

ADMINISTRATIVE PROPOSALS FOR IMPROVING THE HARPER COUNTY  
SCHOOLS BASED UPON THE COOPERATIVE SCHOOL PLAN

by

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## INTRODUCTION

After teaching for several years in the schools of Harper County, the author became interested in the district school problems of the county. The inherent need for better school organization and control became apparent. During the early years of educational development, the district system served a definite purpose. However, it is no longer so well adapted to present the future educational needs as are other units of a larger scope. It is too small an area in which to provide modern educational facilities. The large number of small schools makes proper supervision by the county superintendent impossible. A high standard of teaching cannot be maintained. It impedes progressive action and stands as the most effective block in the road to educational progress.

Cubberley, prominent educator states, "As a system for school administration, the district system is expensive, inefficient, inconsistent, shortsighted, unprogressive-- it leads to a great and unnecessary multiplication of small and inefficient schools; the trustees frequently assume authority over matters which they are not competent to

handle; it leads to marked inequalities in school terms, and educational advantages".<sup>1</sup>

As a means of overcoming these deep rooted difficulties, the author wishes to present a cooperative school plan for Harper County. Provision for the organization of the cooperative school area in Kansas was made by Senate Bill 322,<sup>2</sup> which became effective March 19, 1935. The bill obliges each county superintendent to publish a statement showing the possibilities for cooperation between districts in the county. The following plan for Harper County will be available to the districts for their consideration. The plan includes proposals for five cooperative areas. These will be designated as follows:

1. Proposal, The Attica Area
2. Proposal, The Danville Area
3. Proposal, The Bluff City Area
4. Proposal, The Spring Township Area
5. Proposal, The Waldron Area

The data used in making the findings on this study were taken from the files of the Harper County clerk, annual reports to county superintendent, and the Cooperative School

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<sup>1</sup>

Gubberley, E. P. Public school administration, p. 52-53.

<sup>2</sup>

Senate Bill No. 322.

Area in Kansas by W. E. Sheffer.

Provision for the Organization of the  
Cooperative School Area

Senate Bill No. 322. "An act to authorize two or more school districts to cooperate in the maintenance of schools.

"Be it enacted by the Legislature of the State of Kansas:

Section 1. That any two or more school districts in the state of Kansas are hereby authorized to cooperate in the maintenance of schools for the instruction of the pupils of their respective districts.

"Section 2. On or before April 1 of each year the county superintendent of public instruction shall publish in the official county paper and supply to each member of district school boards a statement showing the possibilities for cooperation between districts in the county. This shall include all school districts whose school houses are not more than five miles apart and whose combined enrollments would not exceed twenty-eight pupils, and shall show the difference between the present cost and the probable reduced cost to districts cooperating.

"Section 3. A joint meeting of school boards or boards

of education to consider such cooperation may be called by any one of the following methods: (1) by voluntary agreement of two or more school boards or boards of education; (2) by the county superintendent upon the request of any school board or boards of education; (3) by the county superintendent, by the filing of a petition signed by ten per cent of the qualified electors of any school district. Such meeting shall be held not later than ten days prior to the time of the annual school meeting.

"In the last two cases requests or petitions shall be submitted not later than thirty days prior to the time of the annual school meetings, and shall state the school district or districts with which cooperation is requested. Upon receipt of such request or petition the county superintendent shall call a joint meeting of the school board or boards of education of such districts, and shall notify them of the time, place, and purpose of the meeting which shall be at some convenient place within the districts named. The county superintendent of public instruction shall act as temporary chairman or shall designate a member of one of the school boards attending the meeting as temporary chairman of such joint meetings.

"Section 4. If at such joint meeting the school board or boards of education agree upon a cooperative program, such program shall be submitted by the school board to the annual school meeting in all districts having an annual school meeting for the ratification or rejection thereof.

"Section 5. Whenever such cooperative program is ratified by the annual school meeting or by the board of education of each district by the adoption of a motion to approve such cooperative program--such approval shall be entered in the minutes of the meeting. The action of each school district in ratifying or rejecting the cooperative program shall be certified to and filed in the office of the county superintendent of public instruction.

"Section 6. If any one of the school districts shall not ratify the cooperative school program submitted or shall suggest amendments thereto, it may request further consideration of another joint meeting of the school board or boards of education and may authorize the calling of a special school district meeting to consider their report.

"Section 7. Nothing in this act shall be construed as terminating the separate corporate existence of any cooperative district or as altering existing law governing school district finance except to authorize and require each

cooperating district to include in its budget for the next following fiscal year the proportion of the cost of such cooperative program in the amount and for such items as have been agreed upon in accordance with the provisions of this act.

"Section 8. That section 72-818 of the Revised Statutes Supplement of 1933 is hereby repealed.

"Section 9. This act shall take effect and be in force from and after its publication in the official state paper.<sup>3</sup>"

#### THE PROBLEM STATED

The purpose of this study is to show how, with present facilities, plans can be made whereby two or more school districts may provide for maintaining cooperatively only one school in order to reduce expenses and at the same time obtain educational advantages for the children without the disorganization of any district, and more specifically to show some possible application of the Reese Bill. The flexibility of the bill can be noted by the method of procedure

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Approved March 13, 1935. Published in the official state paper March 19, 1935.



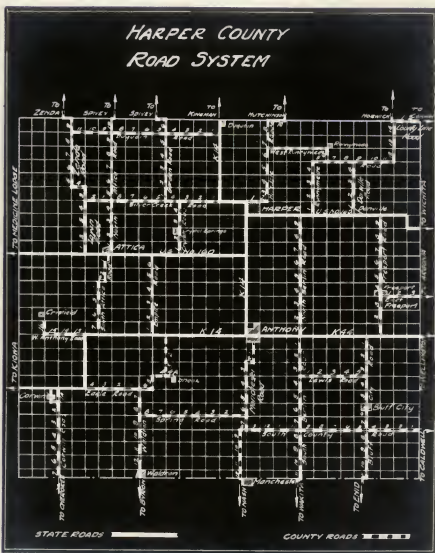


Figure 1

in the organization of the proposed plans.

#### GENERAL

To reach a better understanding of conditions in Harper County, a few basic facts need to be presented.

