

THE KANSAS REORGANIZATION LAW
AS APPLIED TO PAWNEE COUNTY

1945-46

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by
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Bachelor of Arts
Friends University
Wichita, Kansas
1937

Submitted to the Department of Educational Administration
Oklahoma Agricultural and Mechanical College
In Partial Fulfillment of the Requirements
for the Degree of
MASTER OF SCIENCE
1947

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ACKNOWLEDGMENTS

The writer wishes to express his appreciation to Professor Guy A Lackey, Mr. G. T. Stubbs, and Professor J. E. Arendell for their guidance and constructive criticism.

The courtesy and patience of Claude Young, Chairman of Pawnee County Reorganization Committee; Miss Bertha Marymee, County Superintendent; and O. E. Pettijohn, County Clerk are especially appreciated. Paul N. Hines, Farm Agent, is hereby thanked for his generous help.

Thanks are given to Dr. Chauncey for questions which made the writer more critical of his choice in selecting the topic of this report.

The writer also wishes to recognize his wife, Eva L. Pope, whose cooperation and hard work made the securing of his Masters Degree possible.

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INTRODUCTION

In view of the fact that our system of school districts were set up to fit the conditions of practically no roads and travel by horse power, and that they have changed very little since that time, the study of rearranging them to fit modern conditions is imperative. Many such studies have been conducted both on a state-wide and local basis.

Kansas is now making an attempt to better fit its schools to modern conditions by a state-wide reorganization of its rural districts.

The writer takes up this study to see if high schools might well have been included in the reorganization, and in the hope that he might be of some service to his county committee in setting up the best possible school system for Pawnee County, Kansas.

An attempt shall be made to determine the following:

1. Do conditions in Pawnee County make the reorganization of its schools desirable and practical?
2. What factors should be considered in reorganizing the schools?
3. Establish practical and acceptable criteria for reorganizing the schools?
4. Is the reorganization as contemplated by the Reorganization Committee of Pawnee County adequate according to criteria established?
5. If the committee's plan under the present reorganization law is not adequate, what is the more practicable reorganization for Pawnee County?
6. How may plan of reorganization be sold to the people of the

county?

Reorganization is here defined as meaning the enlargement and rearranging of the administrative, attendance, and tax areas of school districts. It is limited to those fields.

CHAPTER I

FACTORS INVOLVED IN REORGANIZATION

Many studies have been made concerning the advantages that will accrue to the taxpayer and pupil if the rural and high school districts are reorganized into larger units for administration, attendance, and taxing purposes.

No one denies the place that one-room schools have played in the education of American youth, nor that of the small high school.

Mr. A. C. Brodell, in his comparison of two one-room schools in Pawnee County, Oklahoma, cites U. J. Hoffman, The National Education Association, and the United States Office of Education in support of the valuable place of the one-teacher schools in our society.¹

Concerning the small high school Platt says:

With the awakening, industrial and otherwise, in America, to the realization that bigness is not synonymus with quality, educators became aware of the fact that the small school would not only persist, but that it might have inherent in its very smallness, some qualities worthy of consideration -- even emulation. ----- Some authors are going so far as to say that there exists in the small school possibilities for instruction that have been, and are, lacking in the large school.

They are stating, some emphatically, that the small school is a necessary and very desirable unit of our educational system: that it is the most desirable school for bettering American life in rural and small communities.²

¹ Arthur Clarence Brodell, "Financial and Educational Comparison of Two One-Room Schools in Pawnee County." Unpublished Master's Thesis, Oklahoma A. and M. College, 1937. p. 2.

² Earl T. Platt, "Unique Characteristics of Small School Buildings," American School Board Journal, 98: (April, 1939), 46-48.

No doubt some should continue. Yet surveys on the subject are piling up evidence that in economy, efficiency, and educational opportunities offered, many, many small units must lose their identity into one larger, so that the educational needs of modern youth can be met.

The Office of Education, in its study of local school unit organization in ten states, has this to comment:

A bewildering number of local school administrative units makes it extremely difficult to secure efficient school administration---. The complexity of local school unit organization and, in many instances, the high degree of local autonomy, together with only a partial assumption by the state of its responsibilities for education, have resulted not only in educational inefficiency, but also in a strong tendency for the perpetuation of existing organization.³

Mr. House finds the small unit plan outmoded, inefficient, expensive, and unprogressive.⁴

Cowen and Coxe, in making two studies of rural areas of the state of New York, state that:

The size of the unit of school administration has become a serious problem in many states. It has been particularly aggravating when the administrative unit contained a single very small high school or a one-room, one-teacher elementary school. Although there may have been justification for these school districts when they were organized, social and economic conditions have changed to such an extent that they

³ Henry F. Alves, Archibald W. Anderson, and John Guy Fowlkes Local School Unit Organization in Ten States. United States Bureau of Education, Bulletin No. 10. Washington: Government Printing Office, 1939. p. 2.

⁴ Joe B. House, "Some Proposals for the Improvement of the Schools in Ottawa County." Unpublished Master's Thesis, Oklahoma A. and M. College, 1937. p. vi.

are now obsolete and in need of reorganization.⁵

Speaking of the poor administration and maladjusted financial conditions of the small unit school, Alves, Archibald, and Anderson state further:

A far more serious consequence of the existing organization of local school units is that these administrative and financial conditions are accompanied by inadequate and unbalanced educational opportunity.⁵

Other studies make the need for improvement in local school district structure obvious.⁶

The length of the school year increased from 131 to 145 days, and the gain of attendance 38.2 percent by consolidation; so found Joe B. House.⁷

The study of Cowen and Coxe⁸ concerns a situation in so many ways akin to that of Pawnee County, Kansas, that I shall review their work. The purpose of the study was to prepare a plan for reorganizing the schools of rural New York State upon a more economical and efficient basis, thereby greatly increasing the educational opportunities of the pupils.

They studied 550 school districts in eleven small areas scattered

⁵ Phillip A. Cowen and Warren W. Coxe, "Issues Involved in Enlarging School Administrative Units.", American School Board Journal, 101 (August, 1940), 19-21.

⁶ Arthur B. Moehlman, School Administration, p. 170.

⁷ House, Op. Cit. p. 8-9.

⁸ Cowen and Coxe, Op. Cit. p. 19-21.

throughout the state, and 1,076 school districts in four separate, contiguous areas, each corresponding roughly to a county.

They set before themselves these questions:

1. What shall be a minimum educational program for all children?
2. How large does a school need to be in order to furnish this program economically?
3. Should the boundaries of the newly organized district coincide with the boundaries of already established civil units?
4. Which is of greater importance in planning an enlarged unit, school efficiency or community solidarity? If one must be sacrificed, which should it be?
5. Should the district be financially dependent or independent of a civil unit?
6. How far should pupils of different ages be asked to travel to a central school?
7. Should the administrative unit be large enough to offer all of the subjects that we want children to have or should provision be made for some cooperation between units to provide some of these services?

Too, they used these assumptions growing out of New York state's conditions:

1. The state is obliged to provide a minimum educational opportunity for all children.
2. The smallest acceptable administrative unit should have approximately 300-325 pupils in grades 9 to 12.

3. Elementary schools may be organized for as few as 45 to 60 pupils with from two to three teachers.

With these questions and assumptions in mind the authors made a close survey of the schools indicated. They found many small villages very close together, each maintaining separate high schools of quite meager offerings. Towns formerly important, but now rapidly shrinking in numbers, had an excellent building with an ever dwindling enrollment and increasingly smaller number of offerings of subjects, yet with strong traditions and an active alumni association.

Cowen and Coxe concluded that where two or more towns are in close proximity, each should maintain separate grade schools up to the sixth year. The junior high and senior high pupils and teachers might be transported to the town having suitable equipment. In case neither has a suitable building, a modern, adequately equipped building should be placed equally accessible to the two or three communities involved. These communities would be placed under one administrative and tax unit.

Where local units are too small to support vocational education, adequate transportation system, supervision of sufficient quality, testing, research, guidance, and special classes for the mentally and physically handicapped, it is suggested the state should step in and do this.

Economy and efficiency are not the only criteria to be considered in enlarging the school unit. Particularly in a democracy the sociological aspects involved must be considered. Too, the feeling that the local control of the school is a democratic duty and privilege must not be destroyed. It might be far better to have an expensive unit

with a healthy, unified democratic community spirit than to have a highly efficient enlarged unit with the morale of the smaller communities broken, the children of which feel as outsiders in the larger unit.

Sanderson clearly presents this aspect of consolidation:

School centralization may also weaken or even destroy the rural community if it is not wisely handled, and thus may break down the organization of the child's social environment, for which there is no adequate substitute. Here again the issue seems to be between the values of certain standards of efficiency and the values of a well-integrated community as necessary to enable its people to create for themselves a satisfactory social environment. If efficiency be measured only by cost per pupil or proposed standards of curriculum content, then many a small community will be deprived of its school, and the value to the school of its community relations may be lost. Placing the school outside the natural community alienates community interest, and the child becomes a non-resident pupil in an alien social environment. Such a school cannot function as a social center for those who do not accept it as a part of their community.

As a basic principle in the centralization of schools it would seem that the consolidation of institutions of the small community should be effected only when the institutions centralized in the larger community will serve the social and economic needs of the people better and more satisfactorily and will enable them to have a primary community of interest in the larger community because they feel that it does give them better social facilities and a larger association. This should proceed by evolution, the preservation of the community being considered as much as the efficiency.

