

THE DEVELOPMENT AND OUTLOOK OF THE COMMUNITY
HIGH SCHOOL IN KANSAS

by

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INTRODUCTION

In 1886, the Kansas legislature passed the county high school law which made it possible for a county to establish one high school within its territory to care for the high school needs of the county. In later years, these schools were converted into community high schools and now twenty-three counties in the state are organized under this plan.

In some of these counties a large number of other high schools have been organized and at the present time considerable trouble has developed over the transfer of students from one district to another. In a few cases, these problems have been magnified by the furnishing of free transportation to high school students. Occasionally students from adjoining districts are transported free of charge and then tuition claims are presented to the home district for the payment of tuition on said pupils. Cases are on record where the payment of these claims is being contested in the courts, resulting in a very unsatisfactory condition.

From the standpoint of the county as a unit, no systematic plan was followed in laying out these high school districts in the county high school counties. As a result,

the community high school territory is often very much disconnected, making it difficult for the school to serve the outlying areas. This condition also contributed to the tuition problem since in many cases there is a definite advantage to a student if he is permitted to attend another school which is located near his home.

PURPOSE OF STUDY

The purpose of this study is twofold: First, to show the legal development of the county high school and its conversion into the community high school; and second, to point out some of the more important problems which are confronting these schools today.

The study should show why some of the problems have developed and should point in the direction of possible solutions and improvements.

HISTORY OF THE LEGAL DEVELOPMENT OF THE COMMUNITY HIGH SCHOOL

The development of secondary education in Kansas was very slow and prior to 1890 only the larger towns in the state had made provisions for high school work as a part

of their public school curriculum. The first important law making provisions for secondary education in the state was passed by the legislature taking effect February 5, 1886. The law made the following provisions (12, p. 41):

"Sec. 1. Each county having a population of 6,000 inhabitants or over, as shown by the last state or federal census, may establish a county high school on the conditions and in the manner hereinafter prescribed for the purpose of offering better educational facilities for pupils more advanced than those attending district schools, and for persons who desire to fit themselves for the vocation of teaching.

"Sec. 2. When one-third of the electors of a county shall petition the board of county commissioners requesting that a county high school be established in the county at a place in said petition named, or wherever the said county commissioners shall at their discretion think proper. They shall give twenty days' notice previous to the next general election, or previous to a special election called for that purpose, that they shall submit the question to the electors of said county whether such high school shall be established and at the place specified, at which election the electors shall vote by ballot for or against the

establishing such high school. The notice contemplated in this section shall be given as are all legal notices of a general or of a special election."

In event the above election carried, it then became the duty of the county commissioners to appoint a board of trustees. Said board to consist of six members and the county superintendent who was, by virtue of his office, to act as president. The law further stated:

"Sec. 6. At said first meeting, or at some succeeding meeting called for such purpose, said trustees shall make an estimate of the amount of funds needed for building purposes, for payment of teachers' wages, and for payment of contingent expenses, and they shall present to the board of county commissioners a certified estimate of the rate of tax required to raise the amount desired for such purpose. But in no case shall the tax for such purpose exceed in one year the amount of six mills on the dollar on the taxable property of the county; and when the tax is levied for the purpose of teachers' wages and for contingent expenses only, it shall not exceed three mills on the dollar.

"Sec. 9. The said board of trustees shall proceed, as soon as practicable after the appointment as aforesaid, to

select at the place determined by the vote of the county the best site that can be obtained without expenses to the county, and the title thereof shall be vested in the said county; they shall then proceed to make purchases of material, and to let such contracts for their necessary school buildings as they may deem proper, but shall not make any purchases or contract in any year to exceed the amount on hand and to be raised by the levy of tax for that year. The board of trustees at their discretion may lease suitable buildings for the use of the high school while new buildings are in process of erection, the rent to be paid by the fund created by the levy for high school purposes.

"Sec. 10. When such a board of trustees have finished the building for said school, they shall employ some suitable person, who shall take charge of the same, and shall teach in the same, and shall be known as the principal of such school; and the trustees shall furnish assistant teachers as they may deem necessary, and shall provide for their salaries.

"Sec. 11. There shall be provided three courses of study each requiring three years for completion; namely, a general course, a normal course, and a college preparatory course. Whenever practicable, students in the different

courses shall recite in the same classes. Students in the last year of the normal course may be employed for a portion of their time in teaching the pupils in the first year in any course, a model school shall be encouraged.

"Sec. 12. Tuition shall be free to all pupils within a county who pass a satisfactory entrance examination in all the work of the district school of said county."

In event there was room for extra students in the school, the school authorities were authorized to accept students from adjoining counties upon the payment of tuition, the rate of tuition to be established by the board of trustees.

The first county high school was established in Dickinson county at Chapman three years following the enactment of the county high school law. The annual report (11, p. 168) of principal S. M. Cook was as follows: "This institution was opened September 2, 1889 with an attendance of seventy-five students for the first term. At an election called for the purpose, it was decided by a small majority to locate a county high school at Chapman. A building was erected at a cost of \$14,000. Five teachers were employed on the faculty. Courses offered were Mathematics, Greek, Latin, German, Natural Science, Bookkeep-

ing, Elocution, and Music. The first year 137 students enrolled, 137 from Dickinson county, 63 males and 74 females. Expenses for the year were as follows: Building - \$2,876.00, Apparatus and music instruments - \$500.00, Library - \$171.00, Incidental expenses - \$500.00, Teachers' salaries - \$3,000.00. The levy on the county valuation was one mill.....This is the first school of its kind to be opened in the state and its career will be watched very carefully by educators in all parts of the state."

Two years later, S. M. Cook's report (13, p. 144) again stated: "This institution, which has been watched by educators in every part of the state, has finished the third year of its existence and is no longer an experiment but a decided and unqualified success.

"It enrolled during the past year over 175 students, nearly all from Dickinson county, and graduated a class of 24. In the attendance every part of the county has been represented, and a general and uniform interest has been shown by the people of the entire county.....The property owned by the institution is worth about \$17,000, divided as follows: Site, \$1,000; buildings, \$14,000; apparatus and furniture, \$1,500; library, \$500. There have been added to the library during the past year about 150 volumes.

"The expenditures for the year have been about as follows: Salaries of teachers, \$4,250; library, \$150; building and repairs, \$100; janitor, \$360; incidentals, \$600; total, \$5,460.

"The receipts for the year have been almost wholly from the one-mill direct tax, and have amounted to something over \$5,000.

"Other counties in the state are agitating the establishment of county high schools, and no doubt will find it to their interest to do so in the near future."

The fourth annual report (13, p. 158) of S. M. Cook gives the following statements: "The progress of the institution during the entire period of its existence has been uninterrupted, the attendance having increased from 137 in 1889 to 259 in 1893. The faculty increased to seven. All students are required to study elocution, music, and drawing, each for one year in the order named. One instructor devotes his entire time to music, most of the salary being paid from fees charged for private lessons. The enrollment was post graduates 4, seniors 30, middles 67, juniors 83, unclassified 51, music only 21. The tax levy was one and one-fourth mills and the total budget \$6,198. The cost per student was \$22.53, only one-third more than the cost in the rural schools.....It is

by no means a local school, fully one-fifth of the students enrolled live at a distance of fifteen miles or more from Chapman. Only two students are residents of Chapman itself."

The first annual report of the Atchison county high school gives the following information (13, p. 143):
"Founded 1891; five on faculty; graduates 2; enrollment 90 males; 68 females; total 158. Expenses first year: Teachers \$3,968; incidentals \$750; building \$757; total \$5,473. Tuition - non-residents, 25 cents per week."

One year later the annual report of the Labette county high school (13, p. 143) gave the following information:
"Founded July 23, 1891; Enrollment 18 males, 15 females; total 33. Teachers' salaries \$80 per month." In the annual report for the year ending June 30, 1894 (5, p. 161) principal T. B. Hannah stated: "Whole number of students: males 67; females 80; total 147. Land owned by the institution, seven acres. Estimated cash value of the property owned by the institution: Site \$300; building in process of erection; library \$50; apparatus \$25; total amount of property \$375. Expenditures for the current year: For salaries of teachers \$2,400; incidentals \$500; total expenditures \$2,900. Receipts for current year: \$12,000 from county tax."

A law aiding materially in the development of the county high school was passed in 1903 (4, p. 64). It provided as follows: "That the county commissioners of any county in Kansas having a population of less than 6,000 be and they are hereby authorized to negotiate with the school district or school districts in the county seat of such counties for the establishment of a county high school: Provided that on the presentation of a petition signed by a majority of the electors of any such county, as shown by the returns of the last preceding general election, the county commissioners shall call an election for the purpose of determining whether they shall make such contract as aforesaid; and if at such election a majority of the votes cast shall be in favor of making such contracts, then and in that case it shall be the duty of such commissioners to make such contract."

As other towns in the county high school counties grew up, they gradually wanted to establish their own high schools so it would be convenient for their children to attend school and, at the same time, be at home. Often it was not possible for students to stay at home when attending the county high school owing to the fact that they lived ten to twenty-five miles from the school. Many of these towns and adjacent territory organized into high school

districts, but it was still necessary for them to continue to pay for the support of the county high school although they were receiving no direct benefit from it. This gradually grew into a serious problem and the outlying schools became very antagonistic toward the county high school.

This dissatisfaction became very serious and in 1923 the community high school law (1, p. 134) was passed which converted all county high schools into community high schools. The law provided:

"Sec. 1. That upon the taking effect of this act, all county high schools in the state of Kansas, regardless of act under which created, shall be disorganized and in their stead be created community high schools whose territory shall include all the said territory in said counties not included in the territory of other accredited high schools. Such schools so organized and established shall be known and styled 'community high schools'."

While this law solved many of the problems of the county high school by eliminating the double taxations for secondary education in these counties, it at the same time left the territory very much disconnected in many of the community high school districts and this condition magnified the problem of transferring students from one

district to another district.

GROWTH OF THE COUNTY HIGH SCHOOL

Data pertaining to the date of organization, number of students enrolled, tax levies, number of teachers employed, etc. were collected from the Biennial Reports of the State Superintendent of Public Instruction for the corresponding years as indicated (3, 7, 10, 15). This information is tabulated in Tables 1 to 4.

Table 1 shows that prior to the passage of the county high school law, there were 45 high schools in Kansas with a total enrollment of 2,466 students.

Table 1. Number of high schools and high school enrollment in Kansas in 1886.

	Number	Enrollment
First class cities	3	534
Second class cities	19	1,234
Third class cities	23	698
Total	45	2,466

Figure 1 shows the different counties in Kansas which organized as county high school counties. Out of a total of 105 counties, thirty organized under this type of control; eighteen of these were located in the western third of the state where the territory was sparsely populated, five were in the central third, and seven were located in the eastern third. This figure also shows that seven of the thirty counties which organized county high schools changed to other types of control. These seven counties were distributed rather evenly throughout the state.

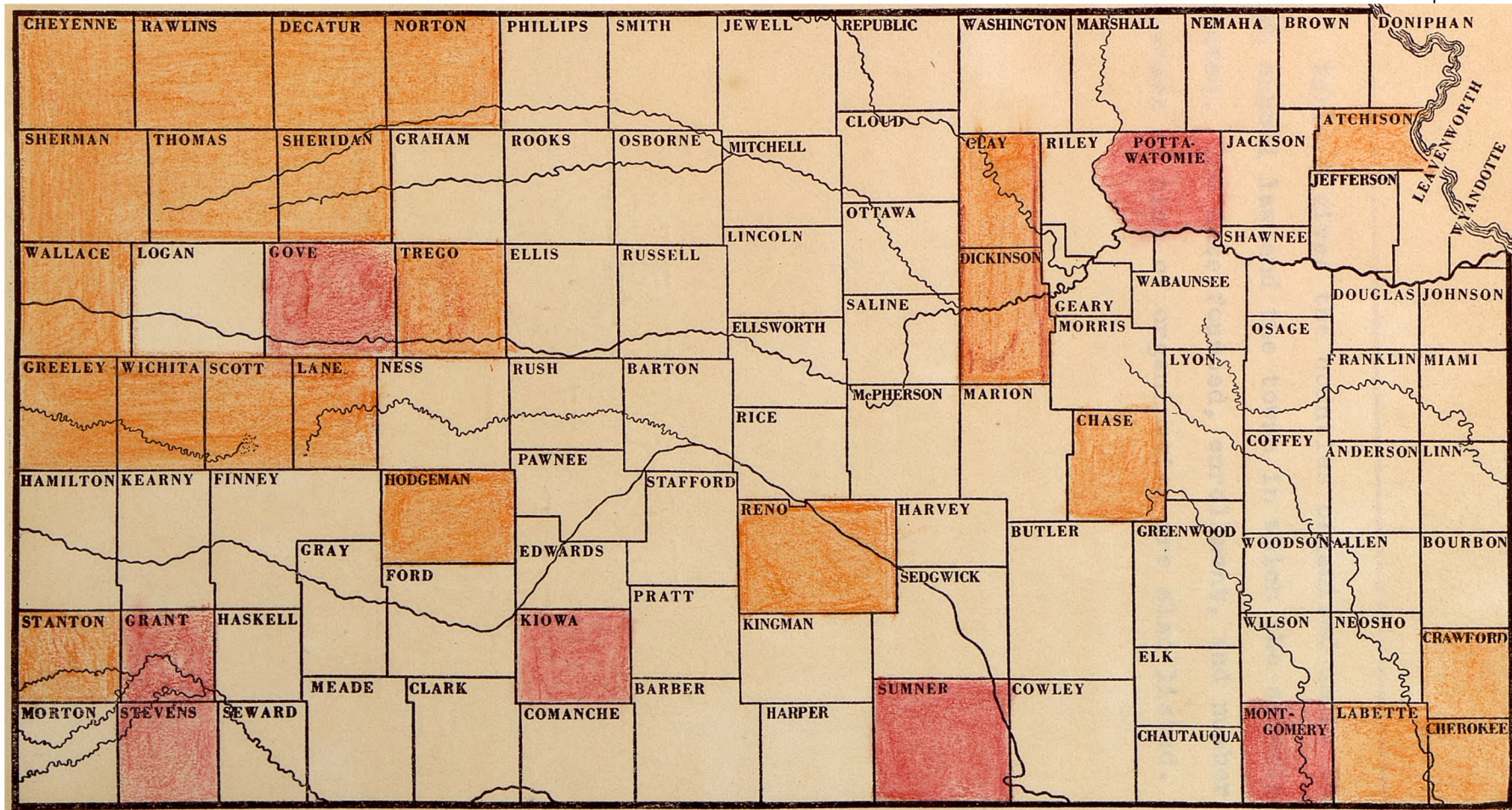


Fig. 1. Community high school counties
 County high school counties which disorganized

Table 2 gives the counties organized under the county high school law and the towns in which the schools were located. The date founded, enrollment, and number of teachers at time of organization are also listed.

Table 2. Establishment of county high schools.

County	Location	Founded	Enrollment	Teachers
Atchison	Effingham	1891	158	5
Chase	Cottonwood Falls	1903	118	4
Cherokee	Columbus	1900	260	6
Cheyenne	St. Francis	1903	34	1
Clay	Clay Center	1900	230	7
Crawford	Cherokee	1903	115	5
Decatur	Oberlin	1903	114	4
Dickinson	Chapman	1889	137	5
Gove ¹	Gove	1903	13	1
Grant ¹	Ulysses	1912	18	1
Greeley	Tribune	1895	21	2
Hodgeman	Jetmore	1913	48	1
Kiowa ¹	Greensburg	1896	-	-
Labette	Altamont	1893	33	1
Lane	Dighton	1902	34	2
Montgomery ¹	Independence	1897	232	6
Norton	Norton	1899	123	5
Pottawatomie ¹	Westmoreland	1903	43	-
Rawlins	Atwood	1895	12	1
Reno	Nickerson	1903	-	6
Scott	Scott City	1904	34	1
Sheridan	Hoxie	1903	43	2
Sherman	Goodland	1901	64	-
Stanton	Johnson	1914	15	1
Stevens ¹	Hugoton	1912	14	1
Sumner ¹	Wellington	1897	356	7
Thomas	Colby	1897	96	2
Trego	Wakeeney	1905	52	3
Wallace	Sharon Springs	1921	57	4
Wichita	Leoti	1911	26	2

¹ Gove disorganized in 1910, Grant in 1922, Kiowa in 1923, Montgomery in 1922, Pottawatomie in 1904, Stevens in 1925, and Sumner in 1921.

The increase in the number of counties organizing county high schools took place over a period of thirty-two years, extending from 1889 to 1921.

Table 3 shows that during the first thirteen years a total of fourteen counties organized county high schools. This took up to the enactment of the law of 1903. During the first year of this law, eight more counties were added to the list. From the year 1904 to 1921 eight more counties organized county high schools making a total of thirty in all. Of this number, six changed to other methods of control. Gove disorganized in 1910, Grant in 1922, Kiowa in 1923, Montgomery in 1922, Pottawatomie in 1904, and Sumner in 1921. This left a total of twenty-four county high schools which were converted into community high schools. Stevens was converted into a county receiving county aid in 1925. This left twenty-three community high schools all of which are functioning at the present time.

Table 3. Growth of county high school movement.

Year	County
1889	Dickinson
1891	Atchison
1893	Labette
1895	Greeley, Rawlins
1896	Kiowa
1897	Thomas, Sumner Montgomery
1899	Norton
1900	Clay, Cherokee
1901	Sherman
1902	Lane
1903	Chase, Cheyenne Crawford, Decatur Gove, Reno Sheridan, Pottawatomie
1904	Scott
1905	Trego
1911	Wichita
1912	Grant, Stevens
1913	Hodgeman
1914	Stanton
1921	Wallace

Table 4 shows that all but six of the county high schools were organized in county seat towns and that most of the schools had comparatively small enrollments. Eighteen schools had an enrollment not exceeding 100 at the time of organization, six had enrollments from 101 to 175 and four had from 226 to 325.

Table 4. County high school enrollments at close of first year of organization¹.

Enrollment	County high school
1 - 25	Gove ² , Grant, Greeley, Rawlins, Stanton, Stevens
26 - 50	Cheyenne, Hodgeman, Labette ² , Lane, Scott, Sheridan, Wichita, Pottawatomie
51 - 75	Sherman, Trego, Wallace
76 - 100	Thomas
101 - 125	Chase ² , Crawford ² , Decatur, Norton
126 - 150	Dickinson ²
151 - 175	Atchison ²
226 - 250	Columbus, Clay, Montgomery
276 - 325+	Sumner

¹Enrollments not available for Reno and Kiowa.

²Not a county seat town.

ESTABLISHMENT OF OTHER HIGH SCHOOLS WITHIN
COMMUNITY HIGH SCHOOL COUNTIES

At the beginning of the twentieth century, there was a marked increase in the demand for high school training in all parts of the United States. The people began to recognize the advantages offered by the secondary schools. Many of the states had accepted the responsibility of providing free schooling beyond the elementary grades.