Harper County having few natural barriers has succeeded in building up a system of all weather roads which serve equally well all parts of the county. (See Harper County Road Map, Figure 1, page 7). This improved road system includes eighty-three miles of state and national highway, and 195 miles of county road, making a total of 278 miles. Plans have been approved and engineers are surveying a new highway which shall run diagonally across the county--from the southwest to the northeast. This will add many more miles of good roads to the county.

Other items which add wealth to the county and thus increase the amount of incoming tax for schools are as follows:

1. One hundred twenty-two miles of railroad representing four different railway companies.
2. Three major oil companies having gas mains running across the county, and two large pumping stations which increase the value of the county many thousands of dollars.

## 3. Statistics of the county schools are as follows:

Teachers employed:	Male	Female	Total
In rural schools.....	15	54	69
In graded schools.....	5	11	16
In high schools.....	10	6	16
In parochial schools.....	0	2	2
Totals.....	<u>30</u>	<u>73</u>	<u>103</u>

Average salary:	Male	Female	Average for Both
Rural schools.....	\$76.66	\$69.65	\$73.15
Graded schools.....	94.00	74.50	86.50
High schools	103.50	79.10	91.30

Pupils enrolled:	
Rural schools.....	953
Graded schools.....	329
Parochial schools.....	44
High schools.....	330
Total.....	<u>1,656</u>

Valuation of school districts:	
Rural schools.....	\$15,697,205.00
Graded schools.....	3,132,018.00
Rural high schools.....	4,512,762.00
Total valuation..	<u>\$23,341,985.00</u>

For a cooperative study of the rural, graded, and third class city schools and for data upon which the cooperative school areas are determined, the chart on the following page will supply pertinent material for further study. Also, the map which follows the chart, Figure 2, page 12, showing the present school districts of Harper County, will be of aid.

## Rural, Grade, Third Class City

## Schools of Harper County

<u>District</u>	<u>Name</u>	<u>Enrollment</u>	<u>Valuation</u>	<u>Levy</u>
U D 1	Union District)			
U D 2	Union District)	13	356,835	1.4
2	Enterprise	18	195,632	3.5
3	Prairie Green	7	291,945	1.8
4	Fairview	13	263,941	3.3
6	Runnymede	12	189,126	3.
8	Grove	13	310,519	2.5
9	Valley Forge	9	206,270	
10	*	0	147,829	6.0
11	Burke	4	314,807	1.9
12	Octagon	10	296,254	2.1
13	Star Center	11	233,343	3.0
15	Pleasant Valley	23	400,178	1.3
16	Cooper	12	210,558	3.4
17	Bluff City	54	406,013	7.5
18	Singer	9	132,406	4.2
19	Pleasant Valley	11	196,812	3.6
20	Hebron	18	237,229	5.3
21	*Foster	0	172,942	4.2
22	Beaver College	20	397,328	1.7
23	Geitgey	8	287,536	3.1
24	Wilson	14	213,108	4.0
25	Lone Star	10	222,283	2.5
26	Dixon	18	154,103	4.0
27	Pleasant Grove	12	245,143	3.0
28	Union Center	8	186,172	3.0
29	Silver Creek	9	190,816	3.7
30	Nebo	13	126,845	4.0
31	Joppa	14	172,095	4.0
32	Piolet Knob	13	219,881	2.8
33	Berlin	10	243,413	2.0
34	Sunny Slope	14	304,215	2.0
35	Fairview	34	160,758	6.0
37	Nine Cottenwood	20	215,474	2.3
38	*Case	0	149,321	0
39	Hawkeye	10	154,126	6.0
41	Hillsdale	19	167,067	3.8
42	Bluff Creek	18	209,599	3.7
43	Burchfield	21	343,243	3.3
44	Duquoin	13	165,192	1.55
45	Pleasant Valley	18	168,640	2.3

46	Evergreen	17	143,696	5.0
47	Star Valley	13	165,192	5.5
48	Pleasant Ridge	14	242,950	4.0
49	Valley View	13	128,905	6.0
50	Fairview	12	176,043	3.3
51	*Pleasant Valley	0	459,761	5.2
52	Banner	11	452,170	1.0
53	Goss	11	399,045	1.8
54	Flowerdale	26	391,826	2.5
55	Wood School	5	332,115	2.5
56	Camp Creek	13	112,727	4.5
57	Beulah	8	117,465	6.0
58	Sunny Vale	15	119,495	6.0
61	Attica	103	1,379,484	7.75
62	Keystone	20	174,653	6.0
64	*Albion Joint	0	94,620	0
65	Crisfield	24	128,787	5.5
66	Canyon College	7	171,060	4.2
67	Lawn	12	274,637	4.3
68	Kerr	10	117,105	3.5
69	Fox	11	145,840	4.5
70	Diamond Valley	9	134,326	5.3
74	Antelope	12	209,718	3.7
75	Planet	13	134,326	5.3
76	Silver Creek	8	143,530	4.8
77	Garfield	7	193,593	2.6
79	Freeport	36	261,791	6.0
80	Danville	13	270,768	3.6
82	Enterprise	15	160,485	3.7
84	Prairie Star	11	163,779	2.6
85	Lydiak	9	212,895	3.1
88	Waldron Ranch	11	236,097	3.2
89	*Cameron	0	110,850	.5
90	Waldron	49	208,090	9.0
91	Morgan	6	205,825	2.7
92	Hill View	26	161,125	6.0
94	Alfalfa Valley	13	182,265	4.3
95	Corner	10	149,105	2.6
96	Crystal Springs	26	250,355	4.5
97	Parsons	14	161,535	5.5
	Spring Twp. Rural H	57	1,226,055	3.9
	Bluff City Rural H	69	1,687,787	5.0

\*Districts that are not maintaining a school.

