schools reached a high of 690 in 1925-26 and has been gradually declining since that date.

It was not until 1945 that a general reorganization law was

Table 2. Number of Kansas school districts operating high schools for selected years 1915-16 to 1958-59.*

School year	: High school : :through grade 12:	Partial : : high school :	Total
1915-16	431	211	642
1925-26	633	57	690
1935-36	654	24	678
1945-46	629	1	630
1955-56	593	2	595
1958-59	567	4	571

* Source: Comprehensive Educational Survey, Elementary and Secondary Education Study, Vol. II, p. 122

enacted. This law provided for a county board of five members to study the situation and reorganize the schools within that county. The law was amended in 1947, but the Kansas Supreme Court declared both forms of the law unconstitutional during that year. However, all reorganization that had taken place prior to March 1, 1947 was held valid.

The reorganization law was in effect only two years, but widespread reorganization occurred during that period. Eight counties reported 100 per cent reorganization, 14 had accomplished 90-99 per cent, 28 were 50-89 per cent reorganized, 26 were 10-49 per cent, and 28 were less than 10 per cent reorganized. Only six counties reported no reorganization. Reorganization since 1947 has proceeded slowly except for a period in 1951 when an act of the Legislature disorganized all districts which had not maintained school for four years.

In 1957 the Legislature initiated a comprehensive survey of education at all levels in Kansas. This survey, published in

1960, points out that the major factor prohibiting quality education in Kansas is poor district organization. As a result of this survey the 1961 session of Legislature enacted a law, entitled Senate Bill No. 400, designed as a general reorganization law.

Senate Bill 400, passed in 1961, provided for a county board of school planning composed of one school board member from each school district in the county. Members were to be selected by August 1, and the group was then to select from their group or from outsiders, subject to the requirements of the law, a subcommittee of five to eleven persons who were to make the study and submit plans to the county committee for reorganization. While much planning was accomplished, the law was declared unconstitutional by the Supreme Court in January of 1962.

The Legislature, in the closing sessions of the 1963 legislature, passed House Bill No. 377. House Bill 377 provides for 106 planning units with one planning unit for each county except Johnson County which shall have two. Each planning unit shall consist of six members who are to make recommendations for one or more unified districts by March 1, 1964.

After approval by the state superintendent of public instruction on the new proposed unified district it shall be put to a vote of the people. In the event that neither a proposition on original recommendations nor a proposition on modified recommendations is approved by the electors of a planning unit, the planning board and the state superintendent are directed to prepare

separate reports to be presented to the legislative council on or before November 10, 1964.

In order to evaluate the status of the districts within the study area at the time of the study and to provide a basis upon which to make recommendations, the writer lists the following authoritative criteria for district reorganization.

The most recent piece of reorganization legislation, House Bill 377, sets the minimum requirements for reorganization at:

1. Each proposed unified district shall have an expected enrollment of at least four hundred students in grades one through twelve.
2. Each proposed unified district shall contain no less than two hundred square miles of territory.
3. Each proposed unified district shall have an assessed valuation of two million dollars or more.
4. Every unified district shall maintain, offer and teach grades one through twelve with Kindergarten being optional.
5. Thirty units of instruction shall be offered and taught in grades nine through twelve.¹

The Commission on School District Reorganization has suggested several constituents of a good program, "A good educational program--

1. Is continuous and correlated from the Kindergarten through grade 12 or 14.
2. Reflects our growing knowledge of how children and youth grow, develop and learn.
3. Recognizes individual differences in practice as well as theory.

¹ House Bill No. 377. Topeka: State Printing Plant, 1963.

4. Pays attention to both objectives of child development and fundamental skills.
5. Develops an awareness of the heritage of our Western civilization and the history of the land in which we live, with stress upon many of the social problems of the world.
6. Develops skill and appreciation in the use of the English language as a means of communication and a source of enjoyment.
7. Develops a knowledge of the world in which we live through a study of the tools and basic principles of the physical and life sciences and their impact on the modern world.
8. Develops the skills of computation and an understanding of the fundamental principles and procedures of mathematics.
9. Is built on functional pupil-teacher planning.
10. Uses community resources--people and places--as regular part of the curriculum.
11. Includes the services of special personnel, including psychologist, reading specialist, speech therapist, guidance counselor, psychiatrist, psychometrist.
12. Is built on effective home-school relationships.
13. Provides for three out of three--the gifted, the average, and those with special educational needs.
14. Is found where teachers are thought of as "people"--human, understanding, pleasant, and always willing to see worth in every student.
15. Provides not only for immediate needs appropriate to the individual at a given time, but also for training attitudes and skills necessary for independent study in adult life.
16. Uses, in their proper place, all types of communication mediums to supplement printed materials.
17. Is organized for maximum student participation in school activities.
18. Provides continuous evaluation of the total school program.