Much of the difficulty may be resolved by making a clear - cut distinction between the consolidation of attendance districts and the integration of attendance districts into a larger administrative unit. The administrative unit may be greatly enlarged with added efficiency without necessarily interfering with an attendance unit which will preserve community identity.---; Where community loyalty is strong and there is a sufficient constituency for a sixth-grade elementary school, it may be better to maintain an elementary school in the small village than to transport the young pupils to a large school elsewhere. The small community would then form part of a larger community for high-school purposes.-----This is particularly true for

the host of larger small villages with from 200 to 500 inhabitants.⁹

Bolton,¹⁰ Professor in Education, University of Washington State, would preserve the high school of all villages of 1,000 population. He justifies a four year high school of 100-125 pupils having at least six teachers. He would sacrifice ideal efficiency for the civic health of a community. However, most high schools with fewer than 75 pupils should be consolidated into larger units. He would maintain the community life of the village containing a small high school by retaining a junior high school there. The attitude of the pupils and parents are mutually benefitted by having the school close to the community center. He says:

The administration district for financial purposes may be large and include several schools. Individual high schools should not be large at the expense of village centers that are vital to community, social, and industrial life.

The psychology of the young child is definitely a factor to be considered in the centralization of schools. Since the rural child is the principal one involved in such consolidation and rural areas are the principal ones affected, they must be carefully considered. T. Lynn Smith does this:

For rural education the significance of this hierarchy of

⁹ Dwight Sanderson, "The Relation of the School to the Sociological Status of the Rural Community." Journal of Educational Sociology, 14: (March, 1941), p. 405.

¹⁰ Frederick E. Bolton, "Importance of the Village Center in School Consolidation." The American School Board Journal, 112 (January, 1946), pp. 33-34.

social relationships which pyramids from the person to the family, the family to the neighborhood, and from the neighborhood to the community is very clear. These groupings constitute natural attendance areas; and their culmination, the community, is a logical unit for school administrative purposes. So far society has thought it best to leave the child with the parents for the first six years, making the family the first educational attendance area. So efficient is the rural family in performing its educational functions, so multiple the ideas, tasks, skills involved in farm work and farm living that it would seem wise to continue this practice. From six to nine or six to twelve, however, the child might very well begin in a gradual manner to participate in the larger society and to secure the elements of a formal education. That the transition be not too abrupt and that the child continue to profit most from family influences his first school year should be spent in a small school in close proximity to the home. The neighborhood offers an excellent natural unit, with both a geographic and social base, to serve as an attendance area for a school including the first three to six years. As the child becomes more mature and advanced, as he becomes more sturdy physically, and as his social contacts increasingly occur outside family circles, he may very well be assembled with his fellows from his own and other neighborhoods in a school serving the entire community. Here he can continue, amid surroundings more removed from his home environment and more in contact with the larger world, with the completion of his elementary and the securing of his high school education.¹¹

Geography, conditions of roads, and the length of bus routes are other factors to be considered in any plan for the enlargement of attendance areas.

In summary, the cost per pupil, small enrollment, meager offerings, and small administrative areas are to be considered as factors weighing for centralizing schools. However, efficiency and economy are not all important in the function of schools in American society. The

¹¹ T. Lynn Smith, "The Role of the Community in American Rural Life." Journal of Educational Sociology, 14 (March, 1941), p. 399.

effect upon the child and the civic health of the community must be carefully considered. When you must choose between efficiency and the good of the child and community, the latter must come first. The deciding factor must be under which setup will the child and society benefit most.

CHAPTER II
CRITERIA FOR REORGANIZATION

Intelligent reorganization of schools cannot be done unless objectives for and criteria of the finished product is established. There must be standards as to size, valuation, enrollment, number of teachers, length of bus route, time of child on the bus and other relative factors.

First, what is expected of the school? What is wanted of the schools as they are; or, as they will be when reorganized? It might be well to determine who is to be responsible for the reorganizing.

Alves and Morphet state:

Demands for increased services by the schools, brought about by the greater complexities of civilization, accompanied by a broader conception of governmental services, have served to focus attention upon responsibilities of the state in the problems relating to and involving local school organization. It being the responsibility of the state to reorganize, it is generally recognized that; (1) The state is responsible for providing adequate educational services and facilities to all children within its borders. (2) The state cannot meet this responsibility until the amount and kinds of educational services and facilities to be made available to every child in the state are recognized and fully defined as basis for the minimum (or foundation) educational program of the state. (3) State must help maintain minimum program if necessary. (4) State must safeguard the interest of the citizens by insuring that the organization proposed will operate economically and efficiently. (5) State must provide necessary funds to carry out the program or supplement those which local units can reasonably provide.¹

¹ Henry F. Alves, and Edgar L. Morphet, Principles and Procedures in the Organization of Satisfactory Local School Units. United States Office of Education. B. No. 11, 1938.

Objectives must be derived from the functions of a school. They must fit in with the state program, and must be based on an analysis of the local situation.

(1). It is the function of the public school to provide an adequate educational opportunity for every child from the time he enters the school until he is ready to take his place in adult society.

(2). An adequate educational opportunity includes:

- (a) Guidance in social living culminating in a social studies program that fits youth to take an effective part in adult society.
- (b) Health and physical education program.
 - 1. Periodical examination.
 - 2. Corrective treatment.
 - 3. Recreation and play facilities.
 - 4. Guidance in healthful living.
- (c) Mastery of common knowledge and skills needed by normal persons.
- (d) An adaptation of the program to the needs of handicapped children.
- (e) An adaptation of the program to the needs of especially talented children.
- (f) Development of appreciations, abilities, and expressions through the creative arts.
- (g) Opportunity for growth through manual activity.
 - 1. Practical arts.
 - 2. Industrial arts.
 - 3. Household arts.
- (h) Prevocational training and vocational preparation.
- (i) Organize curriculum material around idea of child growth or development rather than through unrelated subjects.²

Dawson³ has set up specific standards for the desirable size of administrative units. These standards were determined by an analysis of the average practice in school considered to be satisfactory and the major consideration was given to the cost of the services provided

² Alves and Morphet, Ibid.

³ Howard A. Dawson, Satisfactory Local School Units. Nashville; George Peabody College, 1934. p. 81.

and the size of the administrative personnel employed. On this basis he concluded that:

The absolute minimum size of a local unit of school administration is a unit that has approximately 1,600 pupils and 46 teaching units.

He sets up attendance criteria for the elementary and high school as follows:

Elementary school.

- (1) Offer six years of instruction.
- (2) Have desirable minimum of seven teachers, or an absolute minimum of six.
- (3) Approximately thirty-five pupils enrolled per teacher.
- (4) Have a minimum of 210 to 300 pupils in 6 year elementary school.

High School

- (1) Offer six years of instruction, or three years in junior high and three in senior high.
- (2) Have desirable minimum of ten teachers, absolute minimum of seven teachers.
- (3) Approximately thirty pupils enrolled per teacher.
- (4) Have a minimum of 210 to 300 pupils in a six year high school, 245 to 350 in junior high, or 175 to 350 in senior high.

In the same study Dawson sets one hour as the maximum time for an elementary child to be in the bus in the morning or in the evening, or a total of two hours per day. That of the high school pupil would be one and one-half hours each trip or a total of three hours each day. The maximum mileage would be twenty miles.

As established by Sanderson⁴ and Smith⁵ efficiency must not over-

⁴ Sanderson, Dwight, "The Relation of the School to the Sociological Status of the Rural Community." Journal of Educational Sociology, 14 (March, 1941), p. 405.

⁵ Lynn Smith, "The Role of the Community in American Rural Life." Journal of Educational Sociology, 14 (March, 1941), p. 399.

balance the civic health of the community, nor the psychological and physical health of the child. This is also borne out by Bolton⁶ and Butterworth.⁷

From the authorities quoted in Chapters I and II we can establish these principles and criteria for the reorganization of Pawnee County:

(1) The increased educational opportunities to be opened to the pupils shall be of first importance in any plan of reorganization.

(2) A sociological community center must be the location of the enlarged school unit, whether it be that of administration or attendance.

(3) Children of grades from one to nine inclusive shall ride the bus no more than an hour nor more than twenty miles each way. Senior high students shall ride the bus no more than one and one-half hours each way, the length not being an important factor.

(4) Small villages of less than 500 population and under ten miles apart shall have their attendance areas combined for the grades that it is practical for them to maintain.

(5) The criteria set up by Dawson⁸ for elementary and high

⁶ Frederick E. Bolton, "Importance of the Village Center in School Consolidation." The American School Board Journal, 112 (January, 1946), p. 33-34.

⁷ Julian E. Butterworth, "A State Rebuilds the Schools in Its Rural Areas." Journal of Educational Sociology, 14 (March, 1941).

⁸ Dawson, Op. Cit.

schools as to attendance and number of teachers employed shall be followed wherever they do not violate his criteria for the time on or length of the bus route.

(6) His criteria for the size of the administrative and tax unit shall be followed when it can be built around a larger natural sociological center.

(7) State must help school maintain minimum program if the finances of the school cannot adequately support it.

CHAPTER III

THE REORGANIZATION LAW OF KANSAS

Being cognizant of the studies made concerning the need for reorganization of schools into larger administrative and tax units, and realizing the urgency of the need in Kansas, the Kansas legislature in 1945 passed House Bill No. 190. It was signed by Governor Schoepfel and became law.

This bill created a division of school reorganization within the state department of education and the provisions for establishing a reorganization committee in each county.

The division of school reorganization within the state department consists of the assistant state superintendent and the rural supervisors. Its duties are:

1. Study and become conversant with
 - a. topography and roads of state.
 - b. economic conditions and population trends.
 - c. all factors affecting district boundaries of elementary schools.
2. Counsel and advise county reorganization committees.
3. Make necessary rules and regulations to govern its own procedure subject to approval of the state department of education.