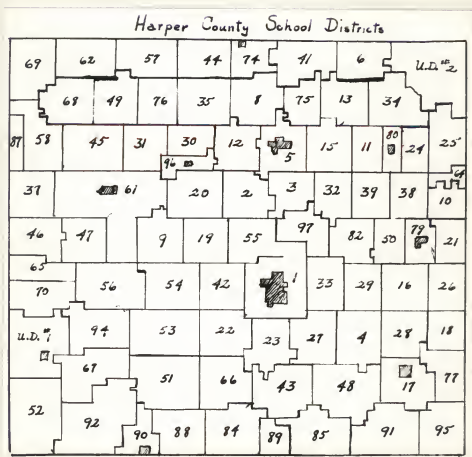


Figure 2

There are a total of eighty-one districts in Harper County with a definite organization. Six districts did not have a teacher employed during 1934-35. There were in 1934-35, fifty-three districts that had an enrollment of fifteen or less. There were in 1934-35, twenty districts with an enrollment of ten or less. There were in 1934-35 twenty-two districts that had an enrollment of fifteen or more.

#### THE ATTICA PLAN

This plan presents an interesting situation for the establishment of the cooperative school area. Attica is a third class city with a population of 750. It has a school plant that houses both the grade and high school in one building. The high school is a member of the North Central Association with a rating of "A". The grade school has a rating with the state department of SUPERIOR. The data obtained for the proposal of this plan were taken from the principal's annual report to the state department, and from the district clerk's annual report to the county superintendent. During the past two years the Attica grade school has been functioning with only three teachers for grades one to six. With the return of better times three more teachers

will be employed. The three unused rooms have been partially heated during the past two years. The janitor kept them clean, therefore, there will be but very little increased cost for the upkeep of the building.

Of the 143 students enrolled in high school, sixty-eight came in from other districts. In grades one to eight there were twenty-six who came from the farm, or a total of ninety-four living outside the city limits. The people of Attica are interested in their schools and are asking that three more teachers be employed. As soon as this is accomplished, ample facilities will be available for the care of a much greater enrollment. The added number of teachers to the teaching staff will only be a return to the normal. The patrons of the district look upon this, not as added expense, but as an investment which will yield unlimited returns. Harper and Anthony, two second class cities, are only thirteen and sixteen miles respectively from Attica. It is only natural that they have a tendency to draw students from the Attica district. With a keen community spirit, it is easy to see why the Attica district is more than anxious to get as many students from the outlying districts as possible.

Under the proposed plan, districts forty-five, thirty-one, forty-seven, and nine would cooperate with district



sixty-one, the Attica district, as illustrated by the map, Figure 3, page 24. The most distant point from the above stated districts to the Attica school building would be eight and one-half miles. The average distance for those students coming to the Attica district would be five miles. With good roads running in all directions from Attica, this distance can easily be covered in fifteen minutes.

At the present time district number nine has eight pupils. Five of these have brothers and sisters attending the Attica High School. District forty-seven has sixteen students enrolled. Two of this number have other members of the family attending the Attica High School. District forty-five has eighteen students enrolled. Twelve of this number have members of the family attending the Attica High School. District thirty-one has fourteen students enrolled, four of which have brothers or sisters attending the Attica High School. This makes a total of twenty-three out of fifty-six pupils or forty-one per cent who would attend the cooperative school, who have brothers or sisters attending the Attica High School.

Since students do come from districts nine, thirty-one, forty-five, and forty-seven, how easy it would be to add one or two to each car and bring all of these pupils to the

Attica elementary school. This would eliminate the separation of families and also the extra drives which must be made during inclement weather. The Attica district is willing to have these pupils come to its elementary school without cost. Therefore, the only cost involved for the cooperating districts aside from insurance and upkeep on their own buildings would be the expense of transporting their children to Attica.

It is suggested that to defray the expense of transporting these children to Attica, each district pay an amount of ten cents per child per day for each child in its district attending the cooperative school. Even though this means of paying transportation costs is rather new, it is being used more and more as indicated in the following quotation: "Transportation as a school enterprise is now in its infancy. The conveyance of children to school at public expense will increase as larger school districts are formed and as the public fully appreciates the high cost involved in trying to maintain high grade small schools."<sup>4</sup>

It has been shown that forty-one per cent of the

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<sup>4</sup>

Engelhardt, Fred. Public School Organization and Administration, Chapter XII, p.370.

children who would attend the Attica cooperative school have brothers or sisters making the drive to Attica each school day. Therefore, it is estimated that ten cents per day will easily defray the extra expense involved for the remaining fifty-nine per cent. According to data secured from the Kansas Inspection Bureau, Topeka, Kansas, the average rate of insurance for the small district schools is eighty-five cents per hundred. With an average valuation of \$2,000 for building and contents, the average annual premium would be seventeen dollars. Upkeep on building and grounds would cost approximately twenty-five dollars.

Proposed Cooperative Budgets and Savings

Dis- trict	Enroll- ment	Transpor- tation Cost Per Year	Upkeep and Insur- ance	Pres- ent Budget	Pro- posed Budget	Saving
9	8	\$144.00	\$42.00	\$725.00	\$186.00	\$539.00
31	14	252.00	42.00	675.00	294.00	381.00
45	18	324.00	42.00	800.00	363.00	434.00
47	16	298.00	42.00	900.00	340.00	560.00

Thus, the average saving to each of the four districts involved is \$478.50 or a total saving of \$1,914.00 to the people living around Attica. These people will be kindly disposed toward the city of Attica and without doubt the amount of money saved by these districts will return to Attica in the form of enlarged business. It is firmly

believed that this cooperative plan will benefit all schools involved in other than financial ways.

The cooperative district schools would have the advantage of sending their children to a school much improved in these three respects: 1. Organization and supervision. 2. Equipment and school building. 3. Scholastic standards and preparation of teachers.

In considering the first point we find that in the larger unit a definite daily program can be more carefully carried out. Each teacher having only one grade can give more time to the particular needs of the group. The superintendent is about the building every day, whereas in the country school supervision by the county superintendent is limited to approximately one-fourth day each year. In the city school the superintendent can arrange a demonstration lesson by a strong teacher for the benefit of the other teachers. In the country where there is but one teacher, this is impossible. The superintendent can also call a conference of his teachers whenever necessary to offer various points in the choice of subject matter. He can refer them to available materials for their reading and research which in turn stimulates them to creative work. In matters of discipline the city superintendent is on the ground and ready to act as a check between teacher and parent, thus

eliminating a great waste of time. Furthermore, the delegation of specific duties to the various teachers in such matters as playground supervision and extracurricular activities will not be burdensome to any teacher. For the reasons stated, one can see how it would be impossible for one teacher to handle all these problems satisfactorily.