In Kansas, many communities had very little to offer their pupils beyond the eighth grade. Many parents were unable to send their children to distant high schools on account of the expenses involved. There was a growing demand for more high schools. This culminated in the passage of the Rural High School Law in 1915. The law made it possible to establish a high school in a district having an area of at least sixteen square miles, providing a majority of the voters favored such school. As a result of this law, many rural high schools were established in all parts of the state including most of the county high school counties. Figure 2 shows the total number of high schools located in 1939. Two of these counties have but one high school each, six counties have but two schools each, three

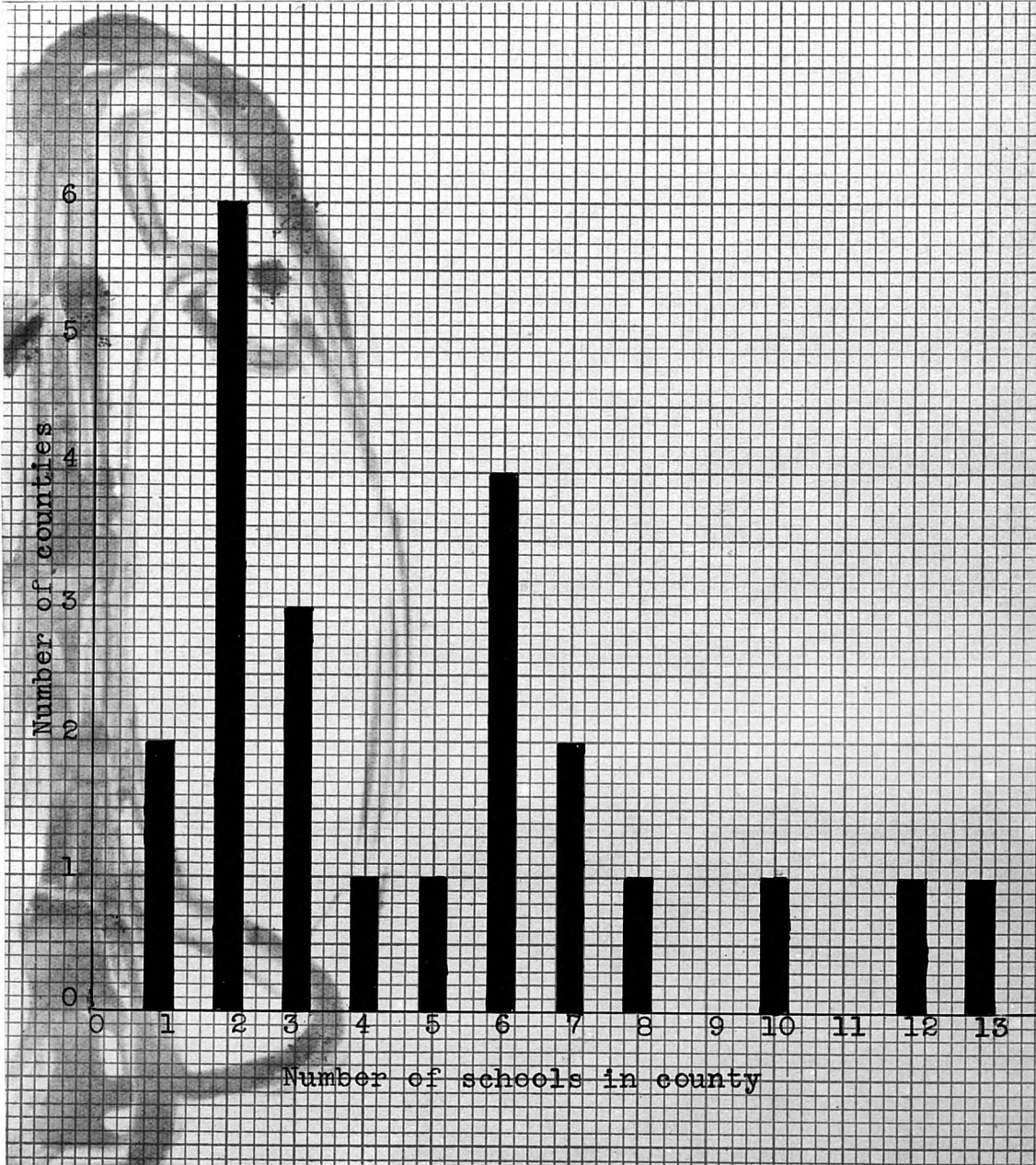


Fig. 2. Number of high schools located in community high school counties in 1939.

have three schools each, four have six schools each, two have seven schools each, and the remaining six counties have from four to thirteen schools.

Data pertaining to high school enrollments were collected from the Kansas Educational Directory (2, 6, 9, 14) and are shown in Figure 3 and Tables 5 to 27. Accurate statistics were not available before 1905 since many of the reports of the superintendents of city schools did not have enrollments filled in. The graph shows that from year to year there has been a gradual increase in the number of students enrolled in the county high schools. It also shows that up to about 1914 there were more students in these counties attending the county high schools than all other high schools located in these counties. Commencing with the year 1915, the county high schools were not able to keep pace with the other schools in the rate of increase in enrollment. This was a direct result of the establishment of rural high schools which were provided for by the rural high school law of that year.

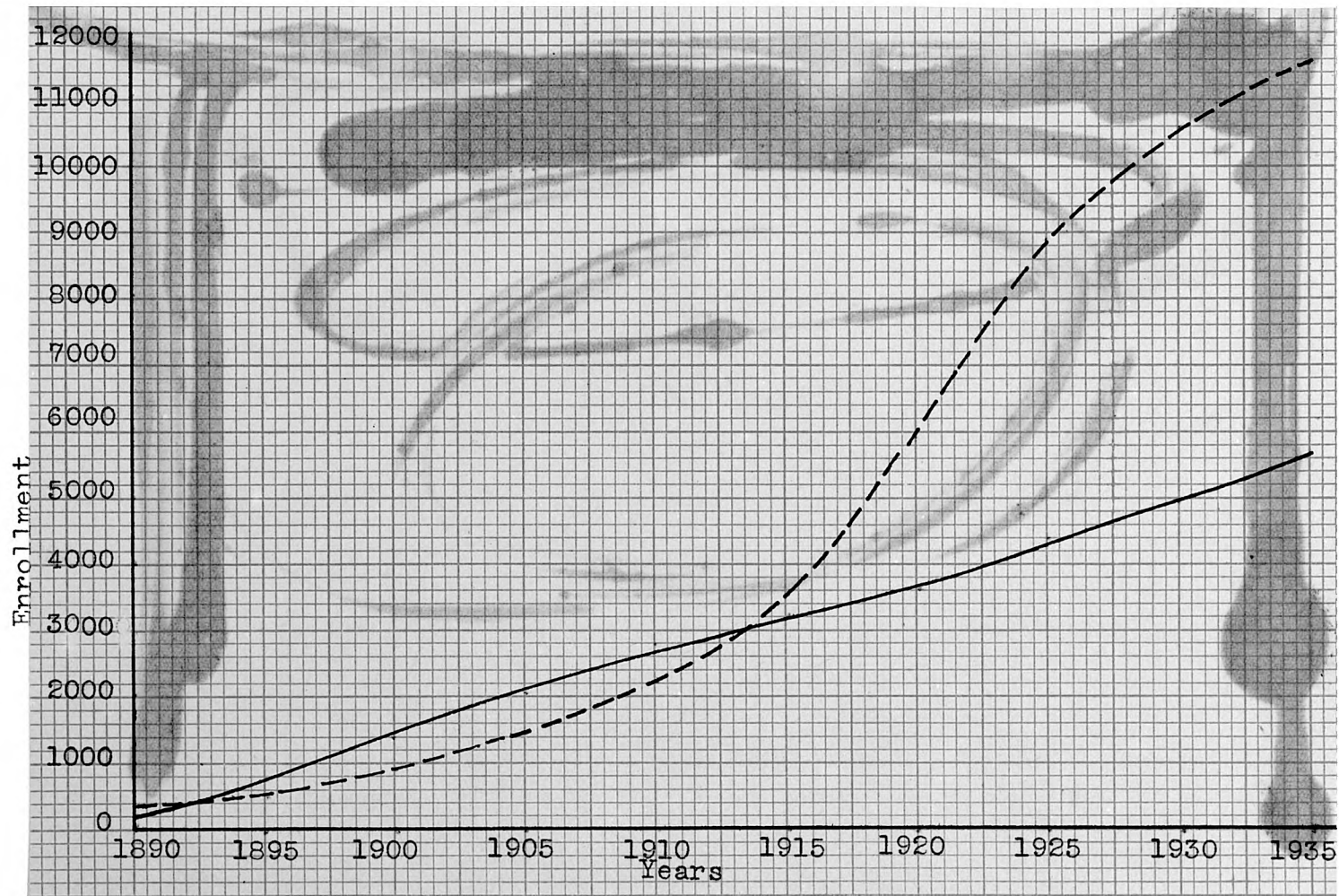


Fig. 3. High school enrollments in community high school counties, 1890 to 1935. Community high schools____. Other high schools_____.

High School Enrollments and Districts in Community High School Counties

Tables 5 to 27 give the high school enrollments from 1920 to 1935 at five-year intervals in all the high schools located in the community high school counties. In each table the community high school is listed first. The percentage tabulated is the percentage of students attending the community high schools as compared with the total enrollment in all the high schools in the county. For example, in Table 5, Effingham, the community high school of Atchison county, for the year 1920 had an enrollment of 150 which was 23 per cent of 642, the total enrollment in the six high schools in the county. For the year 1925, Effingham had an enrollment of 171 which is 15 per cent of 1116, the total enrollment in the six high schools in the county.

A summary of Tables 5 to 27 is found in Table 28. This table shows that the high school enrollment in these counties had increased from 9,571 in 1920 to 17,346 in 1935. In 1920 the percentage of students attending the community high schools was 38.2 per cent while in 1935 this percentage was reduced to 27.7 per cent.

A study of the enrollments in the community high schools shows that in 1920 only seven schools had an enrollment of 200 or more, in 1925 eight were in this group, in 1930 nine, while by 1935 this number had increased to fifteen, only eight had an enrollment below the 200 mark.

Table 5. High school enrollment in Atchison county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Effingham	150	23	171	15	179	16	201	15
Atchison	418		846		875		994	
Farmington	-		12		10		6	
Huron	15		16		16		55	
Muscotah	33		40		36		36	
Potter	26		31		48		37	
Total	642		1,116		1,104		1,329	

Table 6. High school enrollment in Chase county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Cottonwood Falls	206	66	205	62	134	32	150	31
Cedar Point	12		25		54		56	
Clements	-		-		36		40	
Elmdale	50		60		54		60	
Matfield Green	5		42		26		47	
Saffordville	37		-		65		74	
Strong City	-		-		55		65	
Total	310		332		424		492	

Table 7. High school enrollment in Cherokee county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Columbus	456	54	475	43	485	37	607	35
Baxter Springs	177		205		350		377	
Galena	186		182		147		-	
Riverton	-		32		112		210	
Treece	-		-		-		31	
West Mineral	-		91		113		283	
Wier	25		122		84		110	
Total	844		1,107		1,291		1.618	

Table 8. High school enrollment in Cheyenne county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
St. Francis	84	66	117	55	178	62	214	65
Bird City	43		96		108		115	
Total	127		213		286		329	

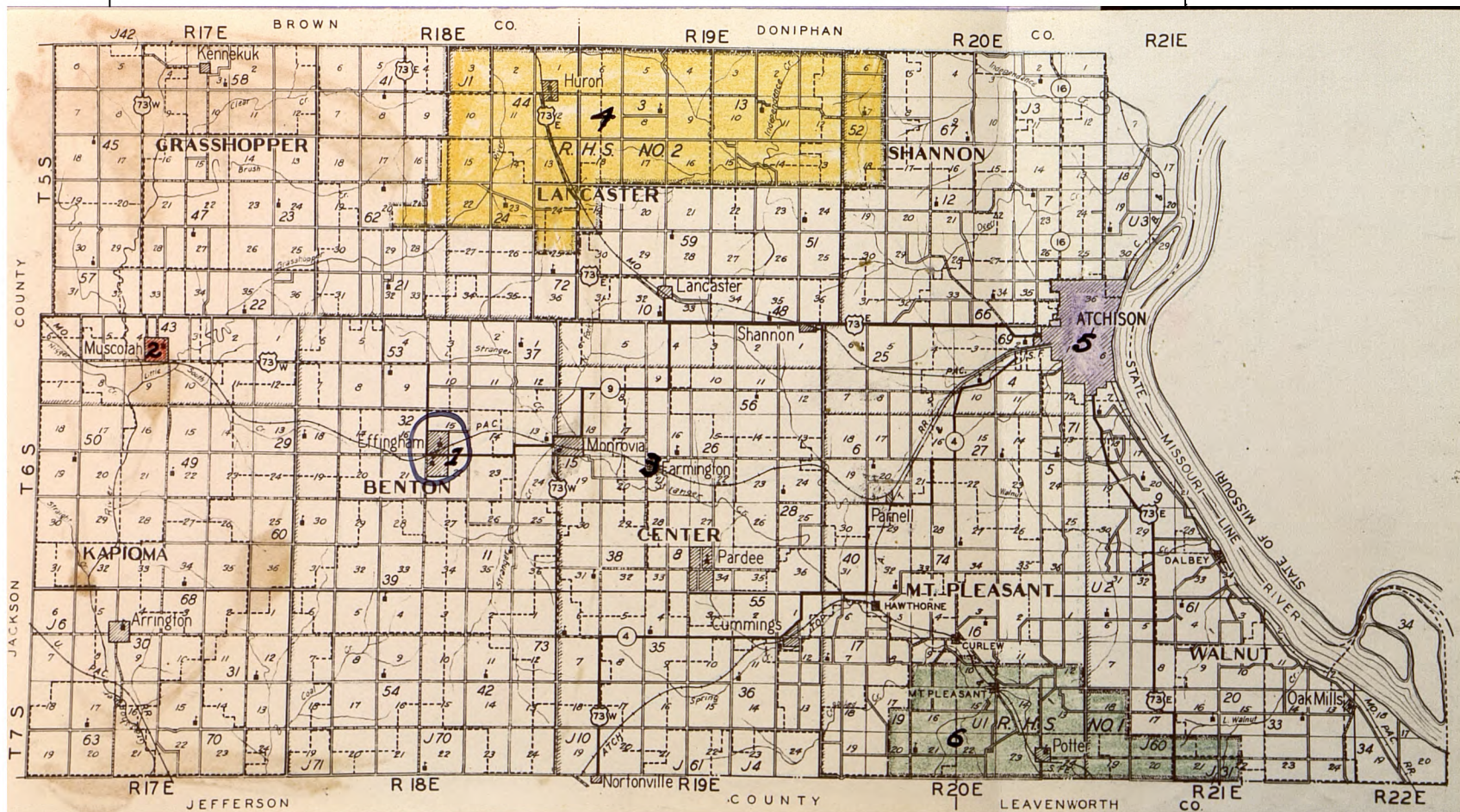


Fig. 4. Atchison county, Kansas, showing community high school at (1) Effingham, other high schools at (2) Muscolah, (3) Farmington, (4) Huron, (5) Atchison, (6) Potter. Unshaded territory belongs to (1).

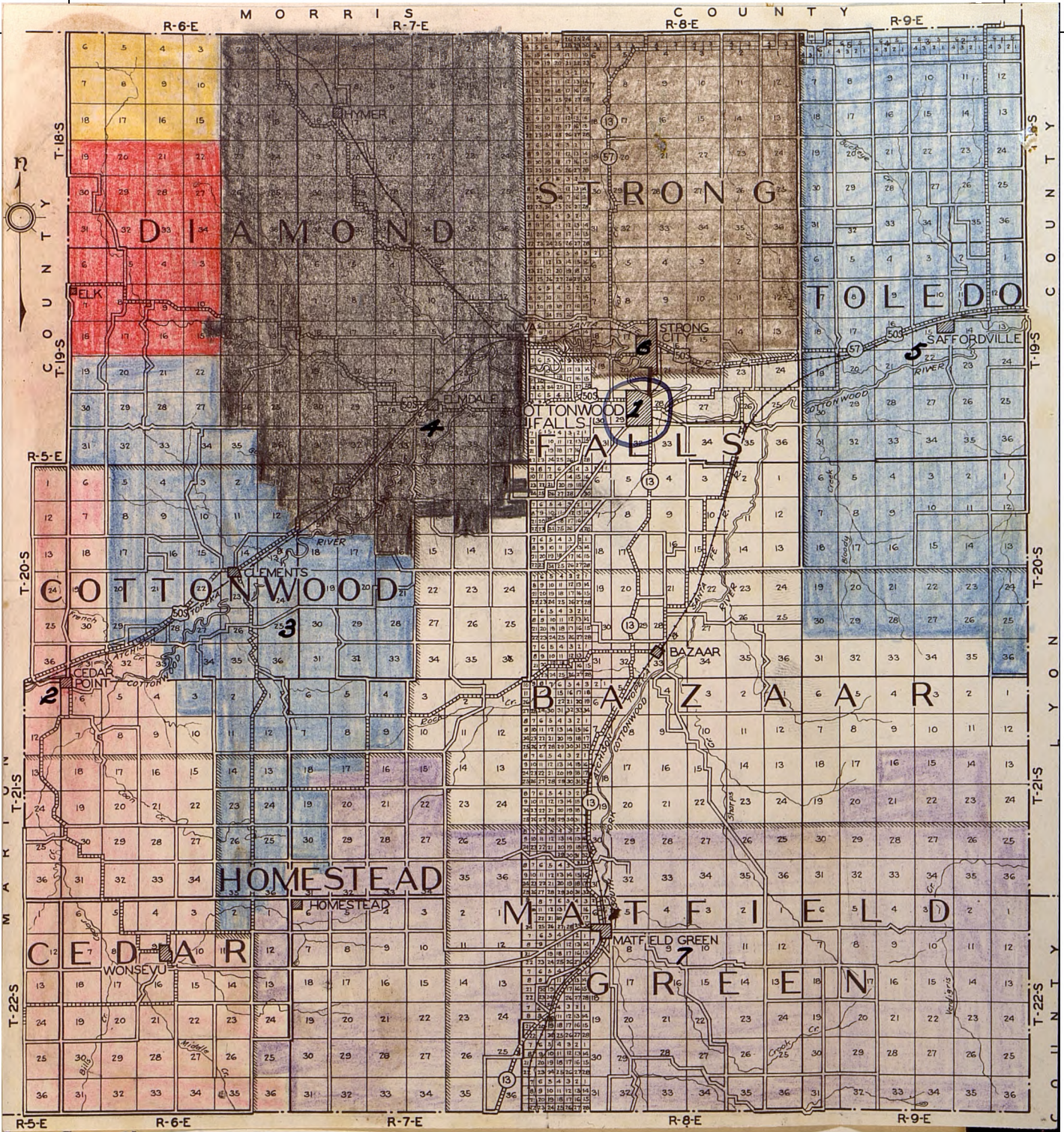


Fig. 5. Chase county, Kansas, showing community high school at (1) Cottonwood Falls, other high schools at (2) Cedar Point, (3) Clements, (4) Elmdale, (5) Saffordville, (6) Strong City, (7) Matfield Green. Unshaded territory belongs to (1).