19. Provides guidance which is an integral part of the instructional program as well as a specialized service.
20. Considers curriculum planning the joint responsibility of administrators, teachers, and citizens of the community.
21. Provides for adequate time and money to support curriculum improvement and development.
22. Is 'in tune' with the changes which a rapidly changing world has brought and with the new forces and mediums which are part of that world.¹

In regard to the size of district in terms of pupil population, in general, authorities are in agreement with the proposed size set forth by Grieder and Romine.

In general, experts believe that elementary schools should have a minimum of about 150 pupils, and junior high schools and senior high schools about 300. In some sparsely settled areas these standards cannot be met without creating undue hardship on children and parents. However, in most places schools of this size can be set up as a result of improved district organization.²

Grieder and Rosenstengel have set up several standards for satisfactory school districts, which include:

1. Districts should include a large enough child population so that good educational programs for grades one through twelve can be provided.
2. School districts should conform to national sociological areas, that is, they should include populations which have somewhat common economic, social and cultural interest.

¹ Commission on School District Reorganization, School District Organization, American Sssoiation of School Administrators. Washington, C.C., p. 55-56.

² Calvin Grieder and Stephen Romine, American Public Education, p. 259.

3. Financially, a district should be able to carry without excessive effort the portion of educational support which the state expects local units to contribute.¹

In addition to the above, Moehlman suggested several postulates for district reorganization.

1. School districts should be able to support at least one-half of the total elementary--secondary program.

2. School districts should provide an Adult Education program.

3. School districts should be of sufficient size to permit a broad program.

4. Climate, land use, and topography will determine size and shape of the district.

5. The district should be fluid and adjust easily to changing needs.²

The Kansas Secondary School Handbook lists the program of studies for a Junior High School as follows:

The instructional program aims to provide basic common learning. In addition it provides experiences to meet individual interests, capacities, and needs.³

Four categories of study and activity are suggested.

1. Continuing streams of basic learnings--language arts, Citizenship education, mathematics, and science.
2. Exploratory, enrichment and creative activities-- industrial arts, homemaking, art, and music.

¹ Grieder and Rosenstengel, Public School Administration, p. 22-23.

² Arthur B. Moehlman, School Administration, p. 129-130.

³ State Department of Public Instruction, Kansas Secondary School Handbook, p. 14.

3. Personal development activities--physical fitness, mental health, and physical education.
4. Special experiences to meet individual needs:
 - a. Additional experiences in the above areas for remedial purposes;
 - b. Advanced work in the above areas; and
 - c. Extensions into new areas--foreign languages, and business.¹

THE STUDY

Adequacy of Kansas Schools

In an attempt to learn whether the educational needs of youth are being adequately met by Kansas schools, comparisons were made in the areas of (1) population, (2) schooling of Kansas people, and (3) general school revenue.

Table 3 indicates that Kansas will have a 24.9 per cent change in population when projected from 1950 to 1970. This is considerably lower than the 35.2 per cent change established as a National average. However, Kansas indicates a greater change than several northcentral and surrounding states with the exception of Colorado, which will experience a 55.8 per cent change.

Table 4 gives an indication of the median years of schooling completed by various age groups of the Kansas population. This table indicates that there is a definite trend toward more schooling in the younger age-groups, the range being from 8.2 for men and 8.4 for women in the 75-and-over age group to 12.3 for

¹ Loc. cit.