Secondly, those children coming to the city school would be housed in a steam heated, properly ventilated and lighted building with modern toilet facilities, and would be far better cared for than those pupils of the small, one-room, unimproved district school. The telephone is on hand and ready for use in case of illness or accident. A doctor is within easy calling distance, while in the country the doctor is often miles away. Districts maintaining one-teacher schools have failed to install telephone service and thus greatly endanger the lives of many pupils. A city owned and operated water system is constantly checking the purity of the water supply. In Harper County we have many a school without a well on the school ground. The only water supply available is from the cistern. When one considers the fact that this is not in use four months out of each year, it is obvious as to the results. During a long dry season, like that of 1934, many of these cisterns went dry. Water had to be hauled from distant wells. In the modern

city building a lunch room is provided with facilities in keeping with that type of service. Jelly and bread crumbs are not left on the floor of the class room for the hungry fly to feast upon as is the case in the one-teacher school where the pupil is forced to eat his lunch in the room. During stormy and wet weather the pupil of the one-teacher school must play in the building. In the city school, the play room and gymnasium solve this problem in a satisfactory manner. When the temperature drops to zero, the problem of starting cars becomes a real one. In the city the garages are available and cars may be kept there. Frozen radiators may be thawed out, all of which is not possible in the country.

The third advantage of the graded school over the one room teacher school is that pertaining to higher scholastic standards and the certification of teachers. The ultimate success of any new school plan is largely dependent upon the opportunities afforded its pupils. The recent development of standardized achievement tests provides sufficient evidence that pupils in the graded schools do a better grade of work than these pupils in the one-room school.<sup>5</sup> The following

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Sheffer, W. E. Relative achievements of pupils in one-teacher and graded schools. The cooperative school area, p. 31-45.

is one of the studies made on this subject.

O'Brien and Smart during the school year 1920-1921 made a study of the achievement of 103 graded school pupils and seventy-one one-teacher pupils grades three to eight inclusive in Johnson County, Kansas. Two graded schools and six one-teacher schools were included in the study. One of the graded districts employing three teachers lies practically at the center of the area formed by the six one-teacher districts. The second graded school district adjoins one of the one-teacher school districts so that the eight districts can properly be regarded as forming a compact area with a homogeneous population engaged in similar vocational pursuits.

The National Intelligence Scale (A, Form 1) and the following four standardized achievement tests were given to the pupils of these eight schools, the Curtis Standardized Tests in Arithmetic (Series B, Form 3), the Ayres Handwriting Scale, the Burgess Silent Reading Scale (P.S.), and the Nassau Revision of the Hillegas Scale for English composition.

The test results showed that the pupils in the graded schools surpassed those of the one-teacher schools in every test employed. The mean number of arithmetic problems worked by seventy-one pupils of the one-teacher schools was twenty and eight tenths per pupil of which forty-seven and

seven tenths per cent were correct. The mean number worked by the graded school children was twenty-five and two tenths problems per pupil with a degree of accuracy of fifty-eight per cent. The graded school pupils worked more problems in the same period of time with a greater degree of accuracy.

"In handwriting the graded school pupils surpassed the pupils of the one-teacher schools by four and two tenths points. The median score for silent reading for the graded school children was forty-one and five tenths. The one-teacher pupils made a median score of thirty-seven. The medians in English composition were practically the same although the range at the higher end of the scale was more favorable to the graded school children."

Many other tests have been made and all of them show conclusively that the graded school children have a higher rating than do pupils of the one-teacher schools. In comparing the certification of teachers in one-teacher schools and graded schools of Harper County, some interesting data were found in the files of the county superintendent which are as

follows:	Num- ber	Normal Training	Second County	First County	3-Year State	Average Life	Experience
One- teacher	69	16	9	16	18	7	4.3
Graded School	16	2	0	5	1	8	9.6



These results show that only seven out of sixty-nine or ten per cent of the teachers of the one-teacher schools possess life certificates, while eight out of sixteen or fifty per cent of teachers in graded schools are similarly qualified.

For the proposed Attica cooperative plan the following chart tells a similar story about the certification and experience of teachers in the graded school and the one-teacher schools.

Dis- tricts	Teacher	Certifi- cate	Years in Present Position	Years Experience Total	Average Experience
61 Attica	A	Life	14	21	)
61 Attica	B	"	14	17	) 14
61 Attica	C	"	3	4	) Years

Cooperative Districts					
9	W	Second County	3	4	)
31	X	"	1	3	) 7
45	Y	First County	2	7	) Years
47	Z	"	6	14	)

The Attica school too would benefit by this cooperative plan. Attica would become a greater community center for parents who formerly had no interest in Attica would drive in for school programs, athletic events, P. T. A., etc. In time they would become an integral part of the community. For the school it would mean an increased enrollment in the grades, junior high school and eventually, it is hoped, also

### Proposed Cooperative School Areas for Harper County

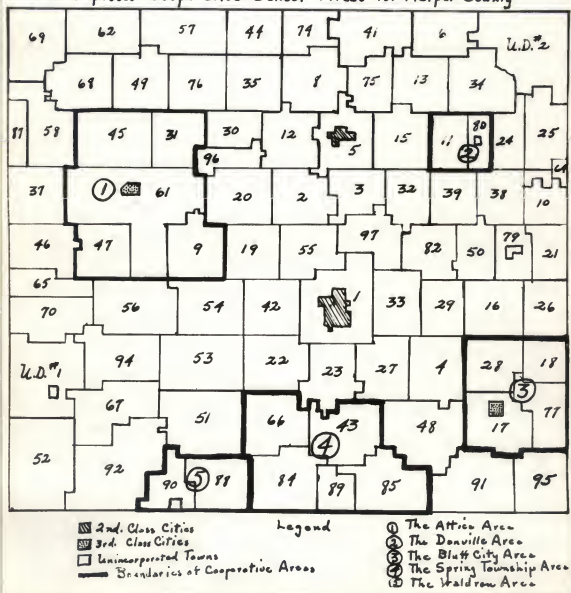


Figure 3

in the high school. The country pupils after finishing the grades would naturally be more interested in attending high school after watching it function in the same building. Thus, they would get the idea of continuous education rather than a definite break at the end of grade eight. The high school too would eventually profit by the increased enrollment. This would induce greater competition scholastically and for extracurricular activities as well. It would supply more material for athletics, for dramatics, and musical organizations.