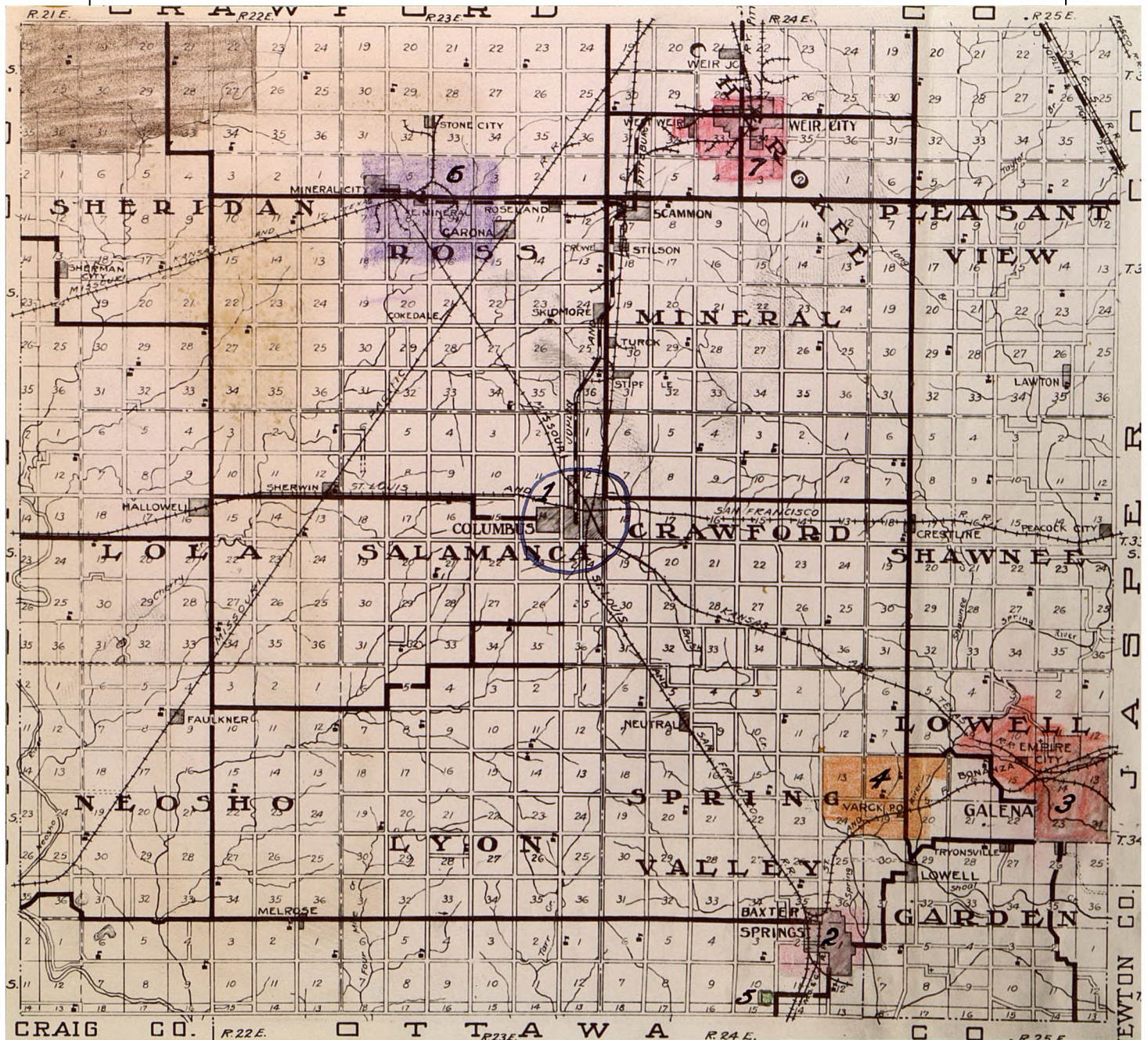


Fig. 6. Cherokee county, Kansas, showing community high school at (1) Columbus, other high schools located at (2) Baxter Springs, (3) Galena, (4) Riverton, (5) Treece, (6) West Mineral, (7) Weir. Unshaded territory belongs to (1).

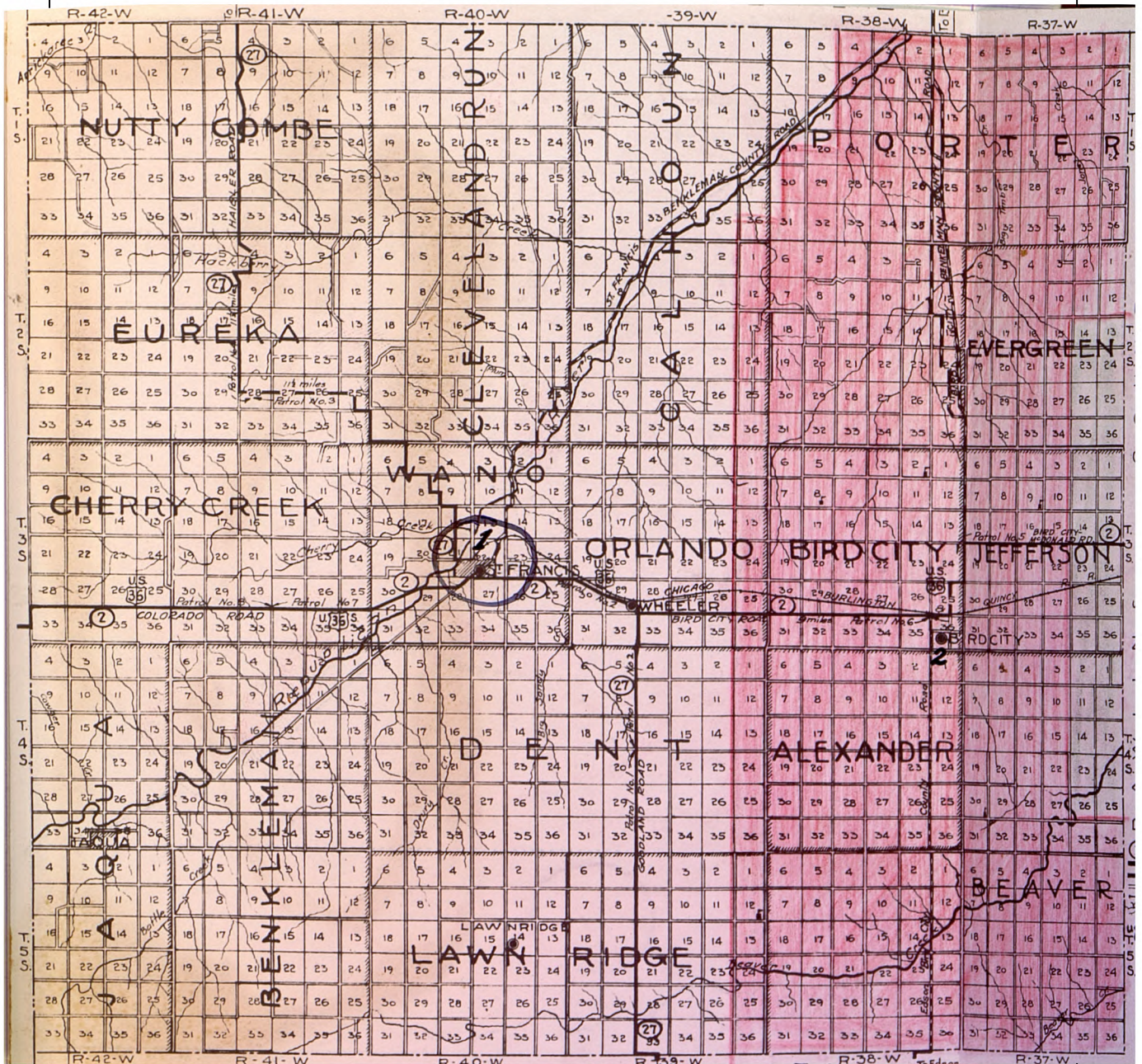


Fig. 7. Cheyenne county, Kansas, showing community high school at (1) St. Francis, another high school at (2) Bird City. Unshaded territory belongs to (1).

Table 9. High school enrollment in Clay county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Clay Center	356	75	476	69	506	57	561	63
Green	27		25		73		64	
Longford	27		64		107		119	
Morganville	24		32		30		55	
Wakefield	75		94		114		100	
Total	488		691		894		899	

Table 10. High school enrollment in Crawford county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Cherokee	198	14	230	16	226	10	213	8
Arcadia	97		114		99		150	
Arma	61		172		258		275	
Frontenac	68		170		133		262	
Girard	204		275		304		350	
Hylar	31		50		102		92	
McCune	61		112		126		120	
Mulberry	18		49		69		132	
Pittsburg	545		909		776		866	
Walnut	87		85		93		72	
Total	1,427		2,166		2,186		2,532	

Table 11. High school enrollment in Decatur county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Oberlin	200	73	197	51	287	47	357	60
Dresden	5		16		74		29	
Jennings	21		60		150		55	
Leoville	-		18		25		32	
Norcatour	42		86		72		106	
Traer	5		9		7		15	
Total	273		386		615		594	

Table 12. High school enrollment in Dickinson county.

Location	Enrollment							
	: 1920	per :cent:	1925	per :cent:	1930	per :cent:	1935	per :cent:
Chapman	215	18	272	20	241	16	375	22
Abilene	452		469		502		532	
Carlton	6		-		12		14	
Elmo	11		17		4		-	
Enterprise	60		60		66		78	
Herington	168		241		312		349	
Hope	50		79		125		125	
Manchester	7		12		13		8	
Navarre	7		17		-		-	
Solomon	103		100		115		130	
Talmage	23		20		60		40	
Woodbine	20		45		75		70	
Total	1,122		1,332		1,525		1,721	

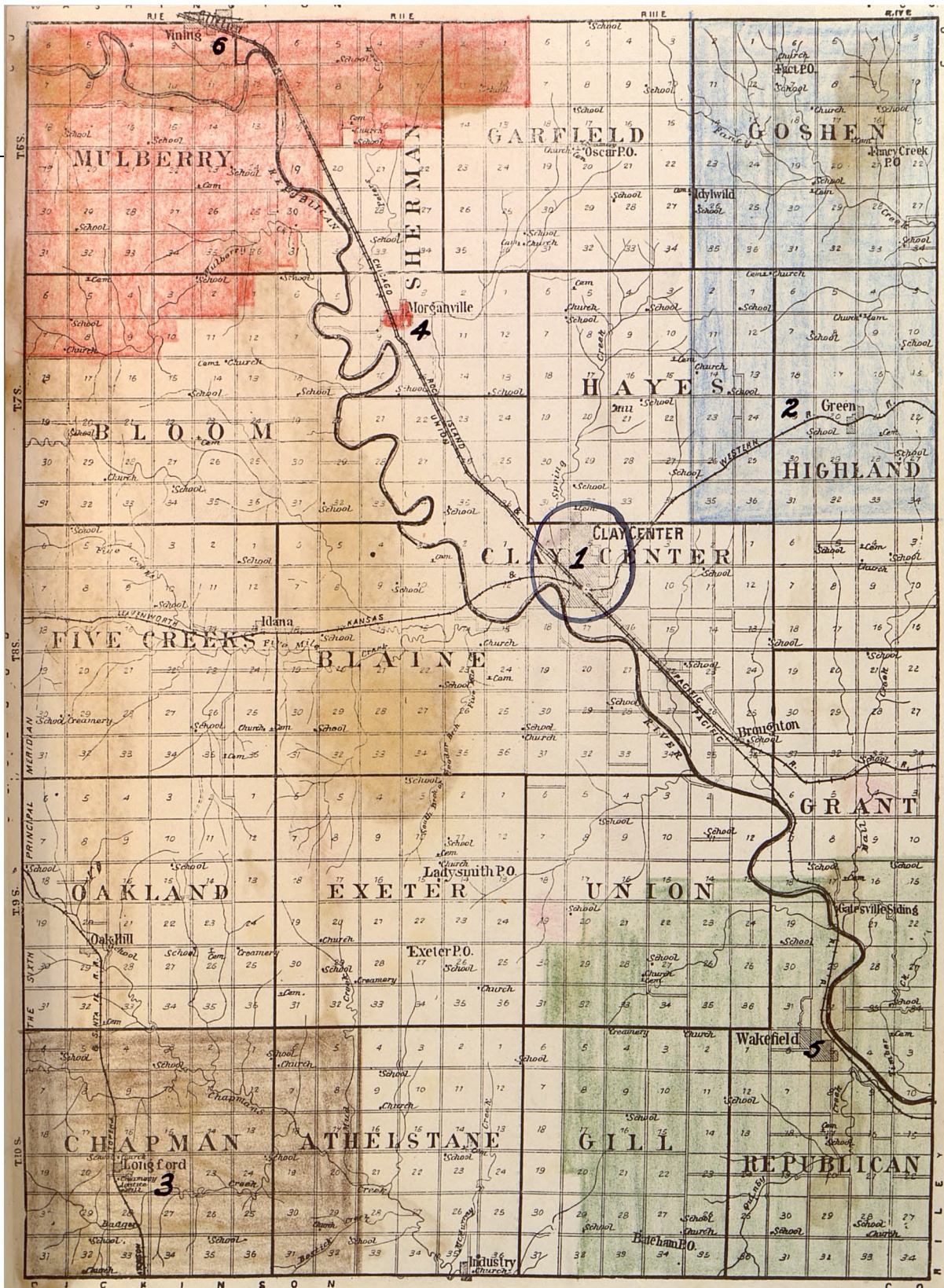


Fig. 8. Clay county, Kansas, showing community high school at (1) Clay Center, other high schools at (2) Green, (3) Longford, (4) Morganville, (5) Wakefield, (6) Clifton. Unshaded territory belongs to (1).

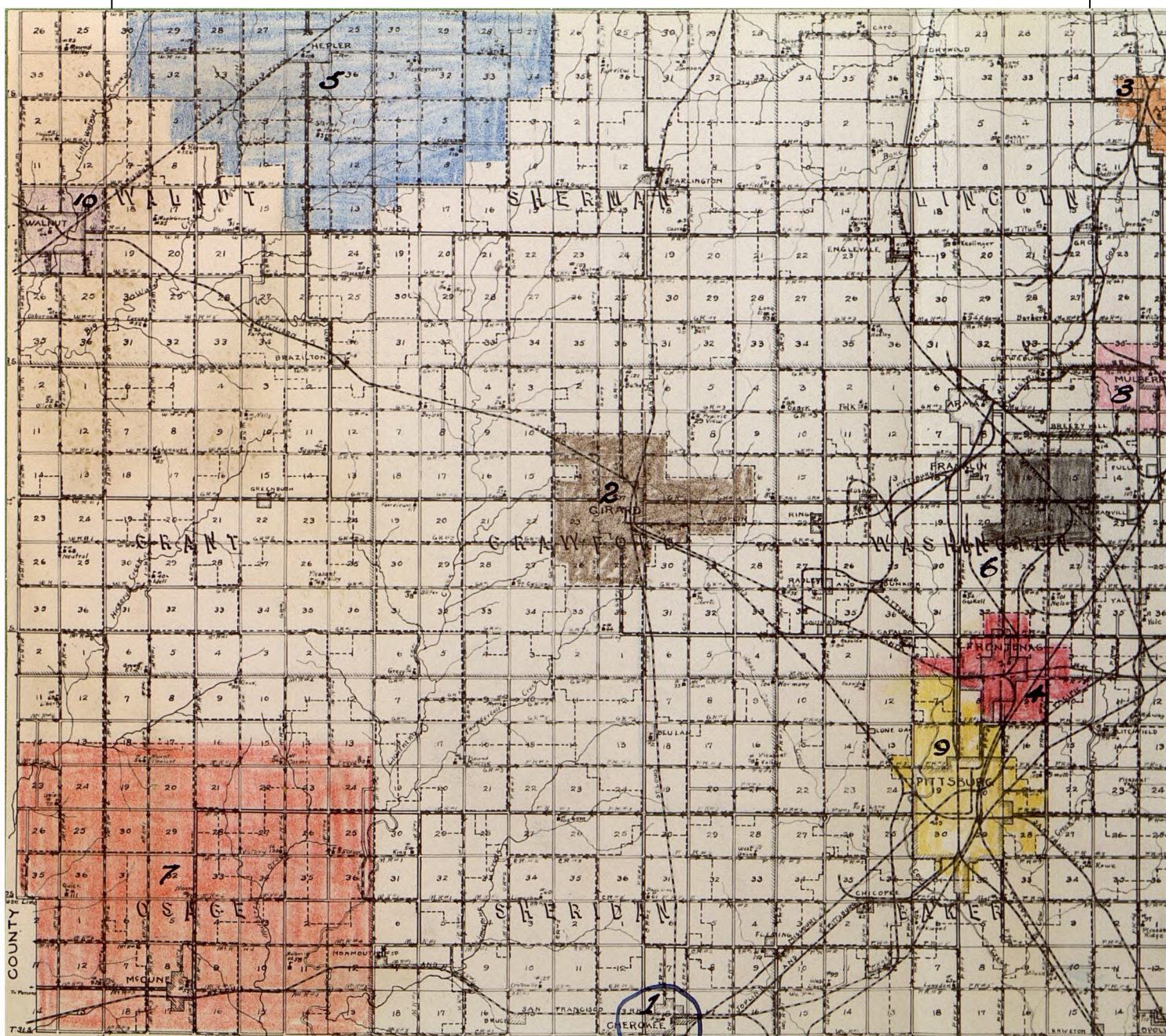


Fig. 9. Crawford county, Kansas showing community high school at (1) Cherokee, other high schools at (2) Girard, (3) Arcadia, (4) Frontenac, (5) Hyler, (6) Arma, (7) McCune, (8) Mulberry, (9) Pittsburg, (10) Walnut. Unshaded territory belongs to (1).

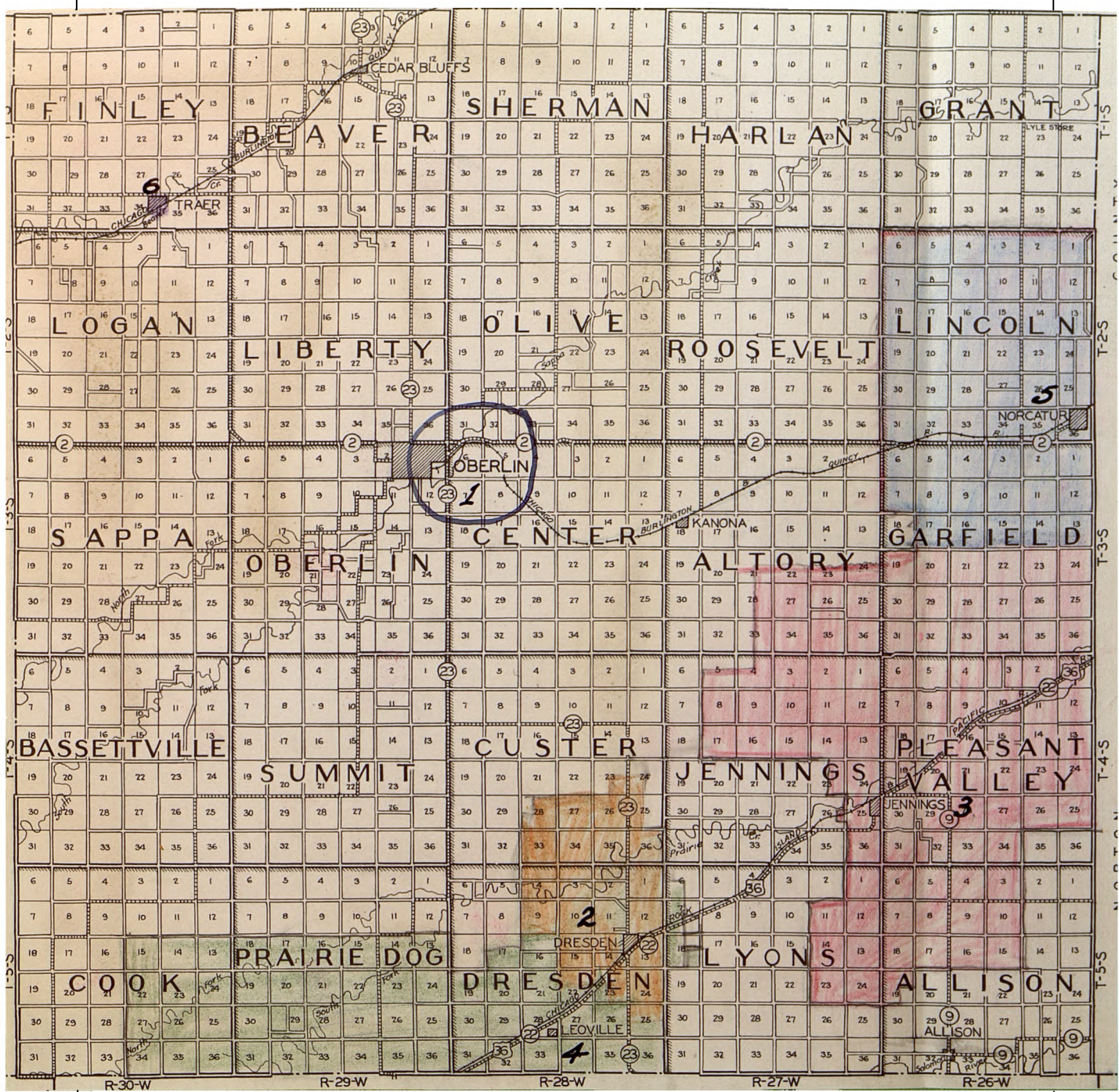


Fig. 10. Decatur county, Kansas, showing community high school at (1) Oberlin, other high schools at (2) Dresden, (3) Jennings, (4) Leoville, (5) Norcatur, (6) Traer. Unshaded territory belongs to (1).