Table 3. Projected population in 1970, and implied per cent change, 1950 to 1970 by states.*

States	Number of inhabitants		Change : 1950-70 : (1,000)	Per cent : change : 1950-70	Ratio of : rate to : U.S. rate
	: 1950 : (1,000)	: 1970 : (1,000)			
Continental U.S.	150,697	203,687	52,990	35.2	--
Kansas	1,905	2,380	475	24.9	0.71
Northcentral states:					
Minnesota	2,982	3,709	727	24.4	0.69
Iowa	2,621	2,863	242	9.2	0.26
Missouri	3,955	4,737	782	19.8	0.56
North Dakota	620	660	40	6.5	0.18
South Dakota	653	743	90	13.8	0.39
Nebraska	1,326	1,511	185	14.0	0.40
Other surrounding states:					
Oklahoma	2,233	2,031	-202	-9.0	--
Colorado	1,325	2,064	739	55.8	1.59

* Source: Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Vol. I, p. 91.

Table 4. Median years of schooling by age-groups in the Kansas adult population, 25 and over, 1950.*

Age	Years of schooling	
	Men	Women
25 to 29 years	12.3	12.4
30 to 34 years	12.2	12.3
35 to 39 years	11.9	12.2
40 to 44 years	10.7	12.1
45 to 54 years	8.9	10.0
55 to 64 years	8.6	9.6
65 to 74 years	8.3	9.6
75 and over	8.2	8.4
Average	9.5	10.9

* Source: Ibid., p. 26.

men and 12.4 for women in the 25 to 29 age group. This would seem to indicate that it is necessary to provide at least 12 years of schooling for everyone at the present time. The table also indicates that the average schooling for men is 1.4 years less than the average woman.

Table 5 indicates that the level of schooling completed is influenced by the factor of rural versus urban residence.

Table 5. Per cent distribution of years of school completed by adults 25 years old and over, Kansas, 1950.*

Highest level of schooling	Rural				Conti- nental U.S.
	Urban	Non- farm	Farm	Total	
Less than grade 8	15.7	18.3	15.5	16.2	16.3
Grade 8	21.8	29.8	37.2	27.3	20.8
High school, 1-3 yrs.	17.1	14.8	14.3	15.9	17.5
High school, 4 yrs.	26.0	23.2	24.1	24.9	20.7
College, 1-3 yrs.	11.4	8.4	6.6	9.6	7.4
College, 4 or more yrs.	8.0	5.5	2.3	6.2	6.2
Total	100.0	100.0	100.0	100.0	100.0

* Source: Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Vol. I, p. 26.

The figures are for persons 25 years old and over, and are broken into three categories: urban, rural-non-farm, and rural farm. The rural non-farm category is for those living in towns which are not large enough to be classed as urban. The table indicates that the farm population is lower than that of the other two groups, with 48.3 per cent obtaining levels above grade 8 compared to 51.9 per cent for rural non-farm and 63.5 per cent for

urban. The difference is even more striking when comparing the percentages obtaining levels higher than grade 12. However, the declining farm population will probably affect the picture presented.

The preceding tables would seem to indicate that Kansas will have to accelerate programs because (1) the population will increase rapidly in the next few years, (2) the level of schooling achieved or desired is on the increase, and (3) the percentage of the farm population desiring higher levels of education will probably increase.

Table 6 indicates the sources of revenue for state and local governing bodies in Kansas and in the United States. An examination of the table indicates that throughout the United States, property tax is the largest single source of revenue. In Kansas the reliance upon property tax is 10 per cent higher than the national average.

As far as schools are concerned the property tax accounts for 77.7 per cent of all school revenues. Of the surrounding states only Nebraska, with 91.3 per cent, exceeds Kansas. Of the other surrounding states, Colorado gets 74.5 per cent, Missouri 55.4 per cent and Oklahoma 51.2 per cent of school revenue from the property tax.¹

The real estate assessment ratio is another variation in the property tax paid by various counties, as is indicated in Table 7.

¹ Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Vol. II, p. 99.

Table 6. General revenue for state and local government by source of income for Kansas and the continental United States, 1957, in per cent.*

Source of income	: Per cent from each source	
	: Kansas	: United States
Federal government	11.7	10.1
State and local taxes		
Property	43.3	35.7
General sales	10.4	10.6
Selective sales	11.1	14.3
Individual income	2.7	4.6
Corporate income	0.9	2.6
Licenses	5.6	7.2
Other taxes	0.6	1.6
Total state and local	74.6	75.5
Charges and miscellaneous	13.7	14.4
Total	100.0	100.0

* Source: Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Vol. I, p. 40.