Thus, the cooperative school plan for the Attica area should prove a unifying factor to that part of Harper County with distinct benefits to every school involved.

#### THE DANVILLE PLAN

Near the eastern edge of Harper County, on the main line of the Santa Fe and on U. S. Highway 160, is located the village of Danville. It is interesting to note that this small hamlet should provide the set-up for the first enactment of the legislative bill 322 in Harper County, and as far as can be determined in the State of Kansas.

Through the guidance of a county superintendent, vitally interested in the betterment of a constructive

school program, we find the nucleus upon which the cooperative school plan became a realization. Within two weeks after the enactment of Senate Bill 322, a movement was on foot to carry out the ideas set forth in this law. The method used to establish the first cooperative school plan is as follows.

Upon the suggestion of the county superintendent, a meeting of the board members from school districts eighty and eleven met in the office of the county superintendent in the court house at Anthony, Kansas. This meeting was held during the first week of April, less than two weeks after the new law went into effect.

The county superintendent pointed out the practicality and wisdom of working out a cooperative plan for the two districts involved. Since district number eighty was a larger district and located in a small village the question of some form of unification or cooperation was not entirely new, consequently the ultimate decision was a cooperative plan. Some of the factors involved can be determined by the following chart.

<u>Name</u>	<u>Number of District</u>	<u>Valuation</u>	<u>Levy</u>	<u>Pupils</u>	<u>Budget</u>
Danville	80	\$270,768	3.6	13	\$940.00
Burke	11	314,807	1.9	4	790.00

In addition to these facts it is well to consider other

factors upon which the two boards arrived at their conclusion. First, the matter of distance. The Burke district is located one and one-half miles from district number eighty. Second, U. S. Highway 160 passes school district number eleven and comes within a quarter of a mile of district number eighty. This highway is an all-weather road. Third, the four students in district number eleven could be transported to the city of Danville almost as rapidly as they could to their own district.

As noted in the chart, the Burke district number eleven had a budget of \$790.00. With the elimination of a teacher for the coming year there will be a saving of \$520.00 in salary alone. Furthermore, there will be a saving of \$100.00 on fuel. This will leave an amount of \$170.00 for the care of the building and insurance. Which in turn means a saving to district number eleven of \$620.00. If this plan works out satisfactorily to both districts it is likely a specific agreement will be established between the two districts whereby district number eleven will help to defray part of the expenses of district number eighty. However at the present time district number eighty has ample facilities with which to carry on a splendid school, and the addition of four more students will only increase the enrollment to seventeen for next year which is not too large to interfere with good

teaching. District number eighty is very anxious for the opportunity of having district number eleven cooperate with it as it feels certain it will mean an ultimate saving to district number eighty, and it will enlarge the enrollment which will add community pride to Danville.

One of the splendid features of the Senate Bill 322 is the ease in which it enables two or more districts to work out their own problems. This can be seen in the Burke-Danville case. Representatives of the two districts met and worked out their own solution to their own particular need. No minutes of the meeting were kept. Their agreements can be broken as easily as they were agreed upon. No district was dissolved, no community strife was created, no other surrounding districts were in any way involved. Such a quiet, peaceful, constructive program is most certainly sowing the seed for further growth in the development of better schools, and in turn for better boys and girls of tomorrow. As other districts study the cooperative plan of these two districts and watch them operate during the coming year, we can hope for only one thing and that is the creation of many cooperative school plans in Harper County.

## THE BLUFF CITY PLAN

In considering a cooperative school plan for Bluff City several facts need to be taken into consideration. Bluff City is a town of 300 inhabitants. The high school is organized as a rural high school and is housed in a building separate from that of the grade school. In fact the grade school building is more than half a mile distant on the other side of town.

The grade building is a modern brick structure with three large class rooms. Three teachers compose the faculty for fifty-four students, each teacher having eighteen pupils. It is this school that is proposed as the center for the cooperative school area.

The other districts included in this proposed area are numbers eighteen, twenty-eight, and seventy-seven as shown by the map, Figure 3, page 24. They have respective enrollments of nine, eight and seven, or a total of twenty-four pupils. This enrollment added to the present enrollment at the Bluff City grade school would make a total of seventy-eight or an average of twenty-six pupils per teacher.

Advantages gained by this plan are similar to those listed in the Attica plan. The chief point of difference

between the two plans is that of tuition which was not considered in the Attica plan.

In the Bluff City plan it is proposed to charge each district a tuition fee of \$3.00 per month for each student, or a total of \$27.00 annually. This sum was determined according to the suggestion in the Kansas School Laws 1935, page twenty-one, which state that the approximate cost of tuition per pupil on the basis of enrollment for the median second class city for last year was \$35.00. Since Bluff City is of the third class the educational costs per pupil would be lower than in the second class city. Therefore, it is estimated that \$27.00 will cover tuition costs per pupil.

A transportation fee of fifteen cents per pupil per day will be allowed. This is five cents higher than in the Attica plan because of the higher percentage of pupils there who have brothers or sisters attending the Attica High School.

The accompanying chart shows the costs of tuition at \$27.00 annually per child and of transportation at fifteen cents per day for 180 days to each of the cooperating districts. It also shows the saving each district would realize.



## Proposed Cooperative Budgets and Savings

Dis- trict	Enroll- ment	Tuition	Trans- porta- tion	Present Budget	Proposed Budget	Saving
18	9	\$243.00	\$243.00	\$991.00	\$486.00	\$505.00
28	8	216.00	216.00	702.00	432.00	270.00
77	7	189.00	189.00	730.00	373.00	352.00

The Bluff City school district would receive a total of \$648.00 in tuition from these three districts, and without the added cost of an extra teacher a neat saving would be realized. It is further suggested that the cooperating districts combine their libraries with that of the Bluff City district for the purpose of serving a larger group more efficiently and without increasing the cost to any of the districts.