The county reorganization committee is to consist of five members appointed by the county commissioners. Three members must reside outside the corporate limits of any city. None may reside in a first class city or any other city of fifteen thousand or more. No teacher

may serve on the committee. Each commissioner shall be represented by one and not more than two members residing in his commissioner district except in the following cases:

- (1) If the territory of one commissioner district is wholly within the limits of a city having a population of fifteen thousand or more, then not more than three members shall be residing in either of the two remaining districts.
- (2) If the territories of two commissioner districts are wholly within the limits of a city having a population of fifteen thousand or more, then all five members of the committee shall be residing in the commissioner district which is outside the limits of such city and outside said city.

The county attorney shall give advice and opinions to the county committee upon committee's request.

Members of county reorganization committee are to be appointed within sixty days after effective date of this act as follows:

Two members for term of four years.

One member for term of three years.

One member for term of two years.

One member for term of one year.

Upon expiration of terms of such members first appointed, each succeeding member shall be appointed by the board of county commissioners for a term of two years. A member may succeed himself. Removal of residence of member from commissioner district for which he

was appointed shall cause a vacancy and such member shall no longer serve. Vacancies to be filled in same manner as regular appointments are made.

County superintendent shall serve as secretary of the committee and shall be reimbursed monthly by a sum equal to ten percent (10%) of monthly salary of county superintendent. Actual expenses incurred in performance of duties as said secretary shall be paid to county superintendent.

Each member shall receive \$5.00 per day, but no more than \$300.00 per year, plus actual and necessary expenses while in the performance of official duties as members of county committee. The committee may pay reasonable sums for clerical help and allow necessary sum for stenographical records and transcripts of hearings as required.

Expenses just enumerated shall be paid as follows; fifty percent from county fund and fifty percent from the state school aid fund.

Procedure and Duties of County Committee.

1. Organize within ten days of appointment.
 - A. Meetings held in county superintendent's office.
 1. Meet at least once each quarter.
 2. Meet any time upon call of:
 - a. Secretary
 - b. Any two members
 3. Three day written notice of meeting shall be given secretary.
 - B. Officers
 1. Chairman

2. Vice-chairman
 - C. Majority of committee constitutes quorum.
 1. Final adoption of reorganization plans requires written approval of three members.
- II. Committee shall complete work within three years of first meeting.
- A. In no case must time extend beyond December 31, 1948.
 - B. In case committee fails in its duty for any reason the state superintendent under the direction of the state board of education shall perform all the duties of said county committee in its county.
- III. Within six months after its organization the county committee shall make a comprehensive study of county school system to consider and determine:
- A. Assessed valuation of existing districts.
 - B. Size, geography, and boundaries of districts.
 - C. Number of pupils and population of districts.
 - D. Location, condition, and accessibility of school building.
 - E. Location and condition of roads.
 - F. Centers where children attend high school.
 - G. Any factors concerning adequate school facilities for pupils.
- IV. In cases where district lies in two counties, committees of both counties shall meet in joint session.
- V. Overlapping boundaries of high school districts shall be made conterminous.

- VI. Committee has no jurisdiction over districts containing cities of first or second class.
- VII. Before March 1, 1946, adopt an order disorganizing all districts which had no children attending a public or parochial school during preceding school year and attach such territory to an adjoining district.

Hearing on Reorganization Plans

- I. Committee prepare written plans and charts for re-organization.
 - A. Fix dates and places for hearings.
 - 1. Publish for two weeks notice of such meeting.
 - a. Publication in newspapers
 - b. Written notice to clerks of affected districts.
- II. Committee hears all objections, suggestions, and testimony of interested parties.
 - A. After hearings, committee revises or modifies its written plans if deemed necessary.
 - 1. Adopts plans.
 - 2. Files same in offices of county superintendents of counties involved.
 - B. Committee formulates orders to carry out adopted plan.
 - 1. Orders filed in offices of county superintendents of affected counties.
 - 2. Orders published in newspapers within ten days.

3. Orders sent to clerks of affected districts.

Recourse of Dissatisfied Parties

I. Dissatisfied party may apply for rehearing.

A. Must be within thirty days of last publication
of order.

1. Committee hears applicant within fifteen days
of application for rehearing.

II. Failing to get satisfaction at rehearing, party may
go to district court.

A. Supreme Court final authority.

CHAPTER IV

PAWNEE COUNTY, KANSAS
ITS GEOGRAPHY, INDUSTRY, PEOPLE, ROADS, AND SCHOOLS

Pawnee County is near the eastern edge of the western half of Kansas, and halfway between the northern and southern boundaries of the state. Its topography is predominately level, with some portions having low rolling hills. The Arkansas River cuts diagonally across the eastern half of the county.

Of the 756 square miles of area, 681 are tillable and sixty-one are pasture land.¹

Agriculture is the county's main industry. Wheat is the principal crop and source of income, with the cattle industry being second as an income source. The second crop is that of alfalfa. The raising of sugar beets is of declining importance.

Other industries are those that follow agriculture. A little manufacturing is done in the town of Larned, and a few oil wells are active in the northwest corner of the county.

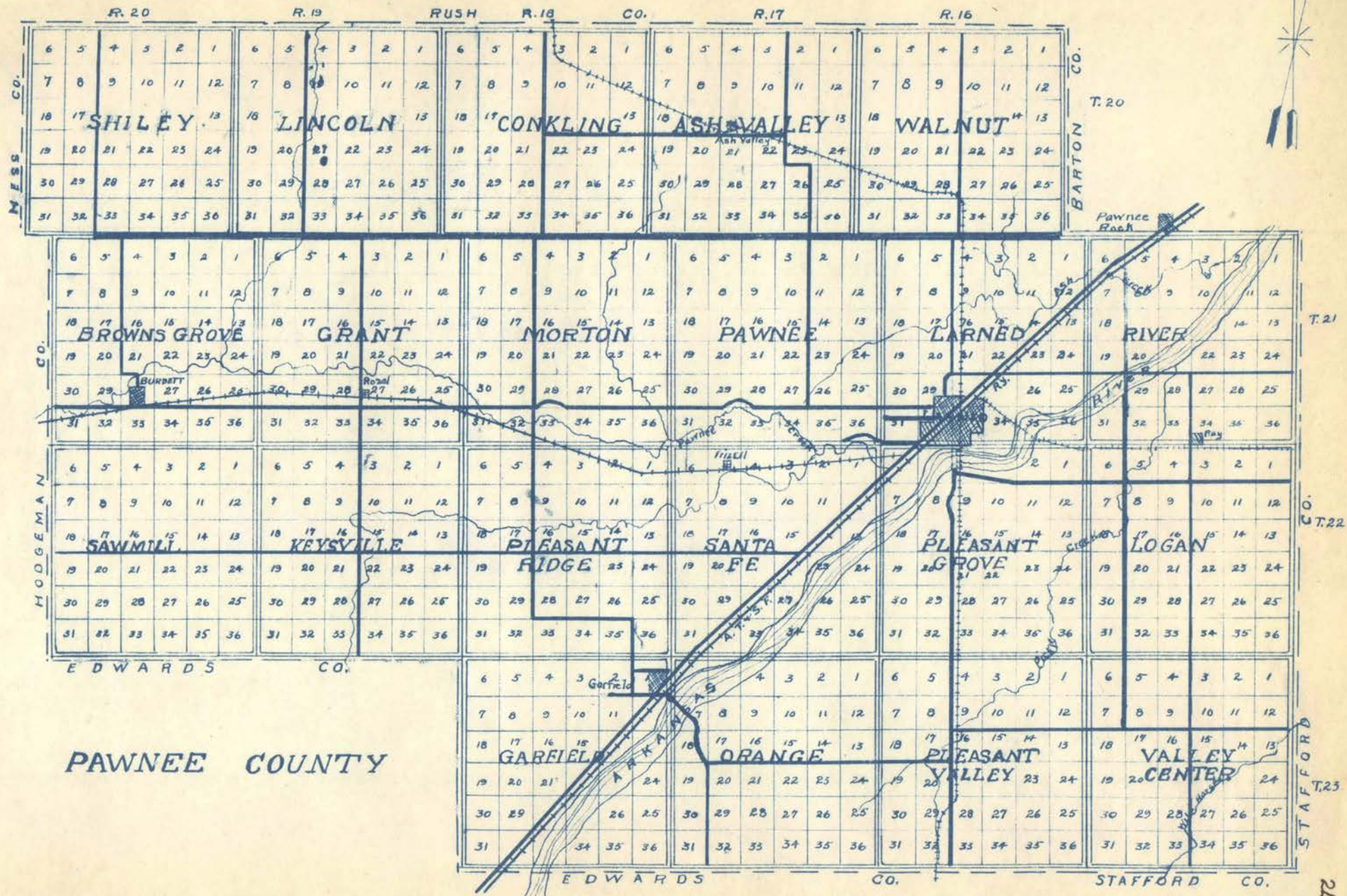
The population of the county in 1945 was 8,255, and in 1946 was 8,430.² In the latter year, 4,600 lived in towns and 3,830 lived on farms.³ The density of the county was 11 plus persons per square mile, while that of the farm population was 5 plus.

The four towns had the following population in 1946: Burdett,

¹ County Clerk's Statistical Reports. 1945-46.

² Ibid.

³ Ibid.



MAP 1 - PAWNEE COUNTY

300; Garfield, 327; Larned, 3,718; and Rozel, 222.⁴ Larned is the county seat. All are incorporated except Burdett, and Larned is a second class city according to classification by Kansas law.

Pawnee County people are typically American, being comprised of German, Swede, Dutch, English, and a few colored. They are stable and follow only the slow movement of population from the farm as mechanization makes larger farms desirable.

In the county are 112 miles of paved roads, 87 miles of sanded roads, and approximately 200 miles of dirt roads sporadically maintained.