Table 7. Distribution of counties by assessment ratios on real estate (1958 assessment ratios).*

Assessment ratio	: Number of counties by sections			: Entire state
	: Western	: Central	: Eastern	
13-15	4	1	2	7
16-18	13	2	-	15
19-21	8	4	5	17
22-24	5	6	5	16
25-27	1	7	9	17
28-30	-	6	6	12
31-33	-	5	6	11
34-36	-	1	2	3
37-39	-	3	2	5
40-42	-	-	2	2
Total	31	35	39	105

* Source: Comprehensive Educational Survey of Kansas, The Elementary and Secondary Education Study, Vol. II, p. 111.

The ratio ranges from a low of 13-15 in seven counties to 40-42 in two eastern counties. Not only are there wide variations in the three areas of the state, but these variations also exist within each section. House Bill No. 435, passed by the 1963 legislature, states all property shall be assessed at 30 per cent of value. However, no levies shall produce an amount greater than 105 per cent of that produced in the previous year for the next two years.

Present Status of the Districts in the Study Area

The number of elementary school districts in Dickinson County under the county superintendent in 1953 was 43. Of these there were 9 non-operating districts, 23 one-teacher schools and 11 two or more teacher schools.

In 1963 there were 14 districts of which 12 were studied in detail. They are:

D-11, D-13, D-14, D-17, Jt. D & M-32, D-47, Jt. D & O-71, Jt. D & G-80, D-126, Jt. D & C-127, D-130, U-2.

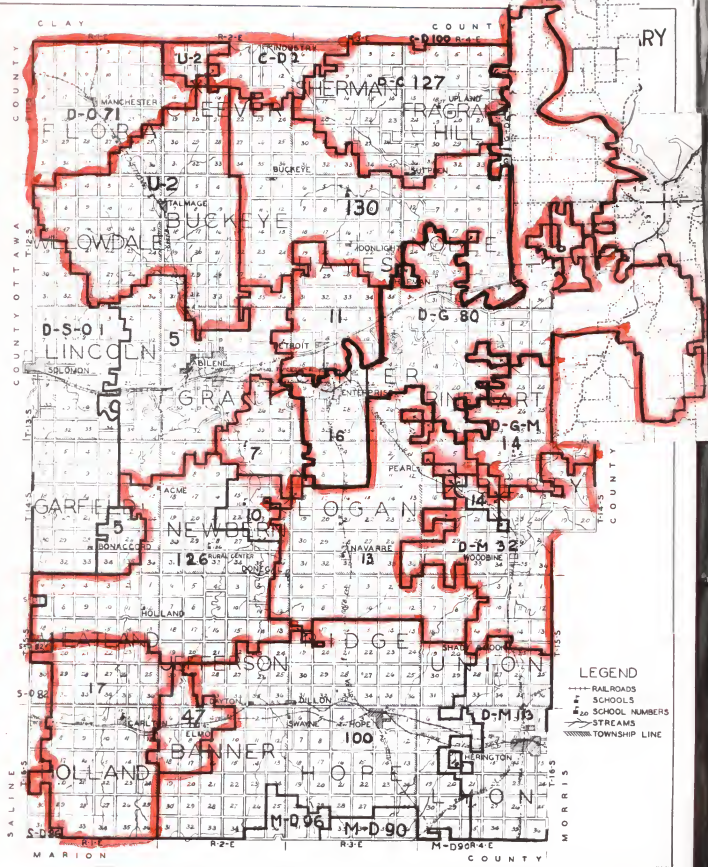
Plate I shows the location and boundaries of the districts involved. The districts involved in this study make up the areas now being served by the Dickinson County Community High School located at Chapman. All school houses are located in Dickinson County; however, the area involves territory in Dickinson, Clay, Ottawa, Marion and Geary Counties.

Table 8 lists the enrollments of the various districts for the period 1953 to 1962. An analysis of the elementary

EXPLANATION OF PLATE I

A map of the districts in Dickinson County
showing district boundaries.