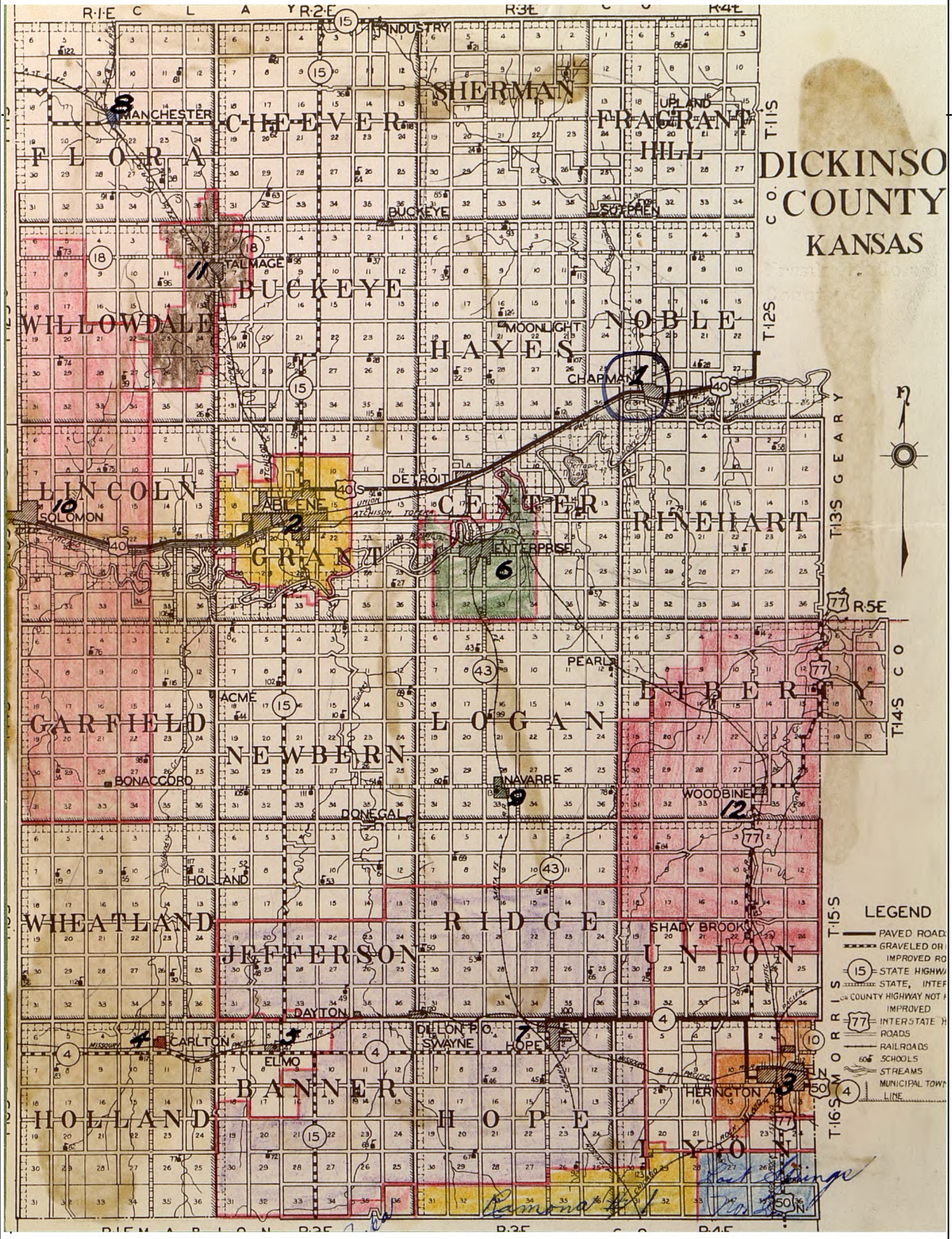


Fig. 11. Dickinson county, Kansas showing community high school at (1) Chapman, other high schools at (2) Abilene, (3) Herington, (4) Carlton, (5) Elmo, (6) Enterprise, (7) Hope, (8) Manchester, (9) Navarre, (10) Solomon, (11) Talmage, (12) Woodbine. Unshaded territory belongs to (1).

Table 13. High school enrollment in Greeley county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Tribune	60		57		84		99	

Table 14. High school enrollment in Hodgeman county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Jetmore	74	83	99	81	119	69	235	78
Hanston	15		22		52		67	
Total	89		121		171		302	

Table 15. High school enrollment in Labette county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Altamont	190	22	400	26	317	21	390	25
Chetopa	70		151		128		157	
Dennis	-		13		38		44	
Edna	39		107		82		67	
Mound Valley	51		13		74		56	
Oswego	112		198		184		157	
Parsons	419		602		661		652	
Valeda	-		28		-		11	
Total	881		1,512		1,484		1,534	

Table 16. High school enrollment in Lane county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Dighton	84	87	102	74	142	75	175	76
Healy	12		36		47		55	
Total	96		138		189		230	

Table 17. High school enrollment in Norton county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Norton	264	56	332	47	350	46	349	49
Almena	68		142		148		120	
Clayton	40		37		66		53	
Densmore	-		42		43		34	
Edmond	-		40		57		50	
Lenora	85		109		103		101	
Total	457		702		767		707	

Table 18. High school enrollment in Rawlins county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Atwood	123	54	126	42	180	56	220	59
Herndon	31		64		54		52	
McDonald	75		107		88		100	
Total	229		297		322		372	

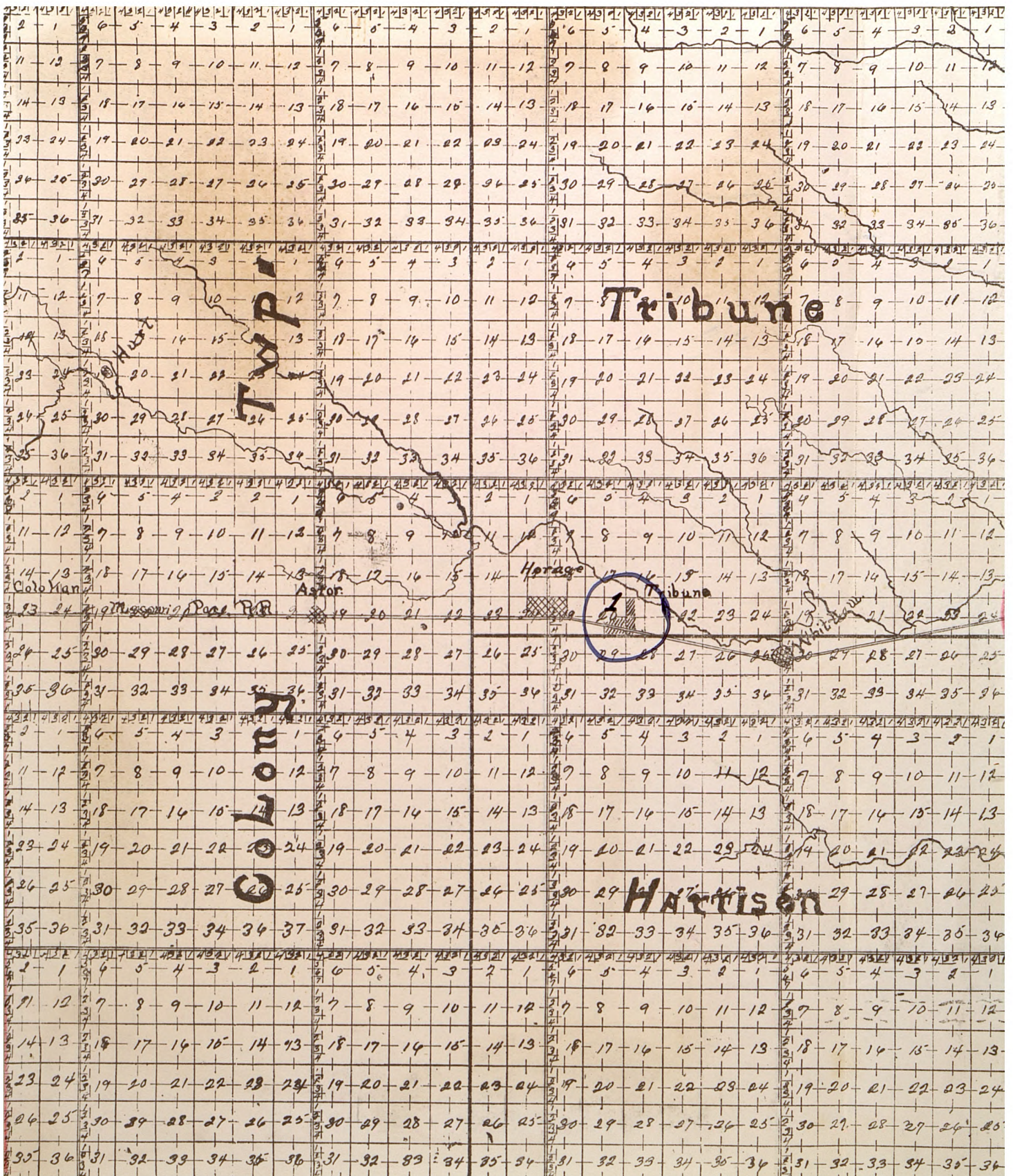


Fig. 12. Greeley county, Kansas, showing community high school at (1) Tribune. Entire county in one district.

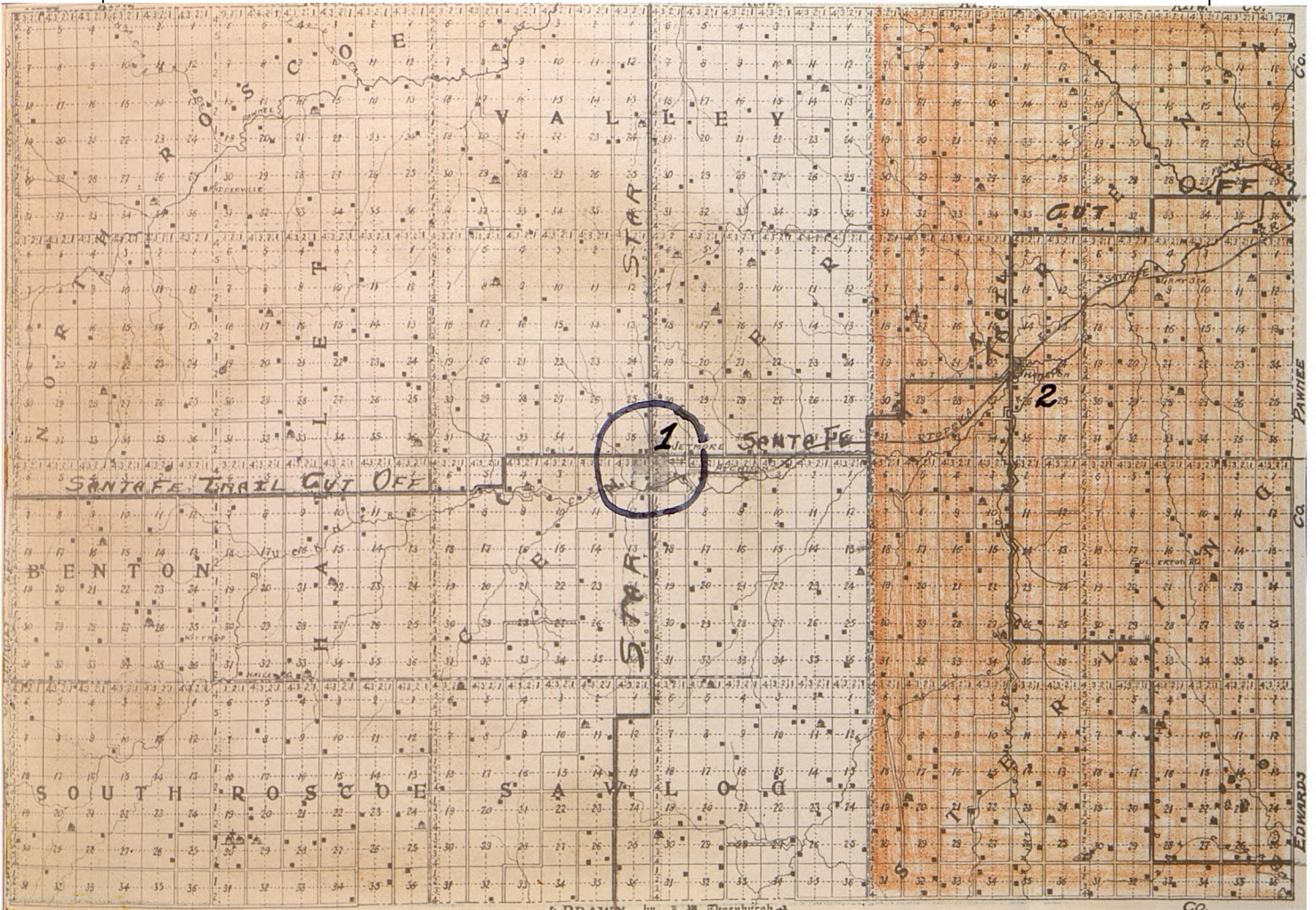


Fig. 13. Hodgeman county, Kansas, showing community high school at (1) Jetmore, another high school at (2) Hanston. Unshaded territory belongs to (1).

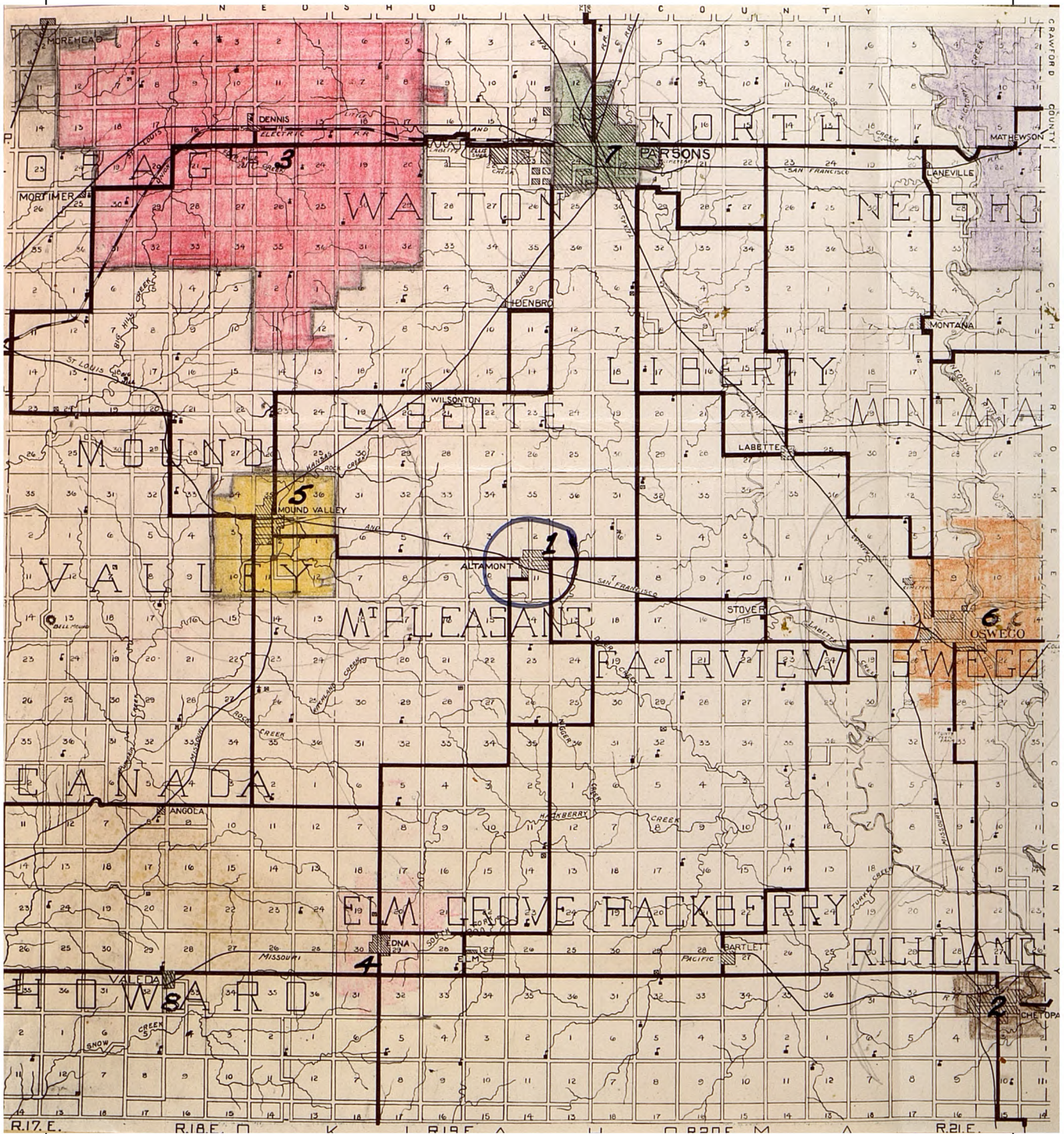


Fig. 14. Labette county, Kansas, showing community high school at (1) Altamont, other high schools at (2) Chetopa, (3) Dennis, (4) Edna, (5) Mound Valley, (6) Oswego, (7) Parsons, (8) Valeda. Unshaded territory belongs to (1).