## THE SPRING TOWNSHIP PLAN

Another interesting situation for the establishment of a cooperative school area is found in the southern part of Harper County. The location is four miles north of the Oklahoma state line and seven miles due south of Anthony, Kansas, the county seat of Harper County.

Out on the open fields, with no railroad, no stores, no

post office, and only one home, is found the basis upon which a splendid cooperative school area may be established. At the present time this is the center of a fair sized rural high school district. A fine modern brick building has been built by this community for the purpose of educating its children beyond the eighth grade. At the present time fifty-seven students are following the regular prescribed course of study for secondary schools of the state. The faculty is composed of four full time teachers. The high school district has a valuation of \$1,226,055 and the levy during the past year was three and nine tenths mills. These data were gathered from the files of the county clerk at Anthony, Kansas, and from the office of the county superintendent of Harper County.

By looking at the road map, Figure 1, page 7, it will be noted that a county road passes the building. This is one of the very best sanded roads in the county. With this splendid highway, the people of this community have been brought within ten and fifteen minutes of Anthony. This is a farming district and the farmers do all of their trading in Anthony.

Surrounding this splendid high school building, known as Spring Township High School, are located five district schools. Looking at the proposed cooperative school area

map, Figure 3, page 24, the number and location of these districts is clearly determined.

In presenting this plan the writer proposes that districts sixty-six, forty-three, eighty-four, eighty-five, and eighty-nine unite into one cooperative unit. During the past school year the enrollment for these various school districts was as follows: Sixty-six, seven; forty-three, twenty-one; eighty-four, eleven; eighty-five, nine; and eighty-nine did not maintain a school, thus making a combined total for the four districts of forty-eight pupils.

This community has built up a spirit of loyalty and cooperation that is difficult to equal. However, under the proposed plan this splendid situation will have even more room for growth. Since many of the boys and girls of these four districts have brothers or sisters in high school at Spring Township, it would be an easy matter to make it possible for all members of one family to attend school at the same place. Therefore, it is proposed that the school building from district number forty-three, which is one and one-half miles from the Spring Township High School, be moved to the school grounds of the above stated school. Also that the school building from district number sixty-six, which is three and one-half miles from the Spring Township High School, be moved to the grounds of the above stated

unit. These two buildings would provide adequate facilities for the housing of the forty-eight pupils who would come from the cooperative districts.

Grades one to four would be in one building, and grades five to eight in the other. Two teachers would be employed to teach this group, whereas under the separate school units, four teachers were employed to teach the same group of pupils.

School supplies, such as desks, maps, books, and play ground equipment could be brought together from the four cooperative schools and thus no extra expense would be involved in getting this system under way.

The auditorium and gymnasium of the Spring Township High School could be used to sponsor literary, musical, and athletic activities which never would have been possible under the old single unit system. By using pupils from the grade and high school a good band and orchestra could be realized.

The maintenance cost for the cooperative school at Spring Township would include the following items:

Fuel, light and water.....	\$ 110.00
Moving of two buildings.....	300.00
Salaries for two teachers.....	1,800.00
Janitor.....	45.00
Janitor supplies.....	10.00
Teaching supplies.....	50.00
Miscellaneous.....	25.00
Transportation.....	854.00
Total.....	<u>\$3,204.00</u>

Some of these items illustrate various advantages which the cooperative school would have over the district schools, namely, electric lights, and regular janitor service. The moving item is figured according to Sheffer, who estimates that a reasonable allowance for moving a one-teacher school building and placing it on a new foundation would be \$150.00.<sup>6</sup> The teachers' salaries are figures a little higher than those ordinarily paid district teachers because it is felt that this graded school would attract a better quality of teachers. Transportation is figured as in the Attica plan at ten cents per pupil per day on the basis of 180 school days.

Budgets for the school year 1934-35 for districts sixty-six, forty-three, eighty-four, and eighty-five were \$920.00, \$1,117.00, \$800.00, and \$654.00 respectively. Thus the cost of maintaining these four separate schools was \$3,491.00. The estimated annual cost of the new cooperative school is \$3,204.00 or ninety-one plus per cent of \$3,491.00 or the cost of the old schools. It must be noted, however, that after the first year this cost would be reduced by \$300.00--the amount necessary for moving the two school

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<sup>6</sup>

Sheffer, W. E. The cooperative school area in Kansas, p.58.

buildings to the Spring Township High School grounds. Thus the cooperative school budget for the following year would amount to \$2,904.00, or eighty-three per cent of \$3,491.00, the cost of maintaining the four separate schools.

The cost of the cooperative school for the first year, to each of these four districts, would be ninety-one plus per cent of its former budget. Note the following figures.

Cost to district 66 is 91 + % of	\$ 920.00	or	\$ 844.36
Cost to district 43 is 91 + % of	1,117.00	or	1,025.17
Cost to district 84 is 91 + % of	800.00	or	734.23
Cost to district 85 is 91 + % of	654.00	or	600.24
Total.....			<u>\$3,204.00</u>

The accompanying table shows the savings to each of the districts.

#### Proposed Cooperative Budgets and Savings

District	Enrollment	Present Budget	Proposed Budget	Saving
66	7	\$ 920.00	\$ 844.36	\$75.64
43	21	1,117.00	1,025.17	91.83
84	11	800.00	734.23	65.77
85	9	654.00	600.24	53.76

These savings, though rather small, would be increased by eight plus per cent for the following year because of the elimination from the budget of the \$300.00 moving expense. Then too, at any time district number eighty-nine may have children ready to send to the cooperative school and would bear its share of the expense, thus increasing the saving to the other districts. But even at the low per cent of saving it is believed that patrons will realize the many advantages

of this proposed plan and will give it their hearty support.

A second proposal is suggested for this Spring Township Plan. There has been some agitation in that part of the county for transferring the students of the Spring Township Rural High School the seven and one-half miles into Anthony. If this plan were carried out the present Spring Township school building would be available for the cooperative school proposed in the first part of this plan. The costs would be practically as given with the subtraction of the \$300.00 moving costs. Then, with the enlarged building facilities ample space would be available for a much larger enrollment. As the surrounding districts would observe the advantages of the larger and better system they, quite naturally, would want their children also to receive the benefits of the cooperative school. Thus, in time they could become a part of the cooperative plan, and in so doing would secure better education for their own children and reduce expenses for all districts involved.