PLATE I



- LEGEND**
- RAILROADS
 - SCHOOLS
 - 20 SCHOOL NUMBERS
 - ~ STREAMS
 - ▬ TOWNSHIP LINE

Table 8. Enrollments by districts for 1953 to 1963.*

District number	Year									
	'53	'54	'55	'56	'57	'58	'59	'60	'61	'62
11	40	44	40	35	34	33	31	43	42	43
13	57	53	55	56	83	76	82	86	85	90
14	15	15	19	22	26	29	35	42	39	41
17	29	28	33	32	32	36	43	42	51	49
32	71	75	81	80	78	88	78	75	70	73
47	15	17	14	16	18	21	21	20	21	22
71	44	49	49	49	46	53	46	32	32	33
80	161	231	212	213	217	258	253	282	291	559 ¹
126	78	79	78	75	72	66	84	80	74	93
127 (New Dist.)		45	44	33	39	39	42	37	47	44
130-128 (New Dist.)		62	60	55	57	57	50	102	88	99
U.2	100	99	87	96	107	105	99	117	114	119
DCCHS	326	298	314	340	361	384	377	400	434	470

¹ Six schools annexed in 1962.

* Source: County Superintendent's Educational Directories, 1953-62.

enrollments show that notable increases occurred in Districts 13, 14, 17 and 80. And that 11, 32, 47, 126, 130 and U.2 remained fairly stable, while the remainder declined in enrollment. Undoubtedly part of the increases were due to disorganization of one-teacher districts. The secondary enrollment shows a general upward trend.

Table 9 indicates the population by grades of the studied area. There has been a general increase in enrollment.

Table 9. Enrollment by grades of the study area.*

Grade :	Year									
	'53 :	'54 :	'55 :	'56 :	'57 :	'58 :	'59 :	'60 :	'61 :	'62
1	131	130	151	134	155	151	185	157	187	160
2	98	135	146	141	135	151	155	172	169	152
3	92	114	133	148	120	126	147	143	169	132
4	98	106	114	126	141	130	124	149	158	166
5	114	105	111	106	121	136	125	134	154	152
6	95	124	115	113	102	120	143	122	132	151
7	74	109	120	112	112	110	119	141	118	138
8	91	87	110	127	108	106	100	123	137	118
9	65	88	71	97	104	100	87	93	135	141
10	91	62	83	69	90	112	98	89	104	126
11	95	91	57	82	65	93	112	97	106	96
12	71	86	87	59	81	66	87	111	106	104
Total	1115	1237	1298	1314	1334	1401	1482	1531	1675	1636

* Source: County Superintendent's Annual Report.

Table 10 gives the total enrollments of the study area, indicating an increase in population.

Table 11 presents a picture of the costs per pupil in the various districts. A general rise is indicated throughout the ten-year period.

Table 10. Total enrollment of the study area by years.*

Year	Enrollment	Year	Enrollment
1953-54	1115	1958-59	1401
1954-55	1237	1959-60	1482
1955-56	1298	1960-61	1531
1956-57	1314	1961-62	1675
1957-58	1334	1962-63	1636

* Source: County Superintendent's Annual Report.

Table 11. Average cost per pupil on the basis of average daily attendance from 1953 to 1962 in the study area.*

Dist. No.	Year									
	'53	'54	'55	'56	'57	'58	'59	'60	'61	'62
	(dollars) ^a									
11	386	439	427	489	522	445	479	580	397	430
13	314	376	442	420	433	450	438	463	460	473
14	181	266	b	596	481	547	680	536	447	537
17	368	422	370	382	395	483	459	457	496	489
32	306	282	322	272	319	329	344	388	356	436
47	198	217	b	391	557	305	343	320	334	345
71	440	415	380	423	394	409	383	464	523	507
80	292	238	232	273	297	294	328	340	305	317
126	376	310	360	341	378	415	475	396	431	526
127	b	357	260	323	401	381	389	387	399	395
130	b	223	229	332	309	288	339	367	360	406
U.2	292	286	331	389	437	471	408	504	440	463

^a Values rounded to nearest dollar.

^b Not available.

* Source: County Superintendent's Annual Report.

Table 12. Per pupil cost for 1961-62 term.*

District number	: Operational : costs	: A.D.A. : June 1, 1962:	: Sept. 15, 1962	
			: Total : enrollment	: Cost per : pupil
11	\$17,383	41	43	\$430
13	39,653	80	90	473
14	19,864	37	41	537
17	23,700	48	49	489
32	26,909	69	73	436
47	7,200	21	22	345
71	17,367	32	33	505
80	95,240	300	559	317
126	41,169	73	93	526
127	19,767	45	44	395
130	37,388	86	99	406
U.2	45,172	108	119	463

* Source: County Superintendent's Annual Report.