The total valuation for the county for the following years was 1931, \$25,465,710.00; 1935, \$18,940,435.00; 1945, \$21,645,429.00.⁵

In 1945, the year immediately preceding the work of the reorganization committee, there were 38 one-room school districts, three rural high districts, one consolidated high school, and one district containing a city of second class.⁶

Of these 38 one-room school districts, 16 were maintaining school and 22 were transferring their pupils to other districts.⁷

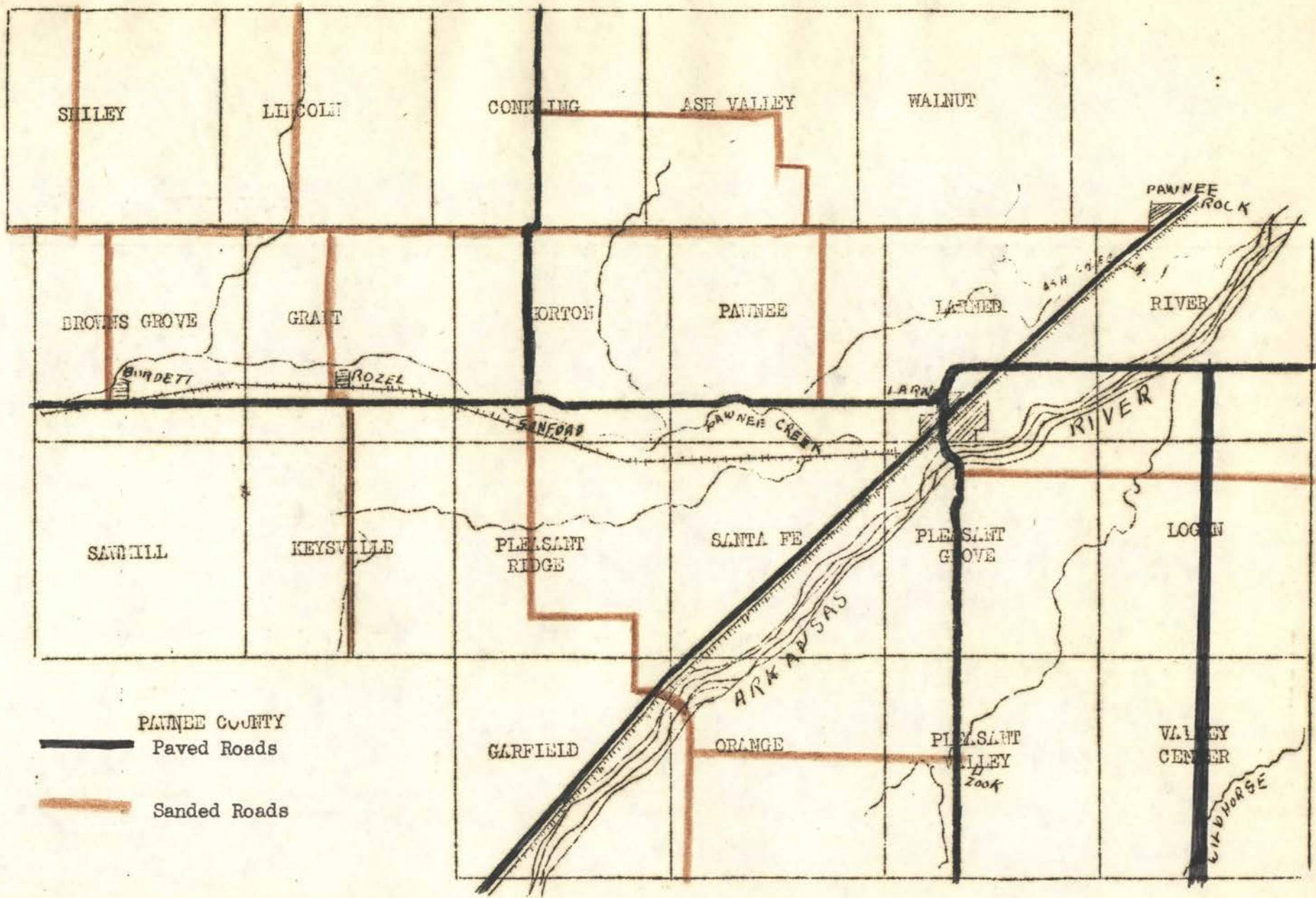
The rural high district is a high school district superimposed over several graded districts, each maintaining separate and independent boards and having tax limitations.

⁴ Ibid., 1946.

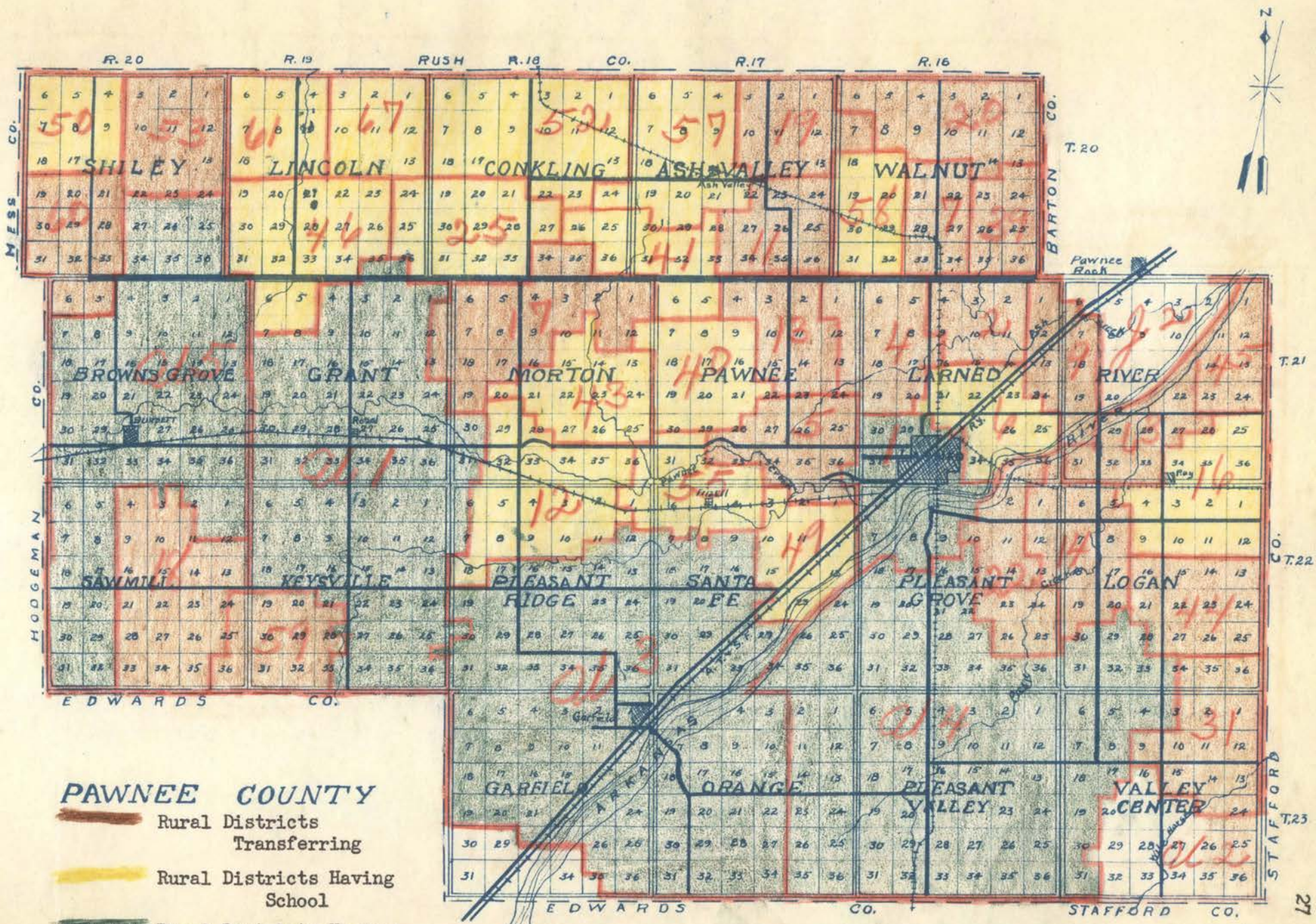
⁵ Ibid., 1931, 1935, 1936.

⁶ School Directory, Pawnee County, 1945.

⁷ Ibid.



MAP 2 - State and County Highways of Pawnee County



PAWNEE COUNTY

- Rural Districts Transferring
- Rural Districts Having School
- Rural Districts Having High School

MAP 3 - Schools of Pawnee County 1944-45

TABLE I

THE AREA, ASSESSED VALUATION, GRADE AND HIGH SCHOOL ENROLLMENT OF THE FIVE SCHOOLS MAINTAINING HIGH SCHOOL IN PAWNEE COUNTY FOR 1944-45.⁸

	area sq. mi.	valuation	grade enrollment	high enrollment
Burdett	108	\$ 2,179,016 ⁹	122	42
Garfield	61½	2,507,277	89	48
Larned	11	3,500,000	484	301
Rozel	61½	1,441,266	92	36
Zook	82	2,246,829	112	40
TOTAL	324	11,874,388	899	467

⁹ Burdett grade school has evaluation of \$1,374,464. The nature of the rural high district makes this difference.

The buildings of each school of Table I are old and outmoded. They are not fireproof; and having been built prior to and immediately following World War I, they are not adaptable to the modern needs of a school plant. The Larned district has buildings acutely inadequate for housing and caring for the instructional needs of its present and future pupil population.¹⁰

Consolidated districts may furnish transportation within the district. Cities of first and second class may not.

To appreciate more fully the necessity for and the benefits to the schools of reorganization, we should note some trends in the

⁸ Reports in County Superintendent's Office.