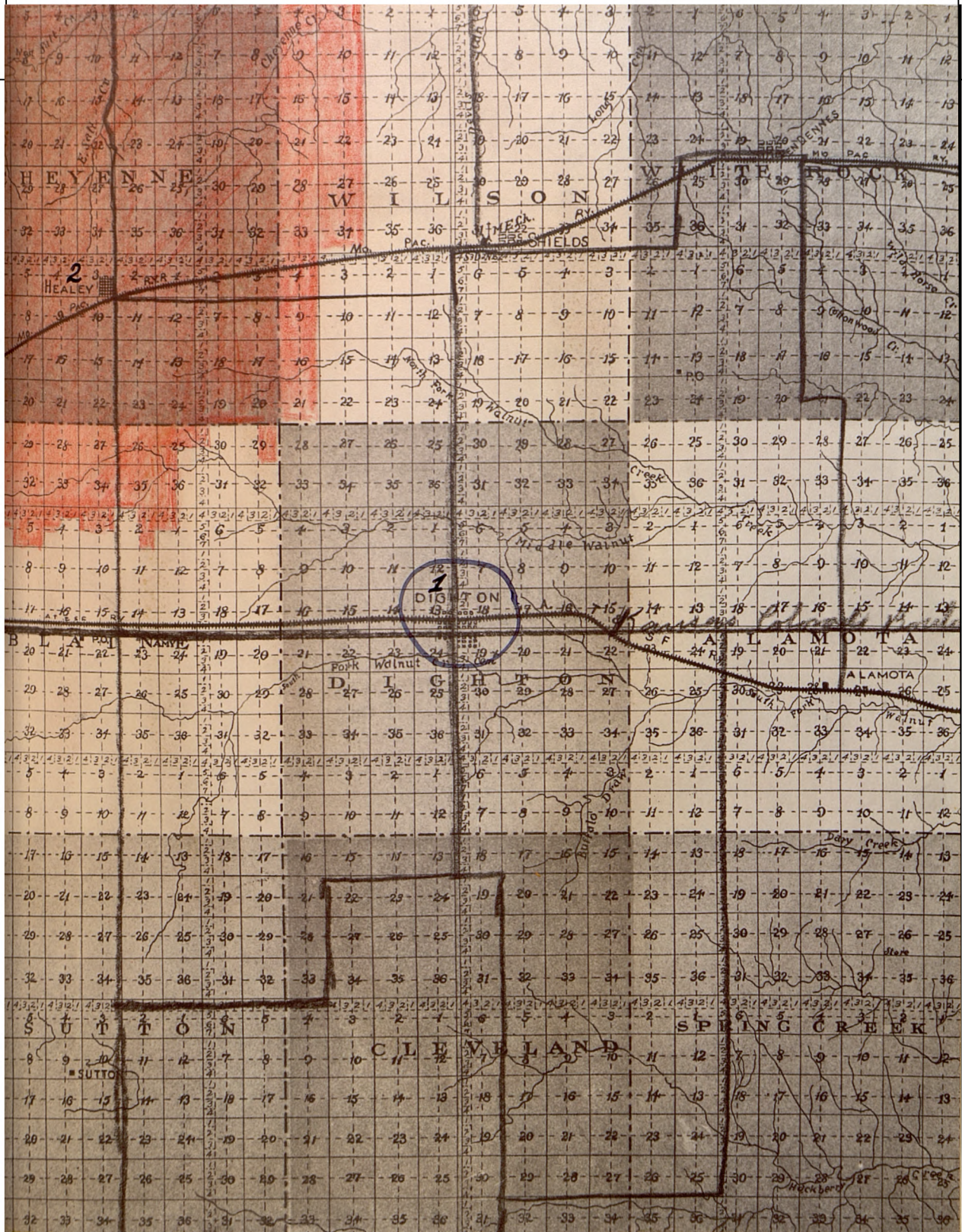


Fig. 15. Lane county, Kansas, showing community high school at (1) Dighton, another high school at Healey. Unshaded territory belongs to (1).

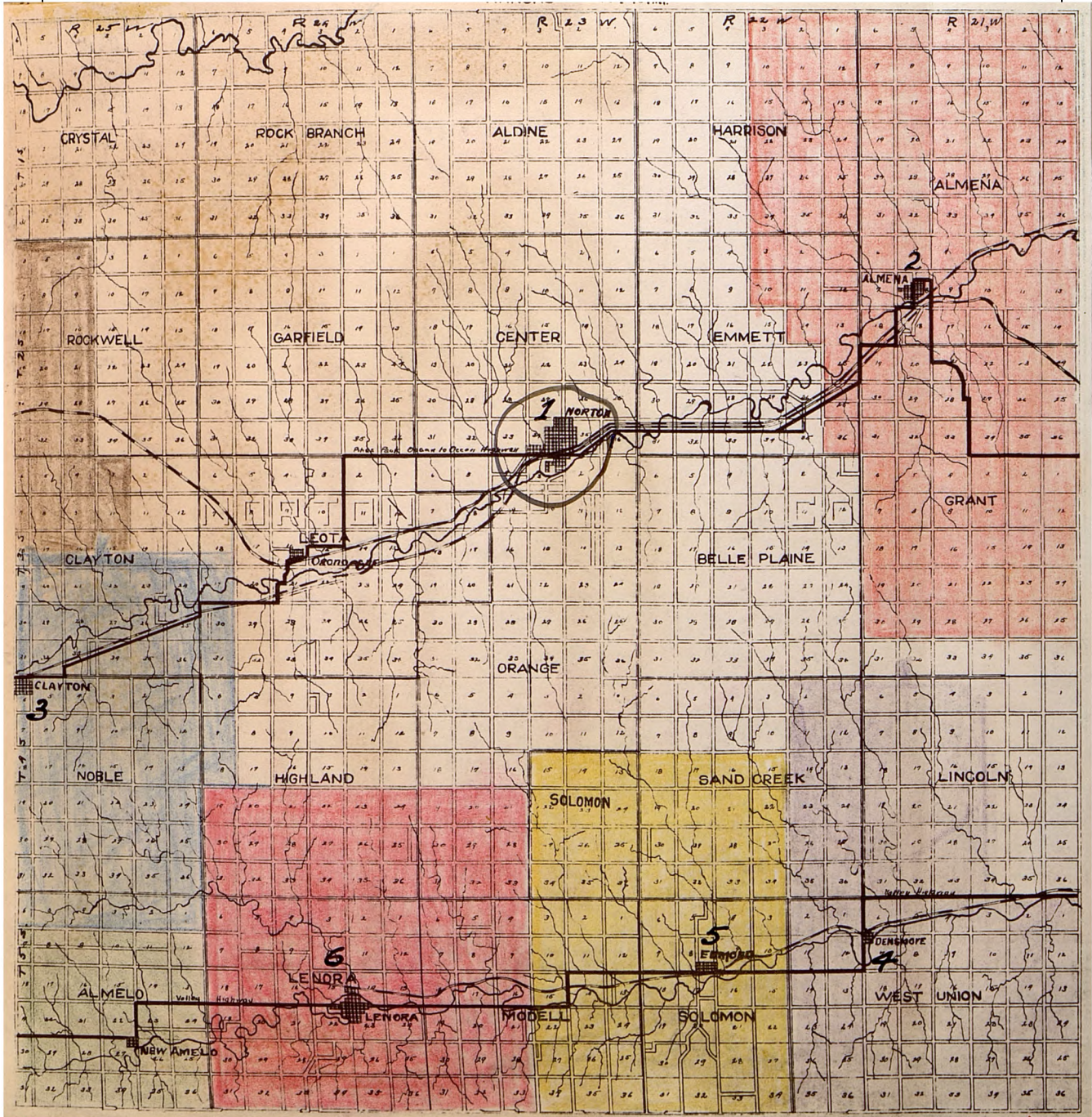


Fig. 16. Norton county, Kansas, showing community high school at (1) Norton, other high schools at (2) Alma, (3) Clayton, (4) Densmore, (5) Edmond, (6) Lenora. Unshaded territory belongs to (1).

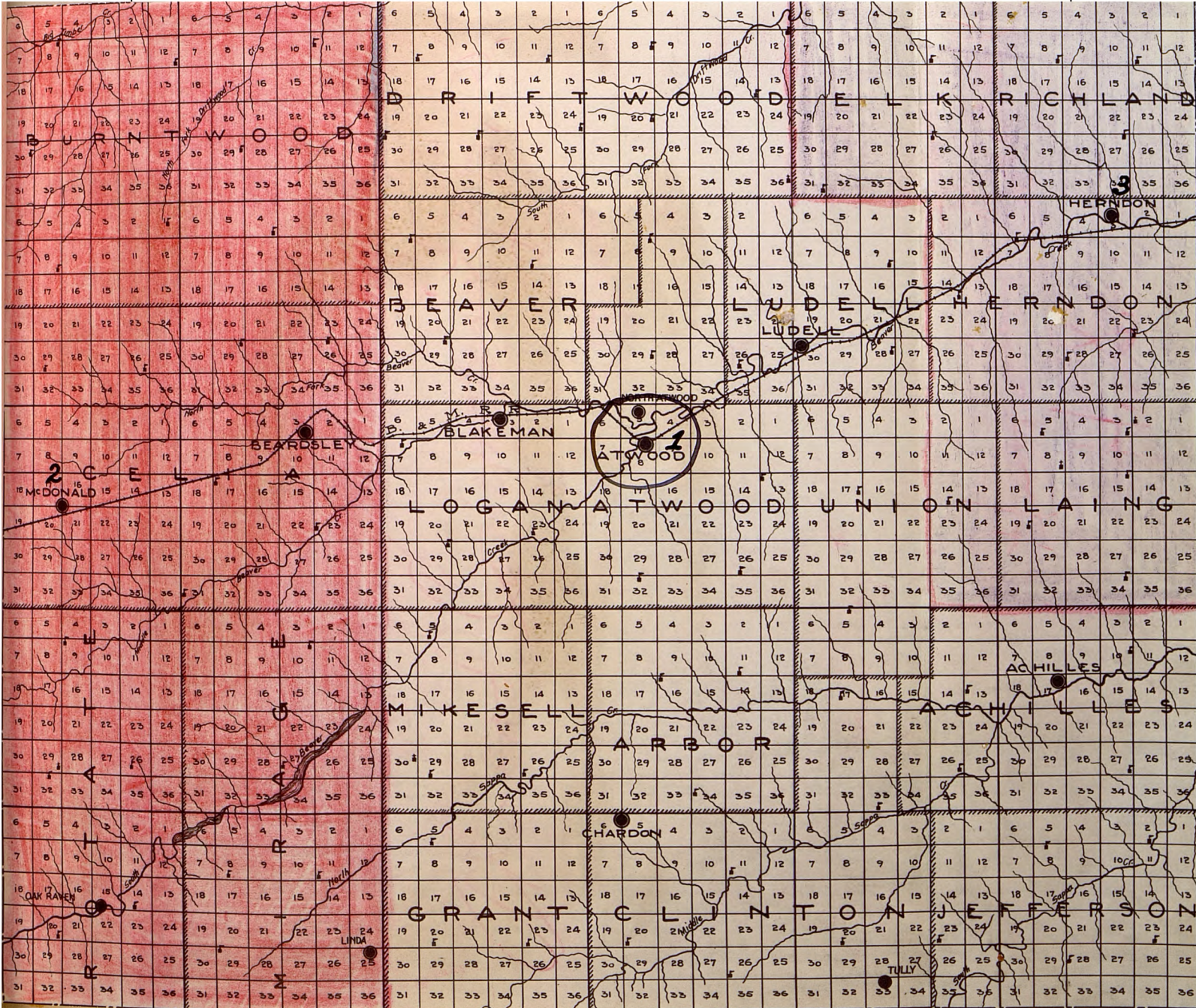


Fig. 17. Rawlins county, Kansas, showing community high school at (1) Atwood, other high schools at (2) McDonald, (3) Herndon. Unshaded territory belongs to (1).

Table 19. High school enrollment in Reno county.

Location	Enrollment							
	: 1920	:cent:	per	:cent:	per	:cent:	per	:cent:
Nickerson	231	14	196	11	172	8	151	7
Abbyville	43		41		42		42	
Arlington	55		81		96		82	
Buhler	51		101		103		163	
Castleton	26		38		40		42	
Haven	82		119		129		117	
Hutchinson	770		754		994		1,225	
Langdon	45		44		45		52	
Partridge	47		95		95		75	
Plevna	38		48		39		47	
Pretty Prairie	68		102		110		124	
Sylvia	73		82		105		103	
Turon	66		77		96		90	
Total	1,595		1,778		2,066		2,313	

Table 20. High school enrollment in Scott county.

Location	Enrollment							
	: 1920	:cent:	1925	:cent:	1930	:cent:	1935	:cent
Scott City	114	100	189	92	184	86	212	83
Manning	-		-		11		15	
Shallow Water	-		16		18		28	
Total	114		205		213		255	

Table 21. High school enrollment in Sheridan county.

Location	Enrollment							
	: 1920	:cent:	1925	:cent:	1930	:cent:	1935	:cent
Hoxie	79	93	117	68	119	72	173	66
Selden	6		56		46		89	
Total	85		173		165		262	

Table 22. High school enrollment of Sherman county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Goodland	141	91	221	71	286	67	256	66
Edson	-		21		23		-	
Kanorado	14		70		78		104	
Ruleton	-		-		39		26	
Total	155		312		426		386	

Table 23. High school enrollment in Stanton county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Johnson	63	100	34	100	60	67	86	69
Manter	-		-		30		39	
Total	63		34		90		125	

Table 24. High school enrollment in Thomas county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Colby	130	56	149	40	233	50	275	51
Brewster	65		67		71		80	
Gem	9		39		31		33	
Levant	5		25		31		35	
Menlo	8		59		44		53	
Rexford	17		36		56		65	
Total	234		375		466		541	

Table 25. High school enrollment in Trego county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Wakeeney	140	89	131	87	194	84	280	86
Collyer	17		19		37		44	
Total	157		150		231		324	

Table 26. High school enrollment in Wallace county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Sharon Springs	57	72	82	56	95	55	139	53
Wallace	4		15		32		30	
Weskan	18		50		45		91	
Total	79		147		172		260	

Table 27. High school enrollment in Wichita county.

Location	Enrollment							
	1920	per cent	1925	per cent	1930	per cent	1935	per cent
Leoti	44		100		118		122	

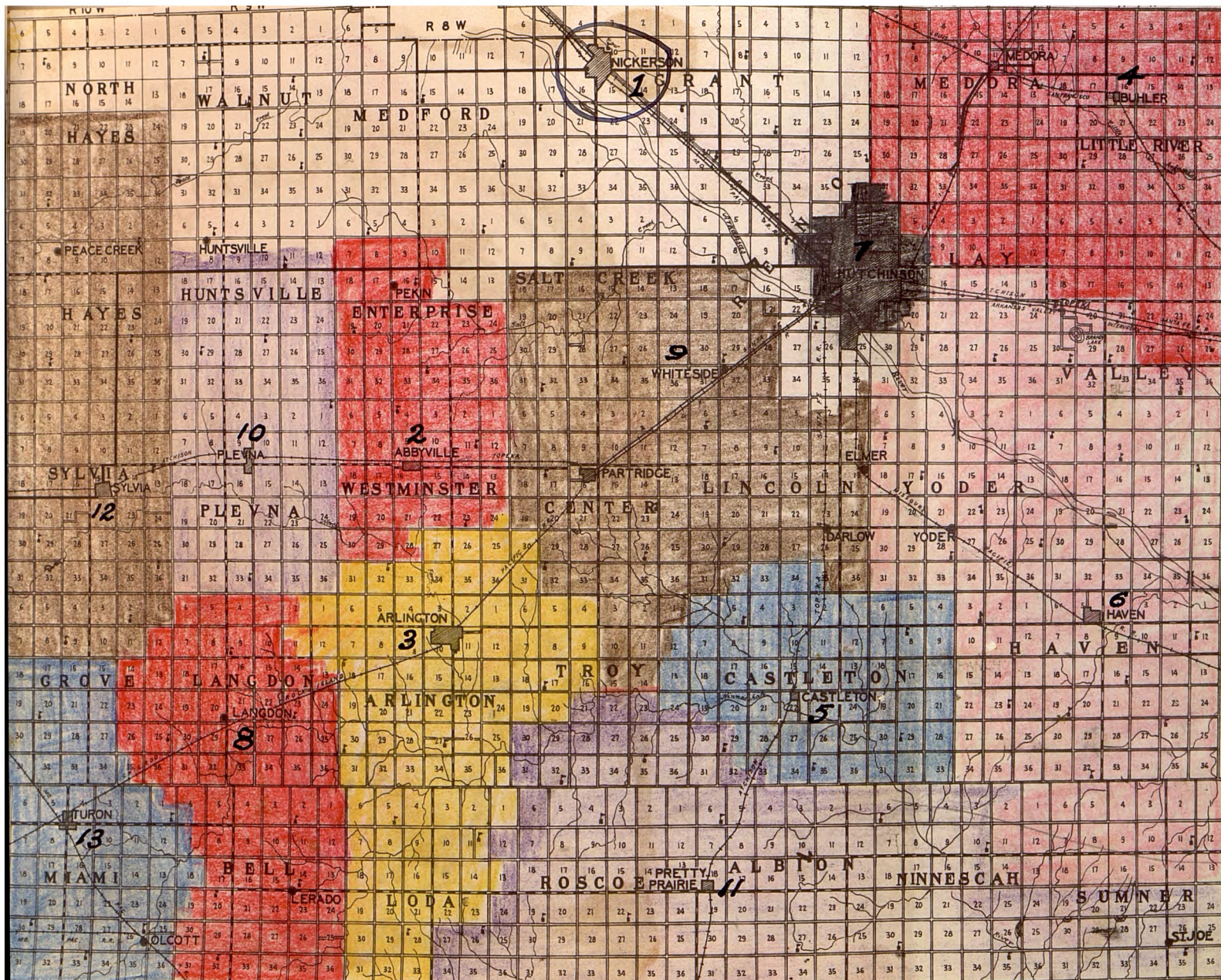


Fig. 18. Reno county, Kansas, showing community high school at (1) Nickerson, other high schools at (2) Abbyville, (3) Arlington, (4) Buhler, (5) Castleton, (6) Haven, (7) Hutchinson, (8) Langdon, (9) Partridge, (10) Plevna, (11) Pretty Prairie, (12) Sylvia, (13) Turon. Unshaded territory belongs to (1).

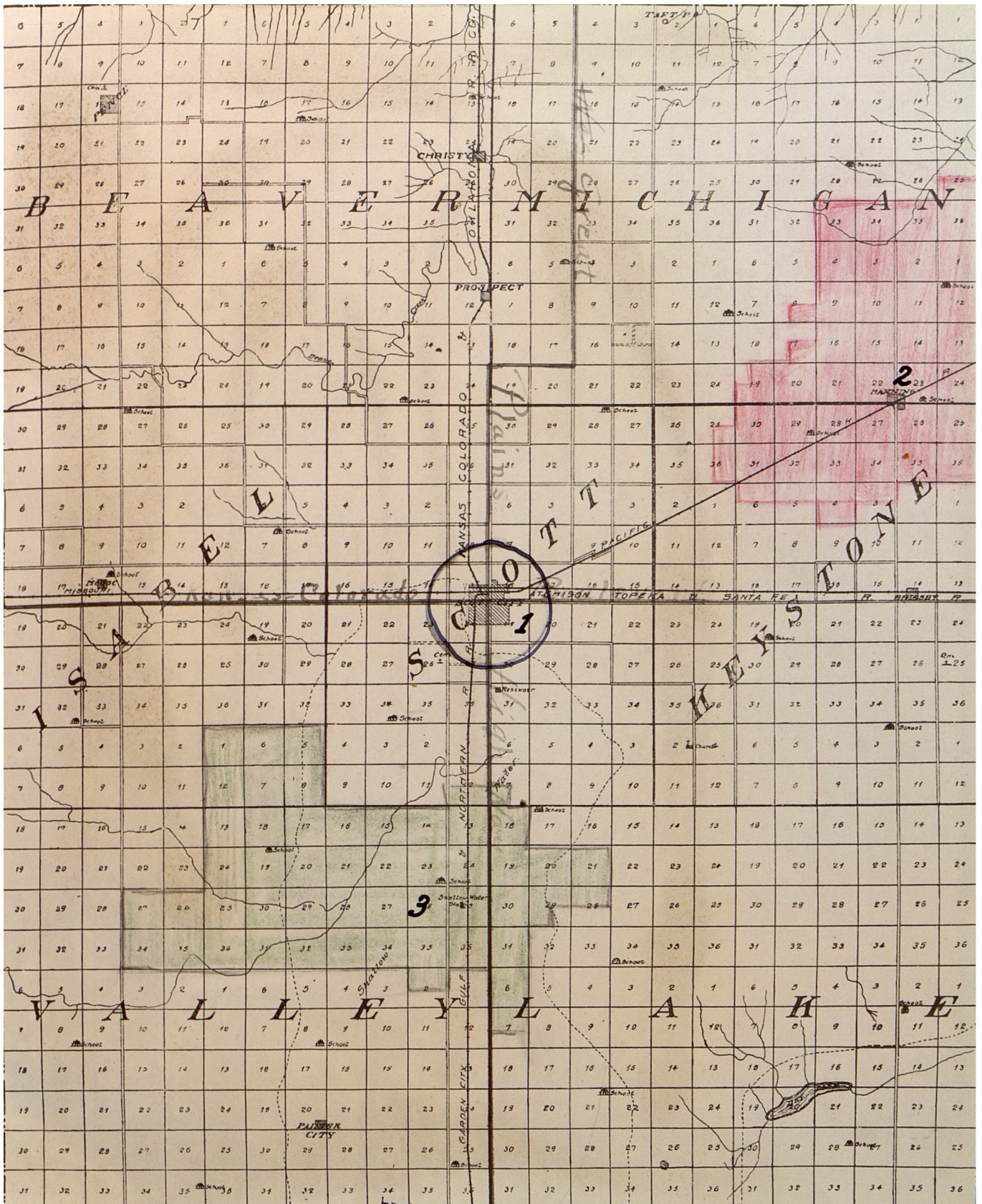


Fig. 19. Scott county, Kansas, showing community high school at (1) Scott City, other high schools at (2) Manning, (3) Shallow Water. Unshaded territory belongs to (1).