In examining the financial structure of the districts it was found that there were wide variations in assessed valuations and indebtedness. The findings are presented in Table 13. The inequalities became even more striking when this table was viewed in relation to population figures in Table 8.

Table 14 presents the mill levies for the districts involved.

General characteristics of the buildings in use by the various districts are summarized in Table 15.

Table 13. Valuations, paid up date and indebtedness of districts.*

District number	Valuation	Total amount of bonds issued	Paid up date	Indebtedness Jan. 1, 1962
11	\$1,225,520	--	--	--
13	3,712,431	\$ 35,000	11- 1-64	\$ 21,000
14	1,830,011	35,000	11- 1-68	26,000
17	1,729,362	51,000	10- 1-65	20,000
32	1,873,394	--	--	--
47	587,474	--	--	--
71	1,173,396	--	--	--
80	7,531,969	180,000	10- 1-73	108,000
"	"	163,000	11- 1-73	133,000
"	"	245,000	11- 1-82	245,000
126	3,672,129	90,000	8- 1-66	30,000
127	1,458,274	34,000	10- 1-73	28,000
130	2,760,284	88,000	12-15-69	72,000
U.2	2,630,444	--	--	--

* Source: County Superintendent's Annual Report.

Table 14. Mill levies of the various districts.*

District number	General	Trans- portation	Bond and interest	S.S.	Total
11	8.366	2.184	--	--	10.550
13	7.879	--	2.048	--	9.927
14	7.693	2.101	1.490	--	11.284
17	9.022	--	3.279	--	12.301
32	9.624	1.939	--	.663	12.798
47	9.539	--	--	--	9.539
71	10.837	--	--	--	10.837
80	11.819	2.433	10.142	--	24.394
126	6.884	--	2.733	--	9.617
127	11.959	--	1.991	--	13.950
130	6.746	--	4.149	--	10.895
U.2	10.735	1.866	--	.179	12.780

* Source: 1962-63 Dickinson County School Directory.

Table 15. Characteristics of the buildings in use by the districts studied.*

Dist. No.	Construction Date	Material	Classrooms	Seating capacity	Heating	Water supply	Size in acres	Library room	Music room	Art room	Hot lunch program	All purpose room
11	1907	Brick	2	50	coal	well	3	no	no	no	yes	yes
13	1930	Brick	4	100	coal	gas well	2	no	no	no	yes	yes
	1950	"			elec.							
14	1920	Brick	2	50	coal	well	2	no	no	no	yes	yes
	1958	"										
17	1956	Brick	3	55	gas	well	5	no	no	no	yes	yes
32	1908	Brick	4	100	gas	city	3	no	yes	no	yes	yes
	1925	"										
47	1905	Frame	1	25	gas	well	1	no	no	no	no	yes
71	1920	Brick	2	50	gas	city	2	yes	no	no	yes	yes
	1937	"										
80(1) ^a	1935	Stone	6	150	gas	city	4	no	no	no	yes	yes
(1)	1951	&										
80(2)	1953	Brick	23	525	gas	city	7½	yes	yes	yes	yes	yes
	(1)	1958										
(1)	1962	"										
126	1951	Brick	5	100	gas	well	5	no	no	no	yes	yes
	1956	"										
127	1959	Brick	2	50	gas	well	5	no	no	no	yes	yes
130	1960	Brick	4	100	gas	well	6	no	yes	no	yes	yes
U.2	1929	Brick	5	125	coal	well	7	yes	yes	no	yes	yes

^a District No. 80 has two buildings.

* Source: County Superintendent.

SUMMARY

The population of Dickinson County is fairly stable, showing an increase of only 382 during the last ten years.

The trend for larger farming units and more urban farmers has helped reduce enrollments in the rural schools.

The study area has a total tangible valuation of \$30,172,008.

The total valuation of the study area averages approximately \$19,000 per student.

The building program of District No. 80 has caused a high bonded indebtedness.

The total enrollment of the study area will exceed 1600 pupils in the next ten years.