## THE WALDRON PLAN

The setting of this plan is found near the southern boundary of Harper County as illustrated in Figure 3, page 24. Just north of the Oklahoma Kansas state line is located the village of Waldron. In 1934 the school building of this village was destroyed by fire. With the completion of a fine new brick building with two large class rooms and other facilities, another cooperative school center is made possible.

During the past school term, according to data from the office of the county superintendent, two teachers were employed to teach the forty-nine pupils enrolled. Two miles to the east of Waldron is located the school building of school district number eighty-eight which had an enrollment of eleven pupils during the past school year. It is this district that should unite with the Waldron district for the organization of a cooperative school unit.

It is proposed that the total cost of the cooperative school to district number eighty-eight be seventy per cent of the previous year's budget of \$900.00. To determine the payment which district number eighty-eight should make to Waldron, from seventy per cent of \$900.00 or \$630.00 should



be subtracted the cost of transporting the eleven pupils to Waldron. Figuring the transportation on the same basis as for the Attica plan, at ten cents per pupil per day for 180 days, it would amount to \$198.00. Subtracting \$198.00 from \$630.00 leaves a total amount of \$432.00 which should be paid to the Waldron district. This would be a welcome assistance in helping to pay Waldron's budget which is high at the present because of the recently constructed building.

District number eighty-eight would realize a saving of \$900.00 minus \$630.00 or \$270.00, or thirty per cent of the present budget. Other advantages will be the same as those tabulated in the other plans such as no financial output for new teachers, better building and equipment, increased social advantages, and a larger center for community activities.

#### RECOMMENDATIONS

That a similar study be conducted for each county in Kansas which has not worked out a cooperative school plan.

That each county superintendent confer with the county commissioners regarding the improvement of roads in proposed cooperative school areas.

That the state superintendent of public instruction appoint a committee composed of county superintendents who would make proposals to the state highway department for better roads in proposed cooperative school areas.

That the county superintendent familiarize board members with the cooperative school law.

That since the state is spending unnecessarily three to four million dollars annually to maintain small district schools, the cooperative school program be put into action immediately.

That teachers qualifications be raised to the extent that those who are not making teaching a profession be eliminated, thus leaving the smaller number of positions for the better teachers.

#### CONCLUSION

The cooperative school plan as suggested in this study is one of the many problems confronting the leaders in the educational world today, and particularly in Kansas. Opposition in such a new endeavor can be expected, however, if properly guided it will serve to further the cause of the cooperative school area in Kansas. As Markham states,

"The whole question of education is a subject of major interest to the people of the state. There can be no just resentment if under existing conditions inquiries are made concerning the cost of education, or its principle objectives, or the procedure whereby these objectives are to be realized. But those who are in positions of official responsibility should not be stampeded by reckless utterances or swerved from the paths of correct official conduct by unseemly criticisms."<sup>7</sup>

Evidence that the cooperative school area plan is taking root in Kansas is shown by the tabulation on the following page, submitted by Sheffer, which indicates the number of one-teacher schools closed during 1934-1935 and the number to be closed during 1935-1936 as of date June 10, 1935.

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<sup>7</sup>

Markham, W. T. Twenty-eighth biennial report of the State Department of Public Instruction, Topeka, Kansas.

Tabulations Showing the Number of One-teacher Schools  
 Closed During 1934-35 and the Number to be Closed  
 for 1935-36 as of Date June 10, 1935

County	Superintendent	Number of	Number of
		Schools	Schools to
		Closed 1934-35	be Closed 1935-36
Allen	Eva Farrel	0	0
Anderson	Isabel Yokum	3	3
Atchinson	Gladys Winzer	2	3
Barton	Earl A. Spencer	5	7
Bourbon	Gladys Roberts	2	0
Butler	Philip Higdon	1	0
Chase	Gerald A. Lutz	2	3
Chautauqua	W. Ross Whitworth	5	5
Cherokee	G. A. Sander	0	0
Cheyenne	Lillian Gillespie	0	0
Clark	Eula Leslie	4	4
Clay	Leda M. Petty	2	3
Cloud	Jane Colline	3	3
Coffee	Clarence Jones	1	1
Comanche	Helen Thompson	2	4
Cowley	Ann Kaster	5	6
Crawford	O. L. Heryford	6	5
Decatur	Alice M. Aronson	0	0
Dickinson	Frank E. Correll	2	3
Doniphan	Hada M. Nelson	0	1
Douglas	Harold Fisher	1	1
Elk	Opal E. Green	4	4
Ellis	Joseph E. Pfeifea	1	2
Elsworth	W. H. Shannon	2	6
Franklin	Fred L. Sittles	0	1
Geary	Ida M. Grammer	0	0
Gove	Steve Beason	0	0
Grant	L. H. Damon	3	3
Gray	Faye Mulliken	2	2
Greenwood	Bessie Lindamood	3	5
Hamilton	Grace Riley	0	0
Harper	Fred P. Bradshaw	5	6
Harvey	Sue Thims	0	0
Haskell	Cora Williams	1	2
Hodgeman	Alfa Hendrickson	0	1
Jackson	Ralph A. Patterson	0	0
Jewell	E. C. Whitley	6	6