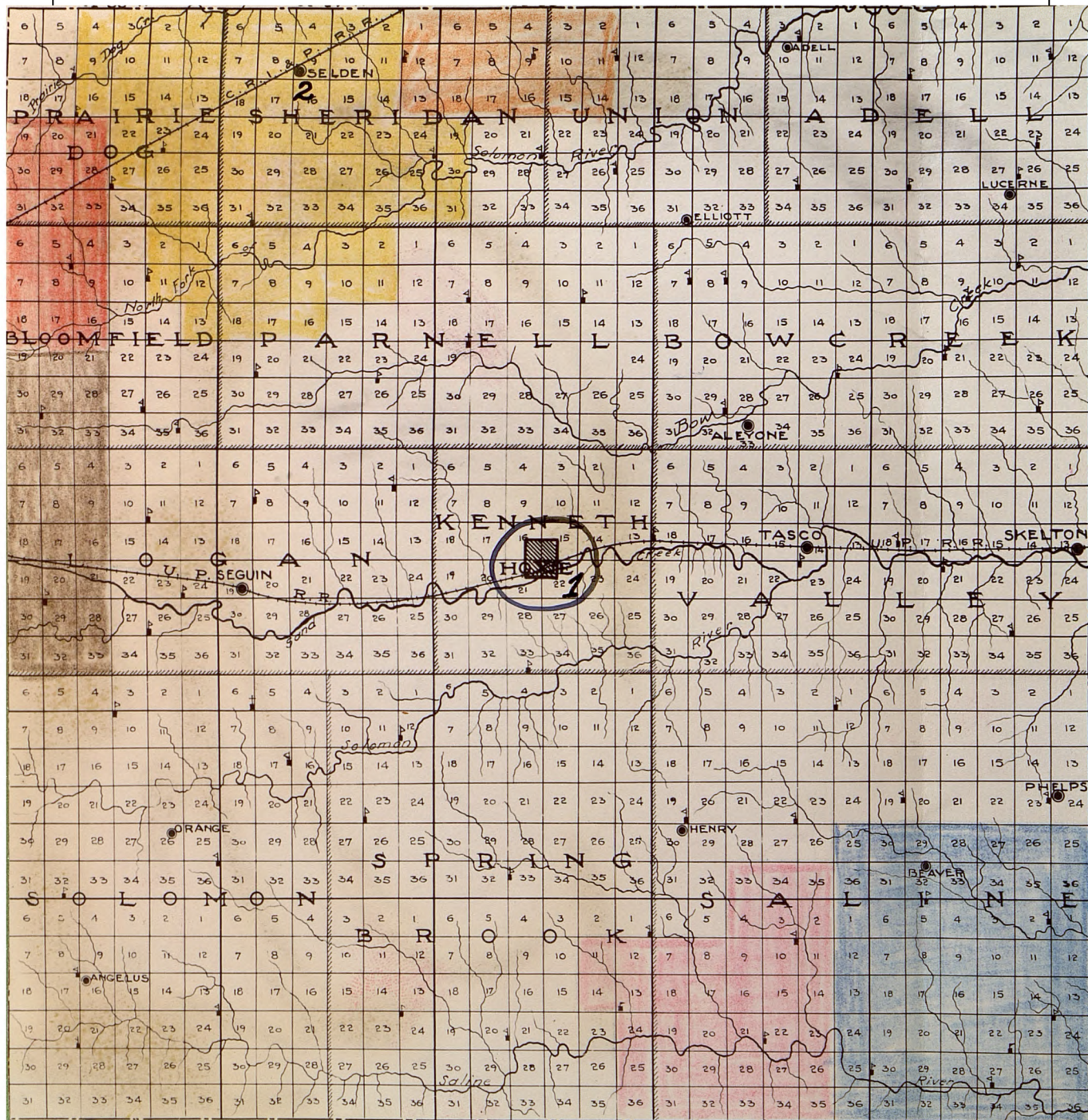


Fig. 20. Sheridan county, Kansas, showing community high school at (1) Hoxie, another high school at (2) Selden. Unshaded territory belongs to (1).

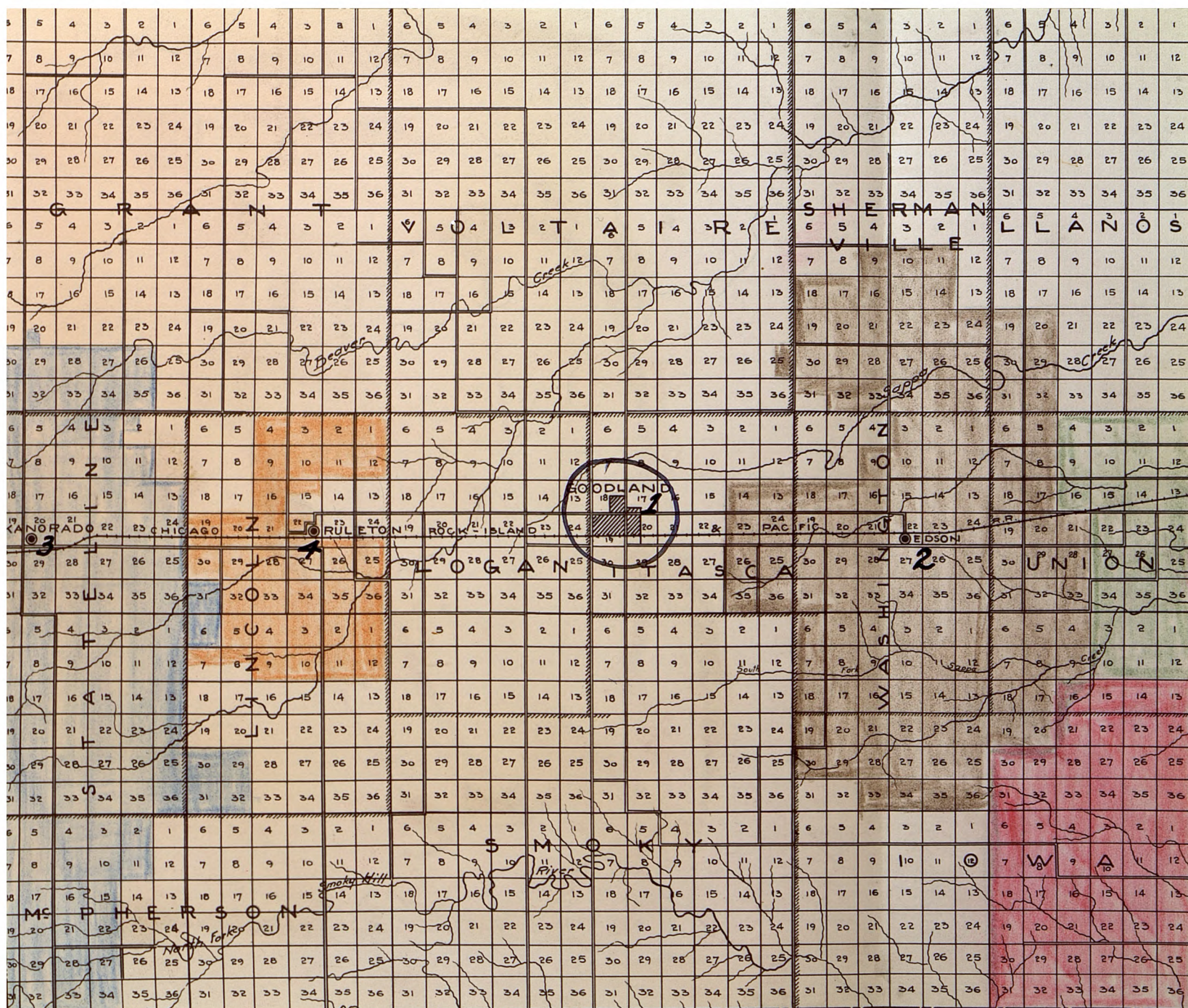


Fig. 21. Sherman county, Kansas, showing community high school at (1) Goodland, other high schools at (2) Edson, (3) Kanorado, (4) Ruleton. Unshaded territory belongs to (1).

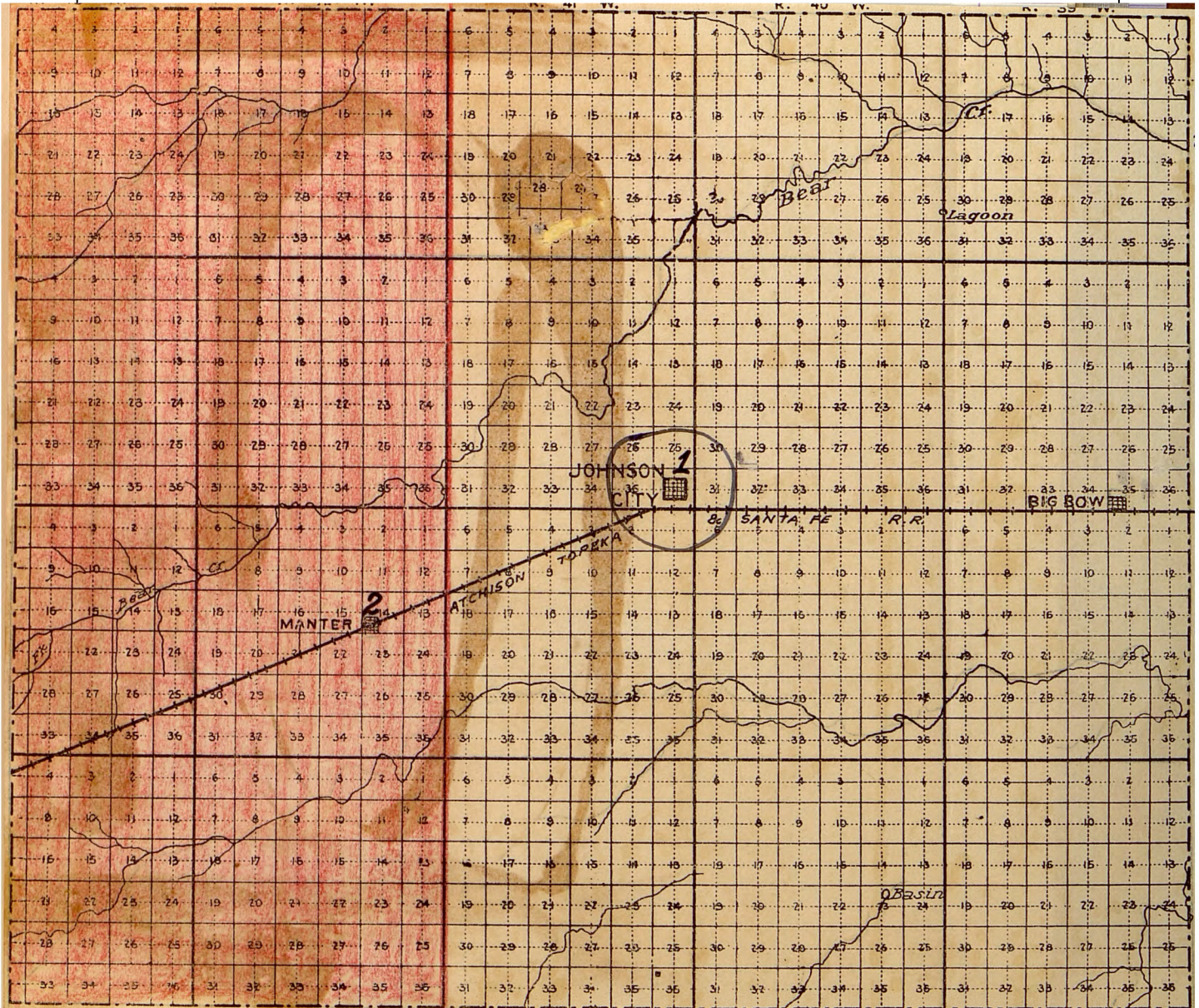


Fig. 22. Stanton county, Kansas, showing community high school at (1) Johnson, another high school at (2) Manter. Unshaded territory belongs to (1).

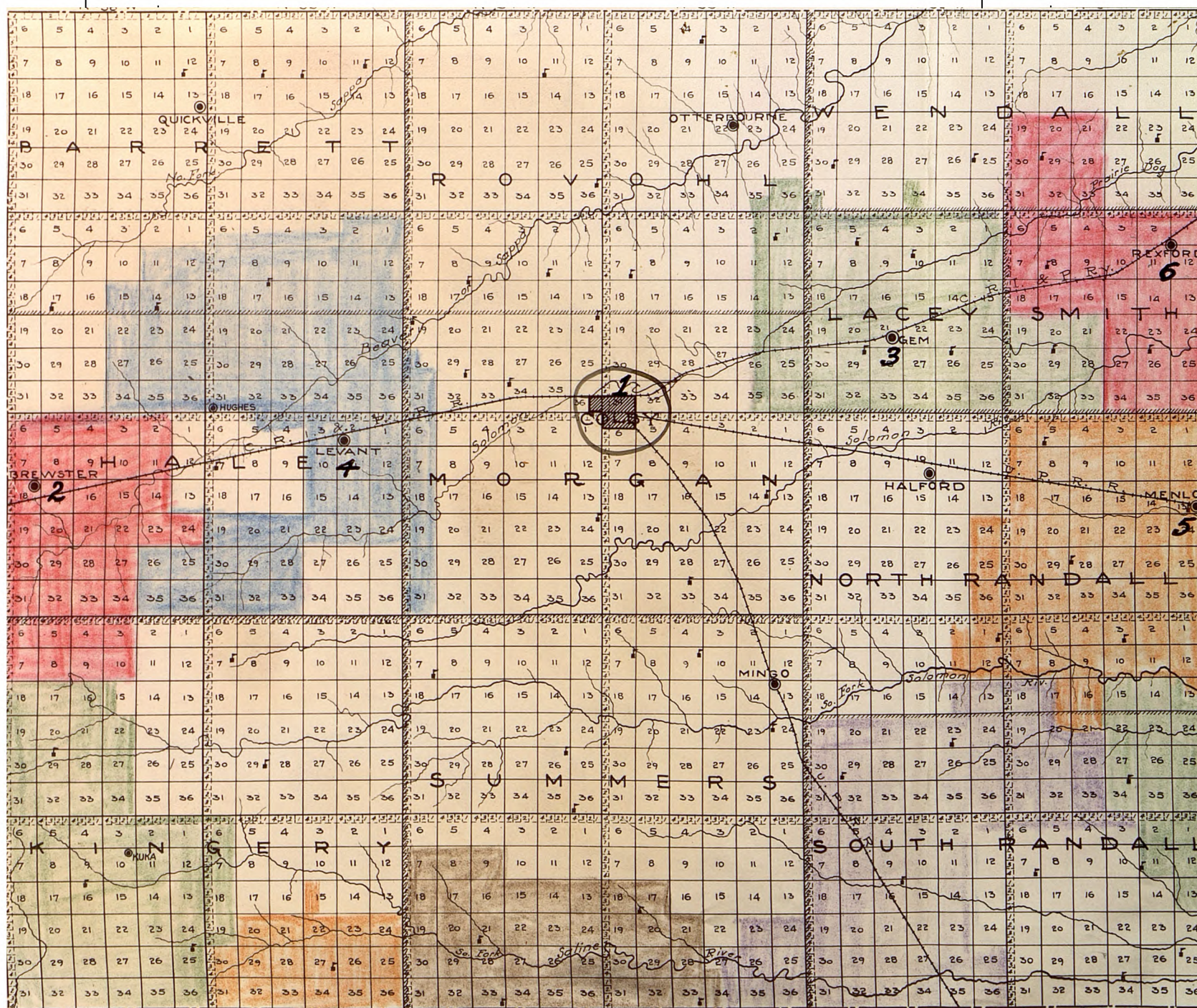


Fig. 23. Thomas county, Kansas, showing community high school at (1) Colby, other high schools at (2) Brewster, (3) Gem, (4) Levant, (5) Menlo, (6) Rexford. Unshaded territory belongs to (1).

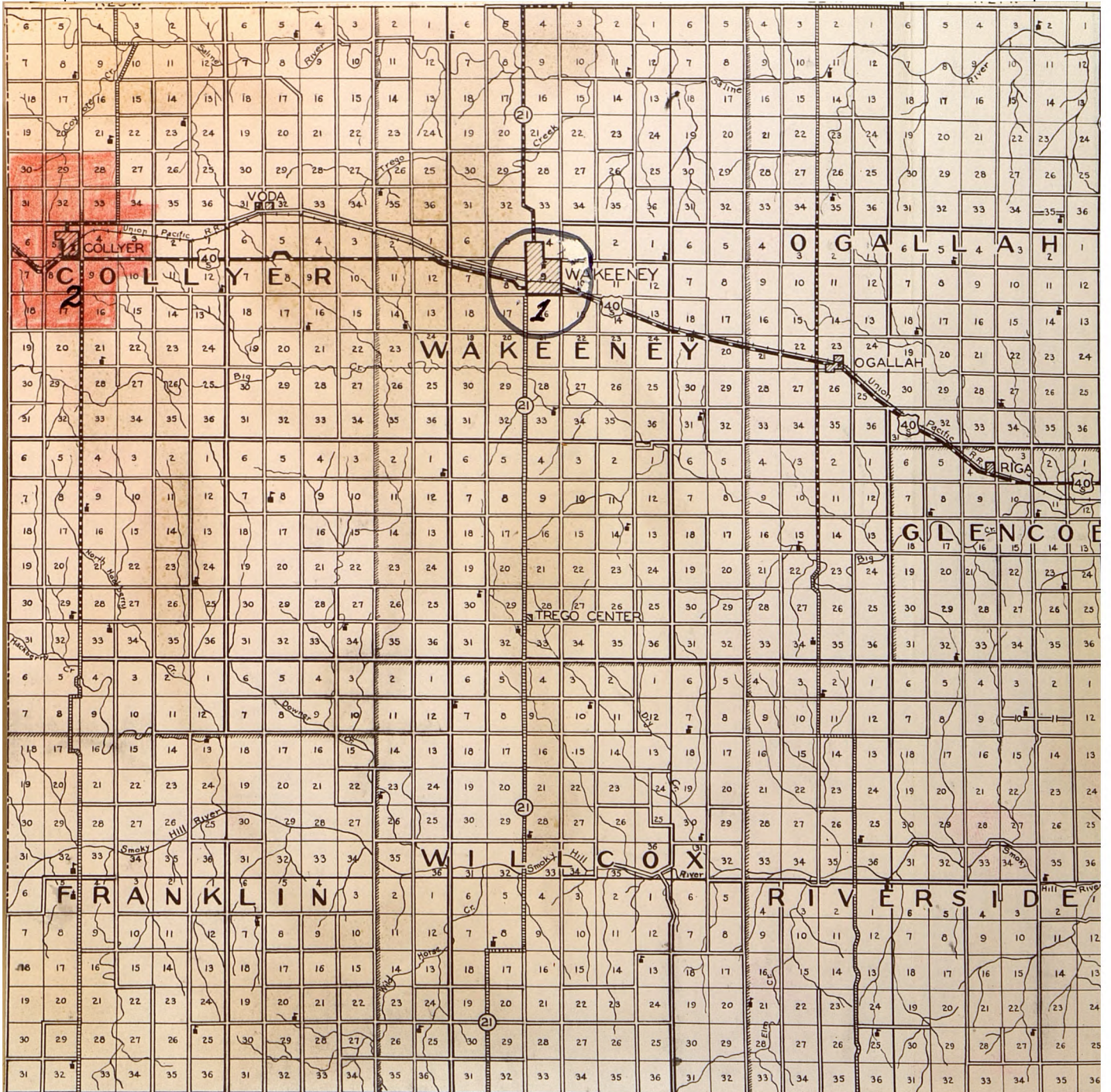


Fig. 24. Trego county, Kansas, showing community high school at (1) Wakeeney, another high school at (2) Collyer. Unshaded territory belongs to (1).