¹⁰ R. V. Phinney, Annual Report to Board of Education, 1945.

population movement and school practices of Pawnee County.

TABLE II

POPULATION OF THE TOWNSHIPS AND INCORPORATED TOWNS
OF PAWNEE COUNTY FOR THE YEARS 1926, 1936, and 1946.¹¹

	1926	1936	1946	Gain	Loss
Garfield ¹²	358	385	327		31
Larned ¹³	3071	3495	3718	647	
Rozel ¹⁴		203	222	222	
Ash Valley	254	215	151		102
Browns Grove	431	483	402		29
Conkling	241	194	120		121
Garfield	229	225	159		70
Grant	496	173	143		353
Keysville	256	189	160		96
Larned	398	408	334		64
Lincoln	199	163	141		58
Logan	257	207	182		75
Morton	267	234	217		50
Orange	242	201	152		90
Pawnee	222	240	170		52
Pleasant Grove	329	319	278		51
Pleasant Ridge	222	209	183		39
Pleasant Valley	333	309	263		70
River	279	233	202		77
Santa Fe	323	347	322		1
Sawmill	177	136	120		57
Shirley	185	182	124		61
Valley Center	240	194	153		87
Walnut	265	224	187		78
TOTAL	9273	9178	8430	869	1712

^{12, 13, 14,} The first three are towns, the rest townships.

The population of the unincorporated town is counted in the total of the township; that of the incorporated is not. Thus Rozel has no

¹¹ County Clerk's Statistical Reports. 1926, 1936, 1946.

population showing in 1926 and swells that of Grant Township to 496. The population of Burdett is in the total for Browns Grove for all three showings.

There is a steady decline in the population of all townships for each decade with the exception of Browns Grove, Larned, Pawnee, and Santa Fe, which show an increase from 1926 to 1936.

The town of Larned, the county seat, shows a steady increase. After a spurt, Garfield town declines. Indications are that Rozel shows a slight net increase. This may also be deduced for Burdett, since Browns Grove shows a decline of but 29 when the average township loss for the twenty year period is 69 plus after the Rozel population is subtracted from the Grant township loss.

Thus the population trend is away from the farm to the town, or completely from the county. The net loss to the county for the twenty years was 843. The county clerk's records, however, show that the county gained 175 from 1945 to 1946.¹⁵

The trend in the school practice is no doubt partially the result of the facts shown in Table II.

¹⁵County Clerk's Statistical Reports, op. cit., 1945, 1946.

TABLE III

NUMBER OF ONE-ROOM SCHOOLS OF PAWNEE COUNTY
MAINTAINING SCHOOL OR TRANSFERRING TO OTHER DISTRICTS
FOR THE SCHOOL YEARS OF 1931-32, 1935-36, and 1944-45.¹⁶

	1931-32	1935-36	1944-45	Differences
Maintaining School	43	37	16	-27
Transferring	4	9	22	18
TOTAL	47	46	38	- 9

Nine schools consolidated with other districts from 1931 to 1945. There was a greatly accelerating pace not to have school and send the children away.

TABLE IV

THE TOTAL AND AVERAGE ENROLLMENT OF ONE-ROOM SCHOOLS
MAINTAINING SCHOOL IN PAWNEE COUNTY
FOR THE YEARS 1931-32, 1935-36, and 1944-45.

	1931-32	1935-36	1944-45	Differences
Total Enrollment	595	418	155	-440
Average	14-	11 $\frac{1}{2}$	9 $\frac{1}{2}$	-4 $\frac{1}{2}$

Tables III and IV show a decline from 43 one-room schools maintaining school and having 595 pupils to 16 one-room schools maintaining school and having 155 pupils.

¹⁶ School Directory, Pawnee County, 1931-32, 1935-36, 1944-45.

TABLE V

THE NUMBER OF TRANSFERRED DISTRICTS AND PUPILS RECEIVED
BY THE FIVE SCHOOLS MAINTAINING HIGH SCHOOL
IN PAWNEE COUNTY FOR 1944-45.¹⁷

	Number of Districts	Number of Pupils
Burdett	4	22
Garfield	1	4
Larned	12	37
Rozel	3	11
Zook	0	0
TOTALS	20	74

By comparing Tables IV and V, we find a total of 229 pupils living in 36 of the 38 one-room school districts for the school year 1944-45. The average enrollment is 6 plus. For the two schools not accounted for, we add 13 pupils. This makes the number of pupils living in the 38 districts total 242, a loss of 353 country pupils from 1931 to 1945.

TABLE VI

COMPARISON OF THE AVERAGE MILLS LEVIED
BY EACH GROUP OF TRANSFERRING DISTRICTS TO THAT
OF THE RESPECTIVE GRADE DISTRICTS RECEIVING THEM.¹⁸

	Mills Levied by District		Difference in Favor of
	Receiving	Transferring	Transferring District
Burdett	6.42	3.4	3.02
Garfield	3.83	2.9	.93
Larned	6.00	2.33	3.67
Rozel	6.00	4.06	1.04

¹⁷ Reports in County Superintendent's Office, 1945.

¹⁸ School Directory, Pawnee County, 1944-45.

Two of the schools transferring to Larned had no mills levied.¹⁹

The tax base determines the ability of a school to build adequate facilities for its pupils.

TABLE VII

THE PER-CAPITA VALUATION PER ENROLLMENT
OF THE FIVE HIGH SCHOOLS OF PAWNEE COUNTY²⁰
FOR 1944-45.

	Total Enrollment	Per Capita Valuation
Burdett	164	\$13,287
Garfield	137	18,301
Larned	785	4,459
Rozel	128	11,260
Zook	152	14,782

The fact most pertinent to the need for reorganization shown in Table VII is that the per-capita valuation per enrollment for Larned City Schools is \$4,459.00. The debt limit for a second class city in Kansas is 3 3/4% of its valuation. This allows \$167.22 per student for building purposes. In 1935-36 the acquisition value of the city school buildings of the nation was \$355.00 per pupil!²¹

Table I shows Larned with an area of but 11 square miles. Map I shows the one-room districts surrounding Larned that do not maintain school, but send their pupils to Larned. Table VI shows the unequal tax burden between the patrons of Larned and those of the districts transferring to Larned.

¹⁹ Ibid.

²⁰ Ibid., Figured to the nearest dollar.

²¹ Arthur B. Moehlman, School Administration, p. 409.

One obstacle in the way of districts consolidating with Larned is no provision in the law of Kansas for a district containing a city of first or second class to furnish transportation. There is the hope that the legislature convening in 1947 will enable the completion of its program of reorganization by removing this limitation.

CHAPTER V
APPLICATION OF THE KANSAS REORGANIZATION LAW TO
PAWNEE COUNTY

In taking up this part of the study, these facts revealed in Chapter II should be kept in mind:

1. There has been a continuous and sizable movement of population from the farms of Pawnee County.
2. Its one-room schools have lost 59% of their enrollment from 1931 to 1945.
3. There has been a change from 8.5% of the one-room schools transferring to other districts in 1931 to 58% in 1945.
4. These transferring schools share no part of the burden of the building program of their hosts, and less than their share of the tax cost of current expenditures.
5. The school educating the most pupils, and most logically situated for adequate educational opportunities has a tax base pitifully insufficient for building purposes.

Too, the local pride, selfishness, and other personal feelings that keep patrons from putting the interest of the pupil first is in evidence in Pawnee County.

The reorganization committee of the county has wisely felt its way during the first year of its operation. That it has the authority to abolish any grade district has not kept it from realizing that to be permanent a program must not alienate the support of the public. Therefore it has been quite attentive to the wishes of the majority of the patrons involved, unless such would harm the purposes of the reorganization program.

It has set before itself these purposes:

1. Eliminate overlapping and independent tax and administrative areas.
2. More nearly equalize the tax burden.
3. Attach the one-room schools to their natural community center.
4. Give the logical school center a base sufficient to support its building and educational program.
5. As nearly as possible, make high school district boundaries conterminous.

After the comprehensive study of the county school system as provided by the reorganization law,¹ the committee decided to keep seven rural districts along with the five high school districts.²

The five high schools are mentioned by name instead of number in order to differentiate them from the one-room schools.

¹House Bill No. 190, Sec. 7, p. 4.

²Courtesy of Claude Young, Chairman of School Reorganization Committee.

TABLE VIII

1944-45 AREA AND VALUATION OF THE DISTRICTS
SELECTED BY THE REORGANIZATION COMMITTEE
TO REMAIN IN PAWNEE COUNTY.