The Dickinson County Community High School system has building facilities capable of handling all of the students of the study area without an additional building program.

The study area has a number of all-weather roads that provide a good network of transportation routes.

Chapman is the natural center for the reorganized district. This is recognized because of the secondary school programs, roads and desire of rural students to attend Chapman.

The transportation programs of the districts are some of the oldest and best in the state, operating some 50 vehicles.

No district provides education for grades K-12.

CONCLUSIONS

By comparing what authorities believe to be a good school organization with the studied districts, the writer found the following to be true:

1. No district studied had an enrollment of 1200 students or provided a continuous educational program in grades K through 12.

2. School district No. 80 was the only system with a minimum of one teacher per grade.

3. It was found that all schools needed to improve their program of study.

Grades 1-6. While most schools were doing a good job with the so-called academic subjects, no school had the services of an art or physical education instructor. Special education was limited to district No. 80 which had a very limited program. All schools had some music instruction.

Grades 7-8. Of all the areas studied the seventh and eighth grade program of study needs the most revision.

No school offered industrial arts, homemaking, counseling services, foreign languages or business at the seventh and eighth grade level. No school had any form of student government. District No. 80 was the only school with a physical education program and a school band.

4. District No. 80 was the only district to offer Kindergarten on a full-time basis.

5. Schools in the study area were organized on a K-8-4 or 1-8-4 plan.

6. All districts set a minimum of 180 days taught.

7. No district had sufficient assessed valuation to offer the quality of education needed for today's youth. While some districts appear to have a high value, in reality, if they would offer the program of study needed by today's youth, they would be far short in assessed valuation.

8. While all teaching personnel did not have a minimum of a Bachelor's Degree, all did meet the requirements for a Kansas Teaching Certificate.

9. School district No. 80 was the only district to have the services of a school psychologist, speech therapist, physical education director and a librarian.

10. Districts No. 13, 80, 126, 130 and U.2 were the only schools to have a qualified principal.

11. All schools were providing transportation for all students beyond two and one-half miles.

12. All schools except No. 47 had a hot lunch program.

13. Textbooks were supplied on a rental basis at all schools.

14. School buildings of district No. 80 at Chapman and Enterprise are the only buildings large enough to have a teacher per grade.

School districts No. 13, 126, 130 and U.2 have modern up-to-date buildings but are not large enough to have a teacher per grade.

RECOMMENDATIONS

It is recommended that districts No. 11, 13, 14, 17, 32, 47, 71, 80, 126, 127, 130 and U.2 be reorganized into a single unified administrative unit with boundaries as shown in Plate II.

No elementary school now operating should be closed without the vote of the people. However, no major improvement should be made to the Elmo, Detroit and Carey Creek buildings.

The reorganized district should institute a 6-2-4 plan of organization. While this may not be the best plan of organization, it is an expedient plan for the enrollments, and the present buildings.

Kindergarten should be made available to all students.

Transportation would be provided for all students living outside the city limits or those who will need to be transported to another town to attend school.

Special education personnel which should be hired include curriculum workers, guidance counselors, psychologist, speech therapist, specialists in teaching talented and slow children, handicapped, art, music and physical education. In order to justify their employment, time should be divided among one, two or several attendance centers, depending upon the extent of need for the particular service.

The proposed plan would provide a method for assuring an adequate education for all youth in the study area.