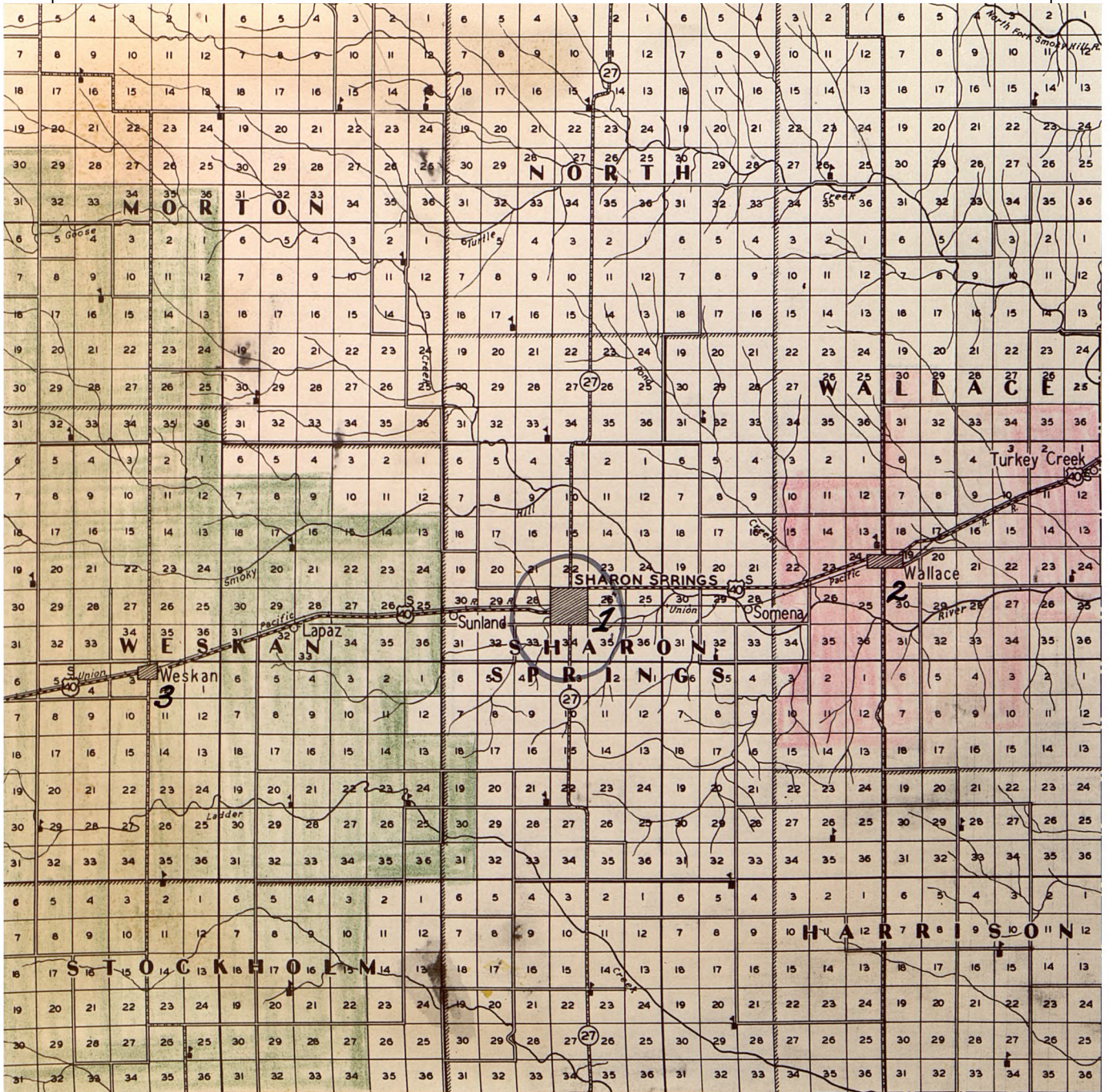


Fig. 25. Wallace county, Kansas, showing community high school at (1) Sharon Springs, other high schools at (2) Wallace, (3) Weskan. Unshaded territory belongs to (1).

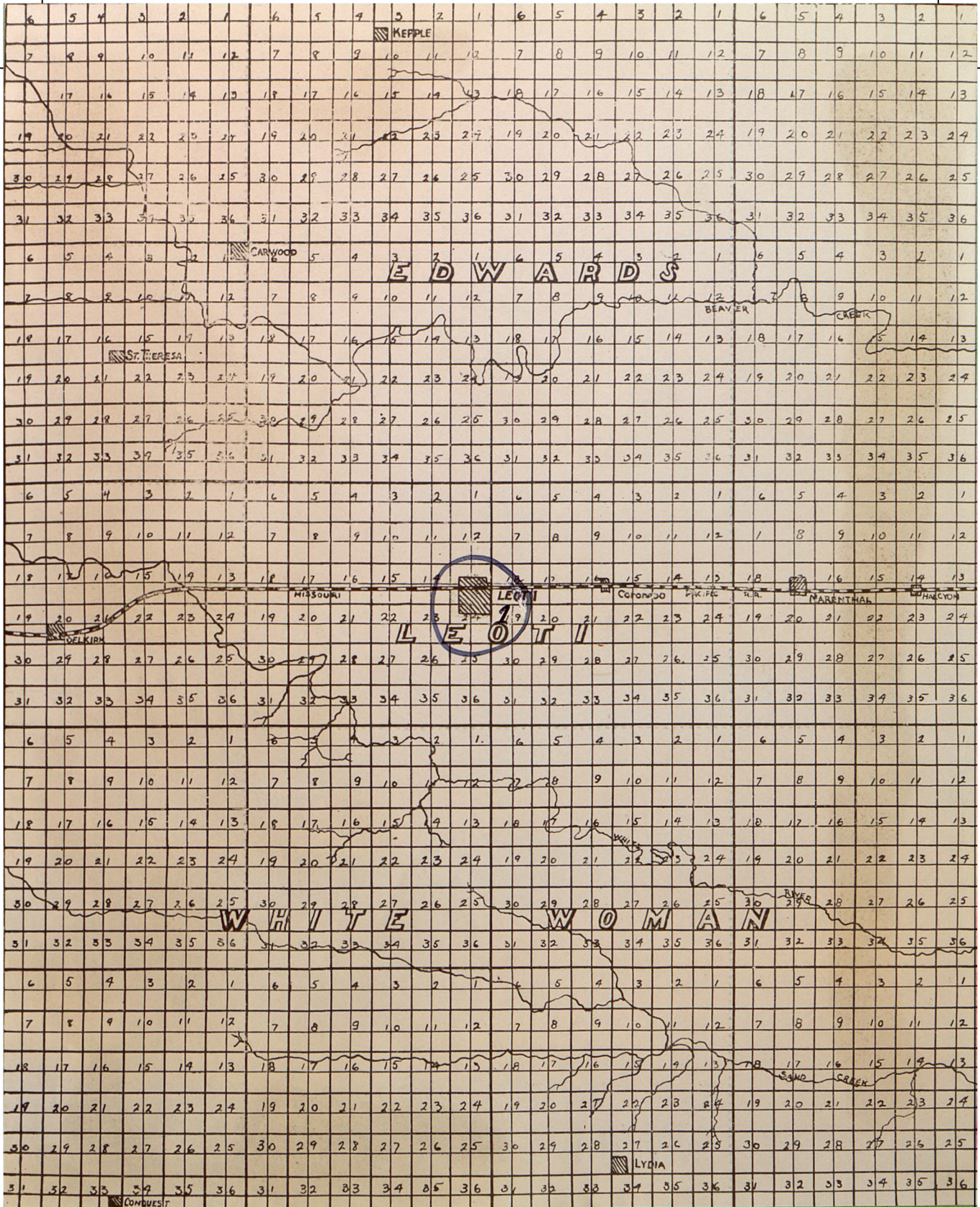


Fig. 26. Wichita county, Kansas, showing community high school located at (1) Leoti.

Table 28. Comparison of community high school enrollments with total enrollments in counties.

County	1920		1925		1930		1935	
	:Com. high: :school	All high: :schools	:Com. high: :school	All high: :schools	:Com. high: :school	All high: :schools	:Com. high: :school	All high: :schools
Atchison	150	642	171	1,116	179	1,104	201	1,329
Chase	206	310	205	332	134	424	150	492
Cherokee	456	844	475	1,107	485	1,291	607	1,618
Cheyenne	84	127	117	213	178	286	214	329
Clay	356	488	476	691	506	894	561	899
Crawford	198	1,427	230	2,166	226	2,186	213	2,532
Decatur	200	273	197	386	287	615	357	594
Dickinson	215	1,122	272	1,337	241	1,525	375	1,721
Greeley	60	60	57	57	84	84	99	99
Hodgeman	74	89	99	121	119	171	235	302
Labette	190	881	400	1,512	317	1,484	390	1,534
Lane	84	96	102	138	142	189	175	230
Norton	264	457	332	702	350	767	349	707
Rawlins	123	229	126	297	180	322	220	372
Reno	231	1,595	196	1,778	172	2,060	151	2,313
Scott	114	114	189	205	184	213	212	255
Sheridan	79	85	117	173	119	165	173	262
Sherman	141	155	221	312	286	426	256	386
Stanton	63	63	34	34	60	90	86	125
Thomas	130	234	149	375	233	466	275	541
Trego	140	157	131	150	194	231	280	324
Wallace	57	79	82	132	95	172	139	260
Wichita	44	44	100	100	118	118	122	122
Total	3,659 (a)	9,571 (b)	4,478 (c)	13,449 (d)	4,889 (e)	15,283 (f)	5,840 (g)	17,346 (h)

(a) is 38.2 per cent of (b)

(c) is 33.3 per cent of (d)

(e) is 32.0 per cent of (f)

(g) is 27.7 per cent of (h)

Reference has already been made to the establishment of the high school districts within the community high school counties. Figures 4 to 26 give the boundaries of all high school districts in these counties. In many cases, the territory is laid out systematically while in other cases the community high school district is very much disconnected and much of the territory is more accessible to other high schools. Analysis of these counties, as shown by the maps, will help in an understanding of the problem. For example, Figure 4 shows Atchison county with the community high school located at Effingham. In 1935, there were five other high schools scattered throughout the county. One of these was located in the first class city, Atchison, and the other four were rural high schools. Commencing with the school year 1937-1938, the community high school at Effingham furnished transportation which made it possible to care for the high school students in a very fine way. Its enrollment in September 1938 was 344 as compared with 201 in 1935. The high school at Farmington was discontinued in 1937 and the students were transported to Effingham. In this county, the community high school law is functioning in a very satisfactory way.

Figure 5 shows that the high school needs of Chase county have been worked out very well. Here the community high school is located at Cottonwood Falls and the remainder of the county is served by seven other high schools which are quite evenly distributed throughout the territory. A high school is located at Strong City, a distance of only one mile from Cottonwood Falls. This makes it necessary to duplicate school plants. However, on account of local feeling, it will be some time before this duplication can be remedied. In this county, the high school districts have been laid out much more systematically than in most counties.

Cherokee county is shown in Figure 6. The community high school is located at Columbus which is almost the geographic center of the territory. Transportation was provided here in 1937 and the enrollment was increased from 607 in 1935 to 763 in 1938 through the addition of this convenience. This is the largest community high school in the state. There are six other high schools in the county. Treece is very small having only 31 pupils in 1935. The other five high schools all have enrollment for 1938 of from 173 to 320 (8). Since the community high school has been provided with transportation, the high school needs of Cherokee county are very well provided for.

There are certain areas in the southeast corner of the county which should be taken into either the Baxter Springs, Riverton, or Galena districts but high tax rates will probably prevent this.

Figure 8 shows Clay county with the community high school at Clay Center which is located in the central part of the territory. There are five other high schools, one being located in each corner of the county and one located at Morganville, six miles to the northwest of Clay Center. The different districts have been laid out quite systematically, however, there is very little reason for maintaining the high school at Morganville. It is connected with Clay Center by a good gravel road and the high school enrollment is small enough to be transported by one bus. The Morganville district has a low valuation and a tax rate of almost twelve mills. This condition may eventually cause the voters to decide in favor of sending their high school students to Clay Center.

The high school districts in Crawford county are shown in Figure 9. There are ten high schools scattered throughout the territory with the community high school at Cherokee which is located on the county line to the south. For the year 1935, the community high school served only

eight per cent of the high school students in the county while it had most of the territory.

Figure 11 shows Dickinson county. Ten high schools are scattered throughout this county. The community high school is located at Chapman and its territory extends to the most distant corners of the county. A special law provides transportation for this school and many of the students are transported to the school by bus. In some cases, it has been necessary for the busses to pass through other districts in order to reach the outlying territory and in many cases students from other districts have been transported into the community high school. This naturally has created some real problems pertaining to the transfer of pupils and the payment of tuition.

Figure 14 indicates the high school districts in Labette county. The community high school is located at Altamont and there are seven other high schools in the county. Transportation is not provided and as a result it is quite difficult for many of the students to attend the community high school. A rather liberal policy has been followed in issuing transfers which is shown by the large tuition claims which amount to from \$18,000 to \$20,000 per year.

In many of the community high school counties in the western part of the state where the territory is sparsely populated and but few towns have developed, a very satisfactory situation exists from the standpoint of high school organization. While it is true that some of the pupils live a long distance from the school, at the same time it is not practical to provide other schools for so few pupils.

Cheyenne county, shown by Figure 7, is a good example. The entire county is divided into two high school districts. The community high school is located at St. Francis and a rural high school is located at Bird City. There are no other towns of any size in the county and the high school needs are well cared for.

Practically the same situation exists in Hodgeman county, Figure 13; Lane county, Figure 15; and Stanton county, Figure 22.

Figure 16 shows Norton county where the high school districts have been laid out quite satisfactorily. The same is true for Rawlins county, shown by Figure 17; Sheridan, shown by Figure 20; and Wallace county, Figure 25.

In Reno county, shown by Figure 18, there are thirteen high schools. The districts are laid out quite satisfac-

torily with a possible exception of some territory to the south and west of Hutchinson. However, the rural territory adjacent to the larger towns is reluctant to be included in the city districts on account of the comparatively high tax rate. Students living near Hutchinson who are in the community high school district will probably be transferred to Hutchinson in event they apply to the county superintendent and ask for transfer.

Scott county, Figure 19, has considerable territory which could be removed from the community high school district into some of the other districts to an advantage. However, the schools at Manning and Shallow Water are consolidated districts which have comparatively high tax rates. This undoubtedly explains the irregular district boundaries.

Thomas county, Figure 23, has a lot of territory which should be transferred out of the community high school district. The situation is similar to that of Scott county since the other high schools which are located at Brewster, Gem, Levant, Menlo, and Rexford are all consolidated schools. The Educational Directory for 1938-1939 (8) shows that the tax levies for these schools run from fourteen to seventeen and five-tenths mills. The community

high school rate for the same year was six mills and the average county one-teacher school rate was 3.78 mills making a total of 9.78 mills as against 14 to 17.5 mills. Under these conditions, it will be difficult to make many changes in the high school districts.

Decatur county, Figure 10, is laid out quite well although some of the territory in the southeast corner of the county should be transferred from the community high school district. Some of the territory around Traer might be included in its district but since the high school enrollment is so small, it will probably not be done.

Greeley county, Figure 12, and Wichita county, Figure 26, each have but one high school and there is no reason that other high schools should be established since both counties are very sparsely populated and the valuation would not be sufficient to support other schools.

The total number of high schools in the community high school counties is shown in Table 29. The number of schools increased from 97 in 1920 to 109 in 1935.

Table 30 summarizes the percentage of high school students enrolled in each county who attend the community high school for the years 1920, 1925, 1930, and 1935. In three counties, this percentage is greater in 1935 than in

1920. In two cases, this percentage is the same and in the remaining eighteen counties this percentage has decreased.

Table 29. Number of high schools in community high school counties for the years 1920, 1925, 1930 and 1935.

County	1920	1925	1930	1935
Atchison	5	6	6	6
Chase	5	4	7	7
Cherokee	4	6	6	6
Cheyenne	2	2	2	2
Clay	5	5	5	5
Crawford	10	10	10	10
Decatur	5	6	6	6
Dickinson	12	11	11	10
Greeley	1	1	1	1
Hodgeman	2	2	2	2
Labette	6	8	7	8
Lane	2	2	2	2
Norton	4	6	6	6
Rawlins	3	3	3	3
Reno	13	13	13	13
Scott	1	2	3	3
Sheridan	2	2	2	2
Sherman	2	3	4	3
Stanton	1	1	2	2
Thomas	6	6	6	6
Trego	2	2	2	2
Wallace	3	3	3	3
Wichita	1	1	1	1
Total	97	105	110	109

Table 30. Percentage of high school students enrolled in each county who attended the community high school for the years 1920, 1925, 1930 and 1935.

County	1920	1925	1930	1935
Atchison	23	15	16	15
Chase	66	62	32	31
Cherokee	54	43	37	35
Cheyenne	66	55	62	65
Clay	75	69	57	63
Crawford	14	16	10	8
Decatur	73	51	47	60
Dickinson	18	20	16	22
Greeley	100	100	100	100
Hodgeman	83	81	69	78
Labette	22	26	21	25
Lane	87	74	75	76
Norton	56	47	46	49
Rawlins	54	42	56	59
Reno	14	11	8	7
Scott	100	92	86	83
Sheridan	93	68	72	66
Sherman	91	71	67	66
Stanton	100	100	67	69
Thomas	56	40	50	51
Trego	89	87	84	86
Wallace	72	56	55	53
Wichita	100	100	100	100
Averages from Table 28 (in per cent)	38.2	33.3	32.0	27.7

DISORGANIZED COUNTY HIGH SCHOOLS

Reference has been made to the fact that six counties disorganized their county high schools. Pottawatomie was listed as one of the county high schools by the State Department of Education and in conferring with school officials of this county the following information was collected: The records of the county commissioners show that on September 4, 1893 an election was held to vote on a proposal to establish a county high school at Louisville. The proposal lost by a vote of 794 for and 1,514 against. The county records also show that the county commissioners appointed a board of trustees to have charge of a county high school to be located at Westmoreland. However, there are no records showing that the school ever functioned as a county high school.

Gove county disorganized its county high school in 1910 but no other information was available concerning the disorganization.