	Area Sq. Mi. ³	Valuation ⁴
Burdett, U. 5	108	\$2,179,016
Garfield, U. 3	61½	2,507,277
Larned, No. 1	11	3,500,000
Rozel, U. 1	61½	1,441,266
Zook, U. 4	82	2,246,829
District 12	14½	528,128
District 16	13¼	344,303
District 43	12¼	250,220
District 52	18	324,402
District 55	8½	428,361
District 57	14½	301,375
District 67	9	173,993

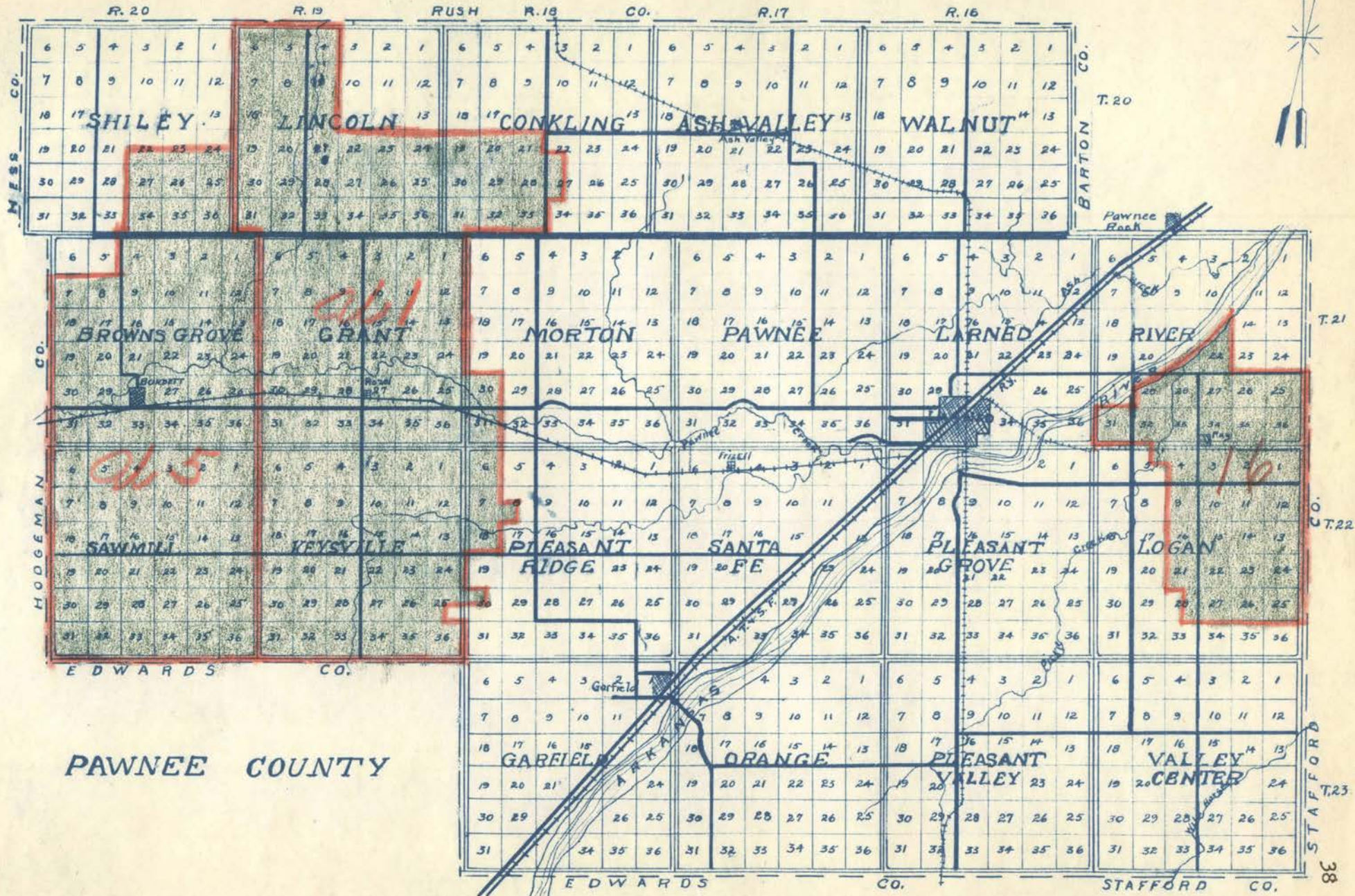
The area and valuation shown for Burdett District is a bit misleading, since it is a rural high superimposed over four one-room schools which are separate and independent from the Burdett Grade School. The area and valuation of the Burdett Grade School are respectively 56 square miles and \$1,374,464.

The committee plans to make all the grade schools covered by Burdett Rural High into one district consolidated with the Burdett High School.

Map IV shows the work done by the committee in its first year's existence. The one-room district number 18 (shown on Map III) was

³Map in Office of County Clerk.

⁴School Directory, Pawnee County, 1944-45.



PAWNEE COUNTY

MAP 4 - First Year of Reorganization

consolidated with Burdett, or U. 5. District Number 59 was divided between Burdett and Rozel, U. 1, along the township line dividing townships Sawmill and Keysville. Also Districts 61, 46, and 25 were added to that of Rozel.

Across the county, Districts 63, 44, and 16 were consolidated into a new District 16 for the purpose of holding grade school.

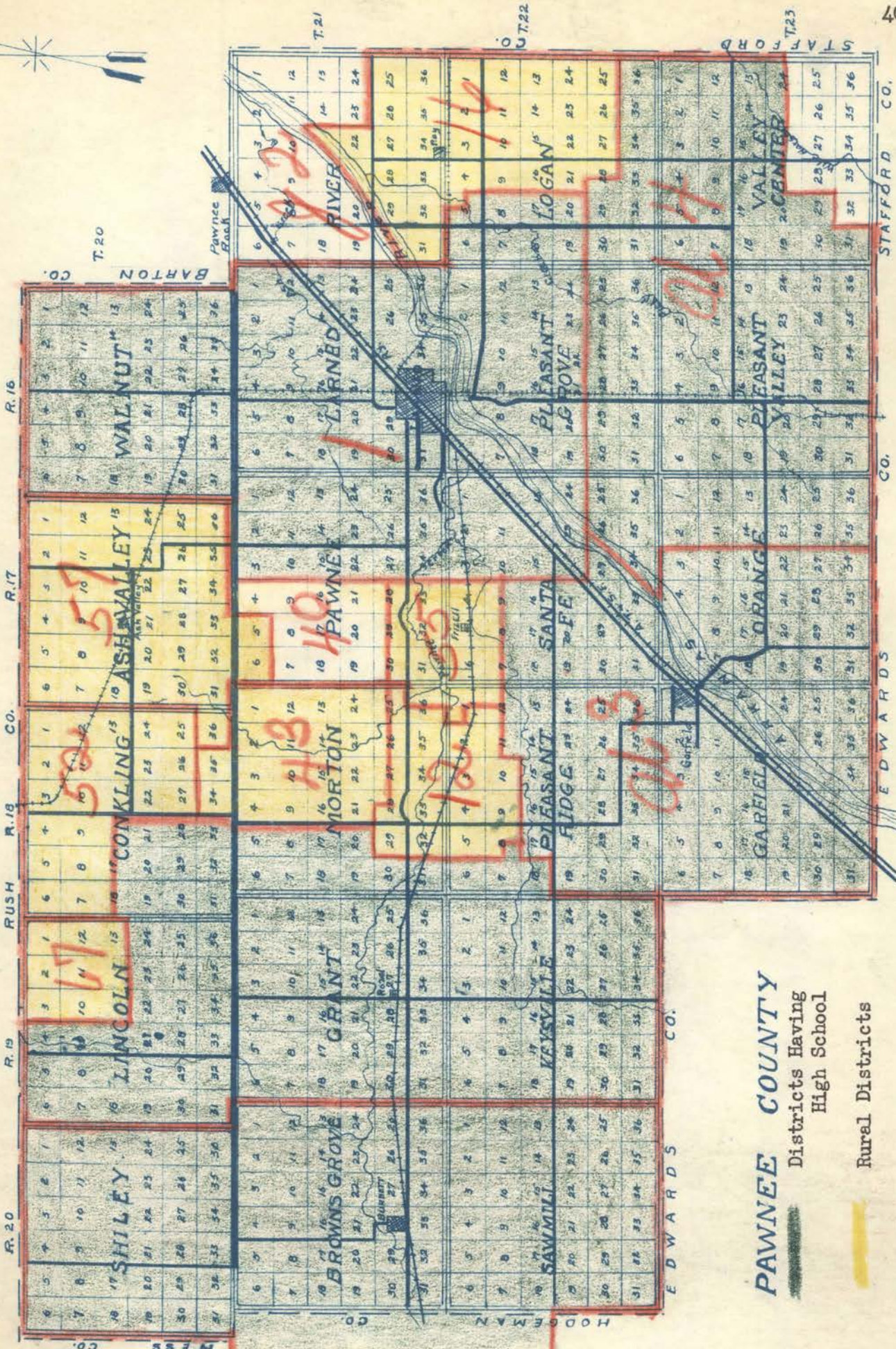
That the committee is wise in going slowly at first is evident by the fact that while several county committees have reorganization cases in their respective courts, Pawnee County has not even found it necessary to hold a rehearing.

Too, the committee must wait for the coming legislature to repeal the law forbidding second class cities to furnish transportation before it can meet the most critical need of the county schools; that of giving Larned a tax base large enough to support its needed building program.

For clarification, it should be stated that another school reform law of Kansas was the recent enactment of a statute enabling the county to levy a county-wide tax of not less than $\frac{1}{4}$ mill nor more than four mills for the purpose of paying each school \$125 for each average daily attendance in its high school.⁵ This sum to be added to the income of the district over and above that raised by its mills levied.

The committee has definite plans for the finishing of the job of reorganizing Pawnee County schools in the next two years.

⁵Kansas Legislature, 1945, House Bill 150.



MAP - 5 Reorganization as Planned

Map V shows their intentions. Of course, some plans may have to be changed by unforeseen conditions. Local pride and pressure may stir them a bit from the path that they know is best for the pupils concerned, but they are determined to secure the best possible that will be acceptable and so complied with.

Burdett, U. 5, will become one district under one board of education. Districts 50, 53, and 60 as shown on Map III will lose their identity into that of U. 5. A strip two miles wide in Hodgeman County, running full length of the west side of the township, Browns Grove, and half that of Sawmill, will also be attached to U. 5.

The east side of Rozel, U. 1, as shown in Map IV, will be straightened by receiving one-half of District 17, and one-half section each from Districts 12 and 43. The boundary between U. 1 and U. 3 will be made conterminous along the east side of township Keysville.

Districts 2, 4, 6, 7, 20, 39, 49, and 58, most of Districts 9, 40, and 55, and several square miles of U. 4 are to be added to Larned District Number 1. J 24 will be attached to U. 3.