Kearney	Ethel W. Stewart	4	5
Labette	Lonnie W. Woods	0	1
Lane	W. P. Smith	0	1
Leavenworth	Hilda Kline McPherson	1	1
Lincoln	Edith L. Peck	3	4
Linn	S. Robert Knight	4	4
Logan	Thelie P. Pulls	0	0
Marion	A. W. Urquhart	1	4
Marshall	P. W. Kirpatrick	3	5
McPherson	Hattie Heckethorn	1	1
Meade		0	0
Miami	Carolyn Mattingly	2	2
Mitchell	Clyde Cloephil	14	12
Montgomery	Marie Petts	0	0
Morris	Arlone Richardson	3	2
Morton	Daisy N. Davis	1	1
Nemaha	Blandie McWergney	3	3
Neosho	Wona McCaslin	0	0
Ness	G. L. Williams	1	1
Norton	Byron Salisburg	4	4
Osage	Laura Carley	2	3
Osborne	Jess Vogue	8	10
Ottawa	Frank La Plant	3	6
Pawnee	B. Marymoe	7	8
Philips	Clyde S. King	3	6
Pottawatomie	Howard Stone	2	3
Pratt	T. A. Hughbank	5	10
Rawlins	W. E. Burnham	13	13
Republic	E. E. Larson	6	4
Rice	L. F. Baldwin	7	10
Riley	Agnes Engstrand	4	6
Rooks	Alford Tarnkert	1	1
Rush	Ed. Nickel	0	0
Russell	Floyd Wright	3	3
Saline	S. L. Sondergard	7	10
Sedgwick	C. R. Rankin	2	4
Seward	Emma Thompson	2	4
Shawnee	Maude Snyder	2	3
Sheridan	Vesta May Miles	1	2
Sherman	Bernice Sellars	4	4
Smith	Walter Moore	5	10
Stafford	Maude Doran	0	0
Stevens	Gladys Wilson	0	1
Sumner	Bessie Markley	4	4

Thomas	A. Swanson	6	8
Wabunsee	Anna Wagner	1	2
Wallace	Ethel O'Brien	0	0
Washington	R. Patterson	3	5
Wilson	R. M. Somers	2	5
Wyandotte	Florence Julian	0	0

87	Schools	Schools to be Closed
Counties	Closed 1934-35..... 220	1935-36...184

Further possibilities for reducing school costs for Kansas, through the administration of the cooperative school law, in a limited number of counties is shown in the following tabulation. The data for which were obtained from the annual statements which the law requires the county superintendents to publish.

County	Number of Coopera- tive Areas	Number of One-teacher Schools Could be Closed	Average Enrollment of Schools Which Could Close	Saving
Chase				
One teacher	15	16	6.66	\$ 6,175.00
Graded school	6	14	10.14	7,799.20
Chautauqua				
One teacher	14	15	6.13	4,150.00
Graded school	0	0		
Cheyenne				
One teacher	7	7	8.87	2,748.00
Cherokee				
One teacher	7	7	8.71	1,876.74
Graded school	4	7	12.85	1,601.21
Cowley				
One teacher	37	58	8.84	8,504.60
Graded school	11	18	10.33	7,829.61
Decatur				
One teacher	9	9	7.33	1,941.60
Doniphan				
One teacher	15	15	10.46	5,228.00
Graded school	11	22	12.95	7,592.20

Douglas				
One teacher	14	14	9.28	5,253.50
Graded school	4	7	11.42	2,419.00
Edwards				
One teacher	4	4	6.25	1,451.54
Graded school	6	15	6.13	3,669.97
Franklin				
One teacher	18	20	8.59	7,885.99
Graded school	6	11	7.20	3,875.00
Cove				
One teacher	13	13	4.89	3,345.21
Jackson				
One teacher	20	22	7.68	6,230.26
Graded school	4	5	6.20	1,521.14
Kiowa				
One teacher	8	9	6.00	2,818.28
Graded school	4	11	12.90	4,209.80
Leavenworth				
One teacher	6	7	7.25	2,596.60
Graded school	5	15	15.73	6,773.87
Linn				
One teacher	23	24	7.58	6,931.29
Graded school	8	14	13.35	3,804.00
Lyon				
One teacher	22	22	7.63	5,178.91
Graded school	8	15	12.20	7,873.00
Marion				
One teacher	21	21	6.47	7,699.50
Mitchell				
One teacher	22	25	9.10	8,707.00
Graded school	4	17	5.64	5,052.00
Montgomery				
One teacher	15	15	7.54	5,760.00
Neosho				
One teacher	37	50	8.30	15,035.09
Neosho				
One teacher	19	20	9.10	6,189.00
Graded school	6	6	10.00	2,310.75
Osage				
One teacher	31	34	8.61	10,816.00
Pawnee				
One teacher	14	14	7.50	6,226.00
Pratt				
One teacher	14	16	7.25	7,522.00
Graded school	8	21	9.71	9,954.43

Republic				
One teacher	47	48	9.02	17,380.00
Graded school	10	23	9.86	6,996.00
Riley				
One teacher	23	24	7.66	7,746.98
Graded school	8	18	10.05	6,538.00
Seward				
One teacher	11	11	7.90	4,096.50
Shawnee				
One teacher	11	11	9.27	3,799.00
Graded school	7	8	13.25	2,933.12
Smith				
One teacher	30	33	7.30	7,493.80
Graded school	2	6	6.83	1,141.13
Stafford				
One teacher	40	40		15,202.00
Waubaussee				
One teacher	20	21	8.14	6,807.50
Graded school	6	12	10.75	6,441.98
Wilson				
One teacher	14	17	9.94	6,603.95
Graded school	7	19	9.94	8,380.60
Woodson				
One teacher	25	27	8.52	7,098.97
Graded school	3	5	11.40	1,383.92
Marshall				
One teacher	28	28	8.60	6,950.00
Graded school	12	44	8.75	5,672.00
<hr/>				
34 Counties	One T.	654	717	Average Saving
	Grade	150	333	One T. 223,348.82
				Grade 115,776.93
Total Savings to State.....				\$339,125.75

By applying the cooperative school plan we are not only helping the state to realize a great financial saving, but we are giving to our boys and girls of the farm the same educational advantages as those now enjoyed by the pupils of the city.



Governor A. M. Landon of Kansas said, "When it can be proved to local communities that we can have better education for less, we have gone a long way toward retaining democracy."<sup>8</sup>

It is the sincere hope of the author that this thesis may serve to help the local communities of Harper County to realize the many advantages of the cooperative school plan.

#### ACKNOWLEDGMENT

The writer wishes to acknowledge his indebtedness to Dr. E. L. Holton, Head of the Department of Education, Kansas State College, for his careful supervision in the organization of this problem; to Dr. W. E. Sheffer, Superintendent of the Manhattan City Schools, for his constructive criticism and advice; and to H. A. Billingsley, former county superintendent of schools of Harper County, for his valuable assistance in gathering data for this study.

Appreciation is extended especially to my wife, Ruth C. Linseheid for assisting with the tabulation and arrangement of data as found in this thesis.

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From an address given at assembly, Kansas State College, July 11, 1935.

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