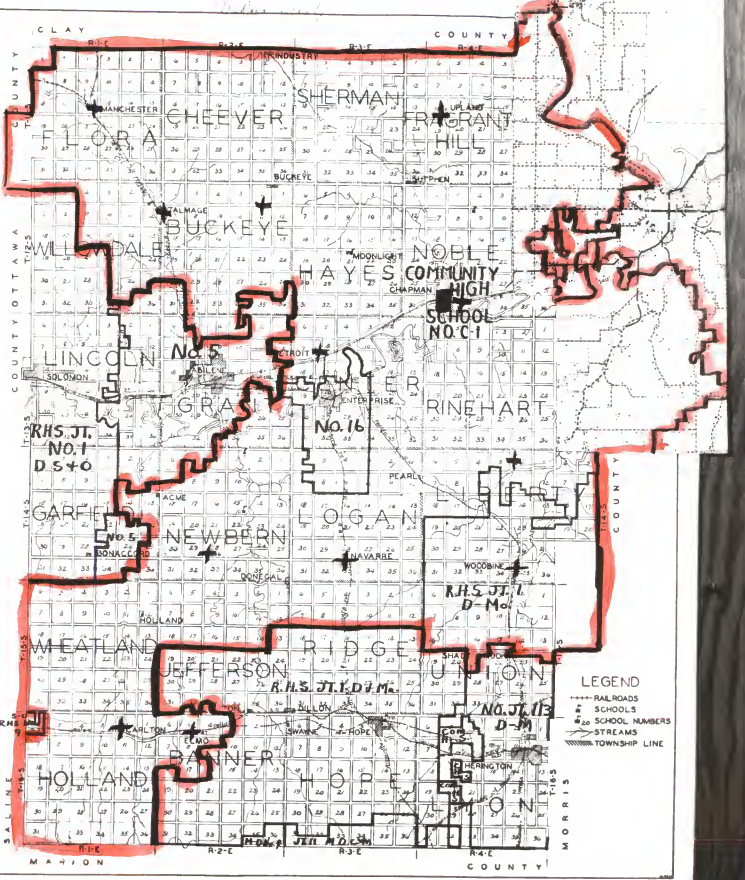
EXPLANATION OF PLATE II

**A map of the proposed reorganized district
including boundaries and attendance centers.**

Elementary Attendance Centers

Senior High Attendance Centers

PLATE II



LEGEND

- RAILROADS
- SCHOOLS
- # SCHOOL NUMBERS
- STREAMS
- TOWNSHIP LINE

CLAY COUNTY

T-125

T-125

T-145

T-145

T-165

T-165

CLAY COUNTY

CHEEVER SHERMAN GRANT HILL

BUCKEYE NOBLE

LINCOLN GRANT RINEHART

LOGAN NEWBERN

RIDGE JEFFERSON UNION

BANNER HOLLAND

MANCHESTER TOLSON

WILLOWDALE TROY

ACME DONALDSON

HOLLAND SWANSON

HOPE

SHARPLESS

DRINGTON

INDUSTRY

UPLAND

MOONLIGHT

CHAPMAN

ENTERPRISE

PEARL

VOCOBINE

SHARPLESS

DRINGTON

MORRIS COUNTY

T-165

T-165

MAHON COUNTY

R-1-E R-2-E R-3-E R-4-E

ACKNOWLEDGMENT

The writer wishes to express his sincere appreciation to Dr. Joseph Loeb for his help and guidance in the writing of this report, and to Mr. Ronald Derrick, County Superintendent of Dickinson County, for making available information on the county's school districts.

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APPENDIX

The purpose of the study was to (1) collect and analyze data in relation to possible reorganization of the area in question, (2) collect and analyze data in relation to the status of the school districts at the time of study, (3) to develop a plan for the formation of a unified educational system in this area.

A review of literature was made in the fields of school district reorganization and requirements for adequate school districts, and data specific to the study area were collected which included (1) school enrollments, past and present; (2) tax levies in the districts studied; (3) assessed valuations of the districts involved; (4) per pupil costs in the various districts; (5) development of the proposal, including maps of the area concerned. The procedure was to study the data gathered and propose plans to improve educational opportunities for all students in the area.

The survey indicated that the 14 districts surrounding Chapman High School would fit into a geographic district with Chapman as the natural center because of the secondary school program. The total enrollment of the study for 1963 was 1,676. The valuation of the proposed district would indicate that with proper administration an adequate educational program could be provided for all of the youth of the study area.

The proposed plan was (1) reorganize the districts in the study area into one district; (2) institute a 6-2-4 plan of organization in an effort to utilize the school facilities of the new district to the best advantage; (3) maintain schools at all

centers until the people vote to close the school; (4) the schools of the district would be under the supervision of the single administrative officer selected by the representative board of education of the new district.

A STUDY OF THE ORGANIZATION OF SCHOOL DISTRICTS
SERVED BY THE DICKINSON COUNTY COMMUNITY HIGH SCHOOL

by

KENNETH R. ROOT

A. B., Kansas Wesleyan University, 1950

AN ABSTRACT OF A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

School of Education

KANSAS STATE UNIVERSITY
Manhattan, Kansas

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