After losing some territory to Larned, Zook, U. 4, will get all of District 31 and a portion of U. 2, the rest of which will go to Marksville to the southeast.

The country District 57 will cover one full township plus two square miles. It takes Districts 19, 11, and part of 41.

District 52 will receive a small portion of 41, one square mile each from enlarged U. 1 and old 57, making its boundary conterminous with its neighbors.

District 43 will contain approximately one-half of District 17, a portion of District 41, one-half square mile from U. 1, and three-

quarters square mile from District 12, thus eliminating overlapping boundaries with its neighbors.

District 67 has no change. It possibly might be joined to U. 1.

Remaining as now reorganized will be District 16.

Number 55 will receive some shifts in boundary so as to be conterminous with her neighbors.

There is a question yet in the minds of the committee as to what should be done with District 40.

The uncolored part in the southeast corner of the county will go to Macksville to the southeast, and that of the northeast corner will go to Pawnee Rock to the north.

Some of the results of this proposed reorganization for Pawnee County schools are shown in Table IX, Table X, and Table XI.

TABLE IX

TOTAL AREA AND APPROXIMATE ASSESSED VALUATION OF PROPOSED REORGANIZED DISTRICTS OF PAWNEE COUNTY.⁶

	Area in Square Miles	Valuation
Burdett	126	\$2,500,000
Garfield	98	2,700,000
Larned	131 $\frac{1}{2}$	7,234,491
Rozel	122 $\frac{1}{2}$	2,442,452
Zook	99	2,627,902
District 12	15	530,000
District 15	32	778,044
District 43	22 $\frac{1}{2}$	440,185
District 52	21	424,000
District 55	10 $\frac{1}{2}$	457,719
District 57	38	843,964
District 67	9	166,962

⁶Figured from School Directory, op. cit., 1945.

TABLE X
COMPARISON BEFORE AND AFTER REORGANIZATION
OF THE AREA OF THE DISTRICTS
TO REMAIN IN PAWNEE COUNTY.⁷

	Before	After	Amount Added
Burdett	108	126	18
Garfield	61 $\frac{1}{2}$	98	36 $\frac{1}{2}$
Larned	11	131 $\frac{1}{2}$	120 $\frac{1}{2}$
Rozel	61 $\frac{1}{2}$	122 $\frac{1}{2}$	61 $\frac{1}{2}$
Zook	82	99	17
District 12	14 $\frac{1}{4}$	15	$\frac{1}{4}$
District 16	13 $\frac{1}{4}$	32	18 $\frac{3}{4}$
District 43	12 $\frac{1}{4}$	22 $\frac{1}{2}$	10 $\frac{1}{4}$
District 52	18	21	3
District 55	8 $\frac{1}{2}$	10 $\frac{1}{2}$	1 $\frac{1}{2}$
District 57	14 $\frac{1}{2}$	38	23 $\frac{1}{2}$
District 67	9	9	0

TABLE XI
COMPARISON BEFORE AND AFTER REORGANIZATION
OF THE VALUATION OF THE DISTRICTS
TO REMAIN IN PAWNEE COUNTY.⁸

	Before	After	Amount Added
Burdett	\$2,179,016	\$2,500,000	\$ 320,984
Garfield	2,507,277	2,700,000	192,723
Larned	3,500,000	7,234,491	3,734,491
Rozel	1,441,266	2,442,452	1,001,186
Zook	2,246,829	2,627,902	381,073
District 12	528,128	530,000	1,872
District 16	344,303	778,044	433,741
District 43	250,220	440,185	189,965
District 52	342,402	424,000	81,598
District 55	428,361	457,719	29,358
District 67	173,993	173,993	000,000

⁷Map of County Reorganization Committee.

⁸School Directory, op. cit., 1945.

The present plan of the county reorganization committee does not violate, and in the main meets with, the first three criteria as set up in chapter II for the reorganization of Pawnee County schools. The plan is being sold to the patrons as it develops, the sociological center is considered in the attachment of the one-room district to a larger district, and the small child is not taken too far from home.

But there the plan stops. The small grade and high school enrollment of Burdett, Rozel, Garfield, and Zook remain below the standard of any accepted criteria. The high school enrollment of the foregoing for the school-year 1945-46 was respectively: 51, 45, 45, and 33.⁹ Burdett, Rozel, and Garfield have two grades to a teacher, and Zook has three grades to a teacher. Rozel and Burdett, only seven miles apart and having the respective populations of 222 and 300, remain as separate identities in attendance areas.

Too, there is no fusion of the administrative and tax units into a large central one organized around the greater sociological community center of the county. Even though all patrons benefit mutually from the schools of the county, there will still be under the proposed plan a range of levies from three to seventeen and one-half mills, and twelve independent administrative units over a total of only 1600 pupils in grades and high school combined. This figure is coincidentally that which Dawson¹⁰ sets as the absolute minimum over which there should be

⁹School Directory, Pawnee County. 1945-46.

¹⁰Howard A. Dawson, Satisfactory Local School Units. Nashville: George Peabody College, 1934, p. 81.

one administrative unit.

Thus it is evident that, though no fault of the county reorganization committee, reorganization will fall far short of what it should be in Pawnee County. This is a peculiarly appropriate time to save money in planning effectively for the future in that every high school in the county has need for and intentions of having a building program within the next five to eight years.

How much better it would be if that building program could be coordinated by one administrative unit, and the greatest possible educational opportunities for the students of Pawnee County be planned for.

CHAPTER VI

REORGANIZATION AS PROPOSED BY WRITER
WITH PLAN FOR THE SECURING OF THE ACCEPTANCE OF SUCH BY
THE PEOPLE OF PAWNEE COUNTY

The entire county of Pawnee unites itself into one greater sociological community. Larned, the county seat, is the shopping center for all the county. It is also the entertainment center in that it has two good shows and the entire county attends. Larned is also the lodge center for four-fifths of the county and the church center for one-half of it. It is the custom for farmers from all over the county and the citizens from each of its small towns to spend Saturday afternoon and evening trading and visiting in Larned.

Since the total school enrollment of the county is 1600 in round numbers¹, the writer would place the entire county under one administrative unit. This violates none of the criteria as set up in Chapter II, and meets the absolute minimum as established by Dawson². It would also further unite the county in its natural greater sociological community.

The writer would have the one school board of the county to consist of nine members. In order to preserve the democratic part of each of the smaller sociological centers in the control of the school, four members would reside in the city of Larned and the two townships of Larned and River, and one each in a district built around the

¹ School Directory, Pawnee County, 1945-46.

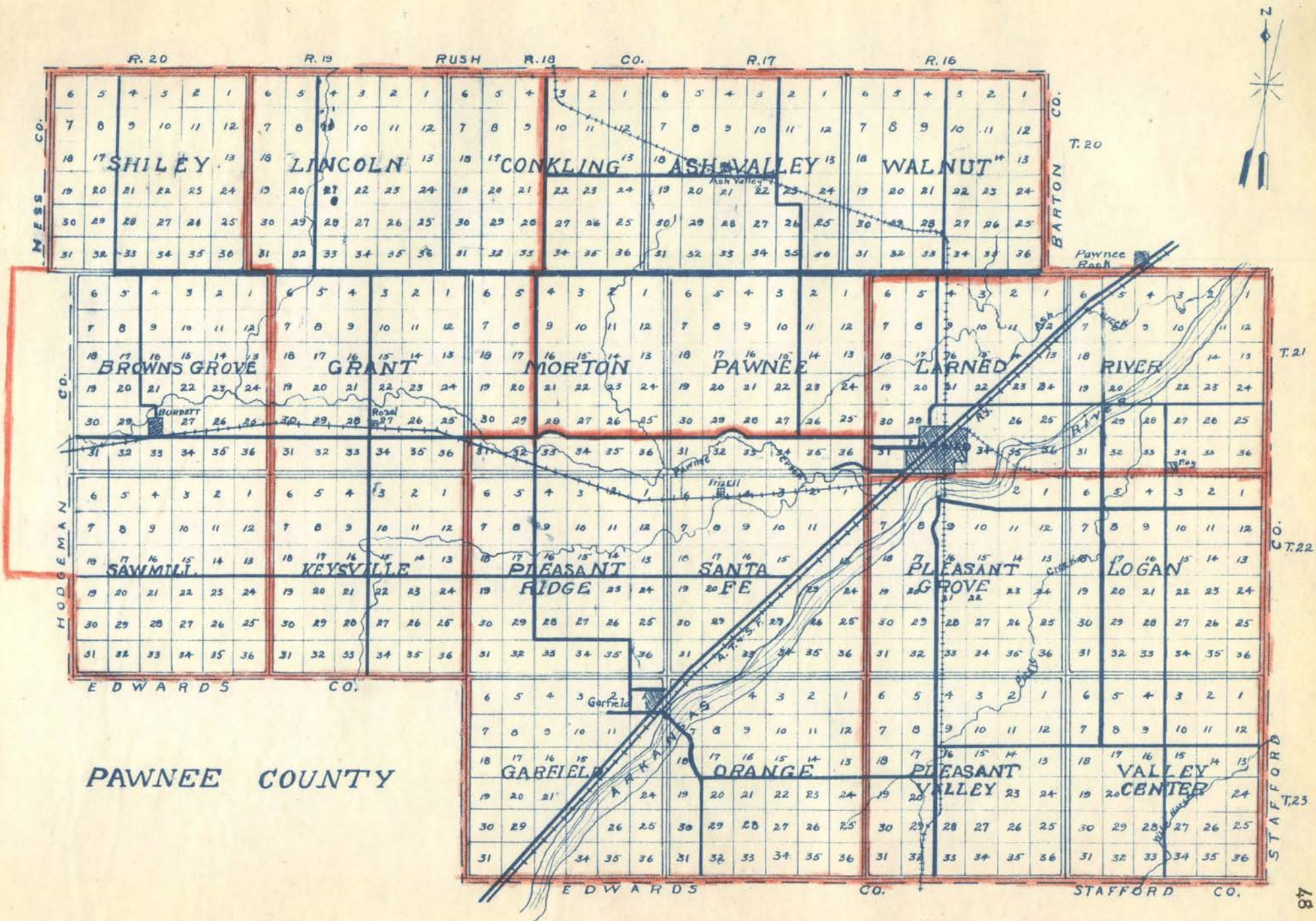
² Dawson, op. cit.

following; Ash Valley, Zook, Garfield, Rozel and Burdett. These areas, or wards, are shown on Map VI. Since the City of Larned has a population of 3700 and the rest of the county a population of 4700, this distribution of the board is roughly representative of the county population. Even though the men elected would have to reside as stated, the whole county would vote on each candidate.