In the year 1922, Grant, Sumner, and Montgomery counties disorganized their county high schools. This was at the time when there was so much agitation against the

county high schools resulting in the passage of the community high school law in 1923. Information was not received from all these counties. One school official stated that "The change resulted from a demand on the part of the smaller schools in the county that they be no longer taxed for the support of the county high school since they were paying for the support of a high school in their own district and were receiving no services from the county high school"¹. It seems evident that several other county high schools would have disorganized had not the community high school law solved the double taxation problem; the unjustness of the practice was clearly reflected in the disorganization movement.

No information was available concerning the disorganization of the Kiowa county high school except that it was disorganized in 1923.

TAX LEVIES AND SCHOOL COSTS IN COMMUNITY HIGH SCHOOLS

The tax levies for the different community high

¹ Letter dated April 10, 1937 from Supt. Claude Kissick, Wellington, Kansas.

schools secured from biennial reports of the State Superintendent (3, 7, 10, 15) are shown in Table 31. The average levy for the year 1920 was 0.68 mills, in 1925 this average was 2.683 mills, and in 1930 it had increased to 3.97 mills. During these years, there was an increase in enrollment from 3,659 to 4,889 which would account for part of the gain. There was also a gradual upturn in economic conditions which naturally carried with it increases in salaries and general school costs. From 1930 to 1935, there was a marked decrease in the tax levies which was a direct result of the depression. Along with the drop in tax levies came the heavy reduction in the valuations of school districts. School boards were forced to reduce expenses which resulted in heavy salary cuts. General maintenance was reduced to a minimum and in some cases the number of teachers employed was reduced to the extreme. This condition was general throughout the nation and affected all branches of industry as well as the schools.

Table 32 shows the cost per pupil per month on average daily attendance. For the year 1920, it was \$15.11; in 1925 this average had increased to \$17.32; in 1930 it had reached \$18.90; while in 1935 it had decreased to the low level of \$12.36.

The cost per pupil per month on average daily attendance in junior and senior high schools in first and second class cities for the year 1935 is shown in Table 33. In first class cities, the cost in the junior high school was \$7.22 and in the senior high school it was \$9.44. In second class cities, the costs were \$6.50 and \$8.67 respectively. The average for first and second class cities in the junior high school was \$6.90 and in the senior high school it was \$8.95. This average cost in the community high schools for the same year was \$12.36. It is to be expected that these costs in the community high school would be higher than in the first and second class cities since the average enrollment of the first group of schools would be far smaller than the second group. Costs in the smaller schools per pupil are always expected to be greater than in the larger schools if similar standards are maintained.

Table 32. Cost per pupil per month on average daily attendance in community high schools for the years 1920, 1925, 1930, and 1935.

County	: 1920	: 1925	: 1930	: 1935
Atchison	16.10	24.42	21.34	24.18
Chase	10.26	16.83	26.33	15.24
Cherokee	11.25	16.17	19.16	9.80
Cheyenne	17.00	24.60	19.91	11.42
Clay	10.76	10.60	11.74	8.13
Crawford	15.78	13.45	18.10	8.91
Decatur	10.91	21.70	17.56	8.97
Dickinson	13.59	15.76	22.49	19.25
Greeley	14.84	17.27	23.25	10.41
Hodgeman	14.72	18.00	18.60	7.56
Labette	15.72	15.60	19.98	18.24
Lane	8.78	13.73	16.82	8.91
Norton	11.94	16.14	14.75	8.81
Rawlins	12.86	20.52	18.25	8.23
Reno	14.65	21.23	16.45	18.48
Scott	23.61	10.95	17.12	9.69
Sheridan	13.55	14.67	23.54	10.74
Sherman	-	12.59	11.22	11.50
Stanton	29.00	25.30	21.73	9.30
Thomas	8.38	16.50	19.50	8.48
Trego	11.38	20.31	21.81	16.84
Wallace	-	23.27	20.51	10.92
Wichita	14.59	9.56	21.93	9.81
Average	15.11	17.32	18.90	12.36

Table 33. Cost per pupil per month on average daily attendance in junior and senior high schools in 1935.

	Junior high	Senior high
Average for 11 first class cities	7.22	9.44
Average for 77 second class cities	6.50	8.67
Average for first and second class cities	6.90	8.95

TENURE AND SALARIES OF TEACHERS IN COMMUNITY HIGH SCHOOLS

Data for Tables 34, 35, and 37 were collected from the 1938-1939 "High School Principals' Reports" on file with the State Superintendent of Public Instruction.

Table 34 shows that in community high schools, 25 teachers out of a total of 199 were teaching their first year of school, 14 were teaching their second year, and 13 were teaching their third year. Seventy-four per cent of the teachers in the community high schools have had at least three years' teaching experience and 41 per cent have had more than nine years' teaching experience.

Table 35 indicates that 59 teachers out of a total

199 were teaching their first year in the community high school and 28 were teaching their second year. Seventy-two per cent of the teachers in community high schools have been teaching in these schools for more than two years. These figures indicate that the tenure of teachers in these schools is quite satisfactory. In interviewing teachers, it has been very evident that the climatic conditions in the western part of the state, during the past few years, have caused many of them to try to locate farther east.

Table 34. Total experience of teachers in community high schools for the year 1927-1928.

County	:Number :teachers:	Years of teaching experience										
		1:	2:	3:	4:	5:	6:	7:	8:	9:	10-15:	16+
Atchison	10			1			1	1	2	2		3
Chase	8				1		1	1	1	3		
Cherokee	9	2	1						1	1		4
Cheyenne	10	3		1	1		1	1		2		1
Clay ¹												
Crawford	12							1	2	3		6
Decatur	16		1	3	1		1	2		5		3
Dickinson	18	1	1		1		1	3		3		8
Greeley	7		1		1			1		2		2
Hodgeman	6	1	1	2	1					1		
Labette	16	1					4	1		2		2
Lane	9		1					2	1			2
Norton	12	2			2	2			1			1
Rawlins	10	3		1		1	1	1		1		2
Reno	9		1							1		3
Scott	9	2	2	1				2	1			1
Sheridan	8	2		2	3	1						
Sherman	12		2	2	2	1		2		3		
Stanton	4	1	1				1	1				
Thomas	14	7	2		1					3		1
Trego ¹												
Wallace ¹												
Wichita ¹												
Total	199	25	14	13	14	5	8	16	10	13	43	38

¹ No record available in the Office of the State Superintendent of Public Instruction.

Table 35. Years of teaching in community high schools only for the year 1937-1938.

County	:Number :teachers:	Years in community high school									
		1	2	3	4	5	6	7	8	9	9+
Atchison	10	1	1	1	1			1		3	2
Chase	8	2	1	2			2			1	
Cherokee	9	3	2	3				1			
Cheyenne	10	4	1	2					1		2
Clay ¹											
Crawford	12	3			1			1	1	1	5
Decatur	16	4	3	2		1			1	1	4
Dickinson	18	3	2	2	1	1	1	2			6
Greeley	7	3	1			2	1				
Hodgeman	6	2	2	1							1
Labette	16	3		4	2		1	3			3
Lane	9	1	1	1	2	1			2		1
Norton	12	3	2	3	1				2		1
Rawlins	10	5	1	2	1	1					
Reno	9		1					1		2	5
Scott	9	3	2	2		1			1		
Sheridan	8	3	2	2		1					
Sherman	12	7	2	2							1
Stanton	4	2	2								
Thomas	14	7	2		1				3		1
Trego ¹											
Wallace ¹											
Wichita ¹											
Total	199	59	28	29	10	8	5	9	11	8	32

¹ No record available in the Office of the State Superintendent of Public Instruction.

Table 36 indicates that the salaries in the community high schools compared favorably with those in the first and second class cities for the years 1925 and 1930. For the year 1935, the community high school salaries fell considerably below the other two groups. This difference was probably due to the fact that many of the community high school board members were farmers and they were a little more easily affected by the economic conditions of the country. However, the salaries paid by the community high schools were sufficiently high to compete with other schools for the services of a very high class group of teachers. It is true, however, that it has been difficult for many teachers to attend summer schools in pursuance of advanced degrees due to lack of funds.

Table 36. Average monthly salaries of high school teachers.

Type of high school	:Number:	Grades	: 1920 ¹ :		: 1925 :		: 1930 :		: 1935 :	
			male	female	male	female	male	female	male	female
First class cities	11	Jr. high	162	130	162	162	154	155	165	152
		Sr. high			212	178	184	179	188	166
Second class cities	77	Jr. high	142	112	134	134	163	179	144	124
		Sr. high			196	156	205	162	154	123
Community high school	23	8 - 12	149	116	196	166	202	169	137	115

¹ Statistics for 1920 were available only for schools organized as senior high schools, including grades 8-12.

TUITION IN COMMUNITY HIGH SCHOOL COUNTIES

The school laws in Kansas, pertaining to tuition, divide the state into four groups. Forty counties fall into the Barnes Law group, thirty-nine are designated as tuition counties, twenty-three as community high school counties, and three are known as special tuition counties.

In the tuition counties, the high school tuition rate is \$3.00 per week or fraction thereof while in the community high school counties the rate is \$2.00 per week or fraction thereof. This difference in rate has made it hard to adjust tuition claims. Where a student living in a tuition county attends a community high school, the law sets the tuition rate at \$2.00 per week and where a student living in a community high school county attends a school located in a tuition county the rate is \$3.00 per week.

The problem of transfer was placed in the hands of the county superintendent and today it is one of his chief worries. Some schools are very much opposed to allowing any of their pupils attend other schools when it calls for an outlay of from \$72 to \$108 per year in case the pupil has perfect attendance. A condition which has agitated

this very much has been the solicitation of pupils of one district by school authorities of another district. Cases can be cited where the salary of a high school principal or a vocational agricultural teacher was dependent upon the number of tuition pupils he could persuade to attend his school. Other cases can be cited where a part or all of the money collected for the tuition of a certain student was refunded to the student at the end of the year. The tuition problem today is receiving a lot of attention from our school legislative committee since it lies at the base of a lot of trouble existing between different schools.

Table 37 gives the amount of tuition collected by the high schools in the community high school counties. The data were collected from "High School Principals' Reports" on file in the office of the State Superintendent of Public Instruction. Figures showing the amount of tuition paid by the different schools were not available. An analysis of the table would indicate that there were but very few transfers made in the following counties: Atchison, Chase, Cherokee, Greeley, Hodgeman, Lane, Rawlins, Scott, Sheridan, Stanton, Trego, Wallace, and Wichita.

In Clay county, there were quite a number of transfers but there was no big tuition problem. From personal

experience, it is believed that the tuition received by the community high school offsets the tuition paid out. Some tuition claims from Cloud county were figured at the \$3.00 per week rate and this caused the county superintendent to turn down requests for transfers unless the \$2.00 rate was satisfactory to the school accepting the students. The Dickinson community high school transported several students out of Clay county by a bus which ran through Industry which is located on the Dickinson and Clay county line. To date, these claims have been honored; however, there is considerable question as to whether or not they are legal claims.

The total tuition collected in Crawford county by schools other than the community high school amounted to \$47,765.65 for the year 1937-1938. The location of the school districts, Figure 9, would indicate that most of this was paid out by the community high school. This county is one which is certainly poorly adapted to the community high school law since the school is located on the county line. A branch school is operated at Arma under the supervision of the community high school.

In Decatur county, the tuition received by high schools other than the community high school amounted to

\$5,049.53 for 1937-1938. Figure 10 would lead one to believe that most of this was paid by the community high school. The location of the other high schools would not tend to attract each other's students. Norcatur might attract students from Norton county if it were not for the fact that it is a joint district including territory from both counties.

In 1937-1938, Dickinson community high school received \$1,416 and the other high schools in the county received \$14,366.89. The annual report of the Dickinson community high school for 1937-1938 indicates that most of this was paid by the community high school. This is the conclusion one would draw by an examination of Figure 9.

In Labette county, the community high school received no tuition for the year 1937-1938 while the other high schools in the county received \$28,541.15. The writer was informed by one of the community high school officials that their budget provides for a payment of tuition claims of about \$20,000 per year. Figure 14 would lead one to expect this.

Norton and Sherman counties have no big tuition problems since the claims for 1937-1938 did not exceed \$2,119.71 for either county.

The Reno community high school received \$2,135.00 tuition in 1937-1938 and all the other high schools in the county received \$23,775.25. Since this was divided among so many schools, one would anticipate no big problem. The districts adjacent to Hutchinson would undoubtedly have to pay considerable since the Hutchinson district is so small and her high schools would offer the very best of advantages, thus attracting many students. Figure 18 would indicate that the community high school would have to pay Hutchinson considerable money.

Table 37. Tuition received by different high schools in community high school counties, 1927-1928.

County	Community high school	Other high schools in county
Atchison	\$ 258.20	\$ 499.66
Chase	none	30.80
Cherokee	none	47,765.65
Cheyenne	none	none
Clay	3,777.20	6,735.40
Crawford	597.45	28,628.13
Decatur	60.95	5,049.53
Dickinson	1,416.60	14,366.89
Greeley	none	none
Hodgeman	none	none
Labette	none	28,541.15
Lane	none	none
Norton	272.80	2,119.71
Rawlins	none	none
Reno	2,135.00	23,774.25
Scott	none	54.00
Sheridan	none	214.00
Sherman	none	1,416.00
Stanton	none	none
Thomas	none	2,202.10
Trego	622.00	667.80
Wallace	none	none
Wichita	none	none

COMMUNITY HIGH SCHOOLS AND
JUNIOR HIGH SCHOOL MOVEMENT

As early as 1900, the junior high school movement had made considerable progress in some of our larger cities. The movement was promoted in an effort to bridge the gap between the elementary and high school grades. The Kansas Educational Directory for 1938-1939 (8) lists junior high school organization in all the first class cities, in 49 second class cities, and 29 third class cities. These figures indicate that the movement is sound in principle. As the community high school law now reads, there is no provision made for the organization of the community high school so as to harmonize with the junior high school movement.

PROPOSED LEGISLATION FOR COMMUNITY
HIGH SCHOOL COUNTIES

An effort was made in the legislative session of 1939 to promote a law providing for the conversion of community high school counties into Barnes Law counties. The action met with general opposition on the part of the community

high schools. This would indicate that there is general satisfaction, at least on the part of the community high schools, with the community high school law as it now functions in community high school counties. A very exhaustive study of the effects of the above proposed change on all high schools in the community high school counties should be made before any action would be justifiable.

RECOMMENDATIONS

In view of this study, the writer is convinced that if the following recommendations were carried out, many of the problems of the community high schools would be solved as well as similar problems in other types of high schools.

1. A liberal policy should be followed in making transfers of pupils of one district to another district. This problem must be approached from the standpoint of what is best for the individual student. If there is a definite advantage to the student, the transfer should be made.

2. The solicitation of pupils of one district by school authorities of another district should be consid-

ered very unethical. It should not be necessary for some one to call on the student and parents and point out the reasons why a transfer should be asked for. If a real reason exists for a transfer, the pupil and parents should be able to see it without outside coaching. In districts where the solicitation of students is insisted upon, the county superintendent should make no transfers without the consent of the home district board.

3. Tuition rates should be made uniform. One can see little justification in a tuition claim in one case being figured at a rate of \$2.00 per week and in another case, possibly to an inferior school, at \$3.00 per week. A law should be passed raising the rate to the \$3.00 level since the actual cost in most schools is in excess of this amount.

4. Disconnected territory should be annexed to adjoining districts as fast as possible. One principle, which has developed the disconnected territory in the community high school districts, has been the fact that an effort has been made by so many property owners to keep in the district having the lower tax rate at the time when a new district is being organized. When outlying territory changes ownership and can be annexed to adjoining dis-

tricts, the transfer should be made. The extension of state aid will tend to equalize tax rates to some extent and may make it possible to work out the boundary lines of districts more advantageously.

5. As the community high school law now reads, there is no provision made to include the junior high school grades in the community high school organization. This should be corrected so as to conform with the modern trends in the organization of both elementary and secondary schools. This would furnish an approach through which some counties could promote a plan for consolidation. If the seventh and eighth grades were included in the high school, there would be only the six lower grades in the one-teacher school which would make it possible for this teacher to organize her work on a much more efficient plan than is possible at the present time. This problem is of sufficient importance to justify considerable study in the future.

SUMMARY

1. The historical study of the community high school problem shows that at the time the county high school was organized in Kansas, but very few of the public schools in the state were providing any high school training.

2. The county high school law was very popular during the early history of secondary education in Kansas and apparently met a real need.

3. The statistical study shows that a total of thirty county high schools were organized. Seven of these were disorganized changing to other types of control. Eighteen of the thirty schools were located in the western one-third of the state, five in the central third, and seven in the eastern third.

4. All but six of the county high schools were located in county seat towns.

5. The problems concerning secondary education vary to a great extent in the different counties.

6. In course of a few years, it became necessary to provide for the organization of other high schools within the county high school districts.

7. Organization of other high schools in county high school counties led to double taxation of much property for the support of secondary schools and the solution of this problem eventually led to the conversion of all county high schools into community high schools.

8. There is a wide variation in the number of high schools which are located in the community high school counties. All the territory in two of the counties is served by the community high schools. Six counties have two high schools each, three counties have three schools each, one county has four schools, one has five schools, four counties have six schools each, two have seven schools each, one has eight schools, one has ten schools, one has twelve while one has thirteen schools.

9. After the rural high school law was passed in 1915, it was observed that the total community high school enrollment did not increase as fast as the total enrollment in the other high schools in these counties. Relative demand for their service had diminished.

10. In studying the percentage of high school students enrolled in each community high school county who attended the community high school for the years 1920, 1925, 1930, 1935, it was found that in two counties the

entire enrollment was cared for by the community high schools for the entire time. In three counties, the percentage was higher in 1935 than in 1920 while in eighteen counties the percentage was less in 1935 than in 1920. When all counties are considered, the percentage has decreased from 38.2 per cent in 1920 to 27.7 per cent in 1935.

11. In 1920, the total high school enrollment in the county high school counties was 9,571 and in 1935 this had increased to 17,346.

12. In some of the community high school districts, the territory is very much scattered and disconnected. This makes the school very inaccessible to many of the pupils.

13. The average tax levy for the support of community high schools in 1920 was 0.68 mills and in 1930 this average had increased to 3.97 mills. In 1935, it was reduced to 3.175 mills.

14. The cost per pupil per month on average daily attendance in 1920 was \$15.11, in 1930 it had increased to \$18.90, and in 1935 it was reduced to \$12.36.

15. For the year 1937-1938, it was observed that 74 per cent of the teachers in the community high schools had

at least three years' teaching experience and 41 per cent had more than nine years' teaching experience. Twenty-five out of a total of 199 were teaching their first year. Twenty-one of these were located in the western part of the state.

16. For the year 1937-1938, records showed that fifty-nine teachers were teaching their first year in the community high schools, twenty-eight were teaching their second year in these schools and twenty-nine were teaching their third year in these schools.

17. The salaries in the community high schools compare favorably with the salaries in the first and second class cities for the years 1920, 1925, and 1930 while for 1935 the community high school salaries are considerably lower than in the first and second class cities.

18. For the year 1937-1938, Cherokee county reported the high school tuition collected by all schools to be \$47,765.65 while in seven of the community high school counties there was no tuition collected.

19. In the community high school counties, the laws provided for the payment of tuition at the rate of \$2.00 per week or fraction thereof while in tuition counties the tuition rate was set at \$3.00 per week or fraction thereof.

This discrepancy has been a source of many controversies and the problem remains unsolved today.

20. A law providing for the disorganization of community high schools was presented before the Education Committee of the legislature but was opposed by the community high schools.

21. No provision is made in the community high school law for the organization of the community high school so as to include junior high school grades.

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