According to criteria number 4 the attendance areas of Rozel and Burdett should be united into one. This will take the school from one of the communities, but as they are so close together they could fuse their community interests for the sake of the increased efficiency and educational opportunity that would be available to their children. This also fits criteria one which would have the adequate educational opportunity of the child come first. This would make possible a teacher for each grade with approximately 28 pupils to the grade at no extra cost in teachers' salaries. This comes quite close to meeting Dawson's³ criteria, and the time on the bus and the length of the bus route is well within the limits he sets. None of the other criteria are violated.

The enrollment of this combined high school would be approximately 115. The enrollment of such combination of junior highs would be approximately 75. The junior high would be kept in the local combined school because of distance from a larger school. The writer would transport the senior high of such school to a larger senior high to be located at Larned. These senior high pupils would not have to be on

³ Dawson, Ibid.



PAWNEE COUNTY

MAP 6 - Reorganization as Suggested by Writer

the bus more than one and one-half hours each way and would have the greatly increased advantages of the larger attendance unit.

Since the school at Zook is the only sociological factor making a community center there, and since the school meets none of the other criteria, it would be eliminated and the grade and junior high pupils divided between the attendance areas of Garfield and Larned. None of these pupils would need to be on the bus more than an hour.

For the same reasons as mentioned concerning the senior high of the combined attendance area of Rozel and Burdett, the senior high of Garfield would be transported to Larned. The senior high of Zook would of course, go to Larned.

Since Ash Valley has a strong rural school and is rather distant from any other attendance area, the first three to six grades would be left there. The grades of all the other rural districts would be transported to the closest and most convenient attendance area.

The students in the northeast corner of the county near Pawnee Rock, and the students in the southeast corner near Macksville would have their tuition paid, if they found it to their advantage to attend those places.

In summary: the whole county would be put under one administrative unit; the attendance area of Burdett and Rozel combined; Garfield and the combined unit of Rozel and Burdett would maintain school for grades through one to, and including, the junior high; the school at Zook would be eliminated; all rural schools would be eliminated but that of Ash Valley where grades one to three or one to six would be maintained.

This proposed plan meets all of the criteria established for

this thesis. The writer hopes to show how the people may be made to see the value of such a plan.

There will be many objections to this plan. Some because people feel that the small district is an inherent part of democracy. House finds:

The system, though, has become hallowed by age and endeared by sentiment; in a number of states few men living have known any other.⁴

Euler⁵ found in his study of why Washington County, Kansas, did not join its sister counties after its courthouse was destroyed by a tornado were these factors; jealousy, pride, conservatism, prejudice, selfishness, and independence and indifference. No doubt these latter factors will be found along with those of honest convictions that such consolidation is undemocratic and unprofitable. It will not be quite natural, unless a greater vision is caught, for the people in the districts of little or no levy to vote upon themselves a system that will necessarily cost them more money in taxes. Too, some boards and patrons will need to be convinced that they will still have the same democratic control over the larger school district.

The writer proposes that there first be a plan for acquainting the people of Pawnee County with the history of the development of

⁴ Joe B. House, "Some Proposals for the Improvement of the Schools in Ottawa County." Unpublished Master's Thesis, Oklahoma A. and M. College, 1937, p. vi.

⁵ Harrison Leslie Euler, County Unification of Kansas, Teachers College, Columbia University, 1935.

education in America. It should be stressed that the small district was made small simply to fit the road conditions and modes of travel that existed in the beginning of our national existence. Charts showing the improvement in roads and the shortening of time between places because of the progress in the modes of travel should be brought to the attention of each citizen. This could be done by a series of articles in the county papers and later in public forums as interest increased. It should be pointed out that at least one-fourth of our states have the county unit plan of administration, some having changed the whole state at once from the district to the county unit.⁶ The people should be made to see that the only undemocratic thing that there could be about the county unit would be the forcing of such upon them, which was not being done. It would be of interest here to note that two counties in Kansas are now contemplating the placing of the major portion or all of the county under one school board, Wyandotte and Greely counties.⁷

Second, the population and school practice trends as shown in Chapter IV should be made quite familiar to all the patrons of the county. Tables II, III, IV, V, Vi, and VII should be brought graphically to their attention. These facts should be stressed:

1. There has been a continuous and sizable movement of population from the farms of Pawnee County.

⁶ Shirley Cooper, "An Evaluation of the County Unit of School Administration in West Virginia." Unpublished Master's Thesis, Cornell University.

⁷ "Reorganization of School Districts in Kansas 1945-46", Research Department, Kansas Legislative Council, p. XV.

2. Its one-room schools have lost 59% of their enrollment from 1931 to 1945.
3. There has been a change from 8.5% of the one-room schools transferring to other districts in 1931 to 58% in 1945.
4. These transferring schools share no part of the burden of the building program of their hosts, and less than their share of the tax cost of current expenditures.

Third, the advantages of the proposed reorganization should be publicized. Any saving in money should be of minor importance. The fact is that some will find the plan cheaper for them while others will find it costlier. The following facts will interest the districts having high school and the rural schools from opposite angles:

In 1945-46 the total county school budget was approximately \$271,000.

Received from the state \$21,000.

Net budget raised by the county \$250,000.

Total valuation of the county \$24,000,000.

Cost in mills under new plan 10.4.

This would be a reduction for the schools maintaining high schools of 3.6 to 7 mills, but for the rural schools it would approximately triple the average millage levied. The main saving in money would be that in the more economical building program. The amount, of course, can only be conjectured.

The greatest advantage in the writer's proposed plan would be in the greatly increased educational opportunities that would be avail-

able to the pupils of the county. The offerings of Garfield, Burdett, Rozel, and Zook are approximately the same. They are; English, two years of science, two years of mathematics, one to two years of commerce, two years of history, three years of home economics for girls, two years of manual training for boys, band and some vocal music, and competitive athletics. Larned's offerings are; four years of English, four years of science, three years of mathematics, four years of commerce, three years of history, three years of home economics for girls, two years of manual training for boys, shop mechanics, dramatics, band and vocal music, competitive athletics, and physical education.

Under the proposed plan five teachers from the schools of Rozel and Burdett could be added to the senior high staff at Larned and still leave eight teachers for the combined junior high of Rozel and Burdett. The grade teachers of Zook should go to Garfield, and their three high school teachers could be added to the staff of the senior high at Larned. This would add eight teachers to the faculty at Larned without any added cost. However, as stated before the plan is not to save money but to increase the educational opportunities for the children. So if more funds are needed there can be levied 3.6 more mills than is now used simply by the action of the board. This time the county valuation would increase the budget by the amount of \$86,400.00, with a total levy of only 14 mills.

Every child in the county then could receive the fuller offerings of that given now by Larned plus the thirteenth and fourteenth years of schooling. A business department could be established to graduate

students who needed no further training to hold any office job. The training for many vocations could be given in these two extra years, as could also pre-medics and pre-law.

A clinic with full time nurse could be supported. A complete and adequate physical check-up could be given each child at least once each year and at other times as often as needed. This would include free dental and eye inspection. A coordinated and county wide program of disease prevention could be carried out by the school by giving free adequate inoculations.

Programs of reading readiness and correction could be carried on throughout the county by an adequately trained supervisor. Other programs for maladjusted or handicapped children could be supported. In short, increased educational horizons could be opened that under the present setup can only be dreams.

Actual budgets should be worked out and published showing how the above could be practicable under the proposed plan. By diagrams and cartoons the people should be made to see how they were weighing their prejudice, reluctance or what have you against the greater possibilities of the county being under one administrative and tax unit.

Any studies showing the results of the change from a district system to a county unit plan should be publicized. Cooper found the following results after such change was made in West Virginia: Greater health services, more money spent for text books, better organization in pupil transportation, more use made of library, quality of instruction increased, lower per capita cost, educational opportunities more equal, and quality of administration improved. There were other improvements such as increased length of school term and greater

percentage of attendance.⁸

When and if the people see the value of such reorganization and are ready to vote, the total popular vote of the county should decide the fate of the proposition. This would keep small districts from selfishly blocking the plan in order to maintain their districts' lines to save tax money. To any who were opposed to this procedure it would seem highly undemocratic; but since the educational opportunities of all the county pupils will be greatly affected by the outcome, it would seem quite democratic to let the popular vote of the county settle the fate for all the schools of the county.

⁸ Cooper, Op. Cit. pp. 357-370.

CONCLUSION

One of the weaknesses of this study is that it is premature in that the final action of the committee may not conform to their present plans. But therein lies also its strength in that if there is merit in this study the county committee may use it in deciding upon their final action. Too, it may be that data should have gone back many more years in order to give a complete picture of the population and school trends of the county, but such seems to have been lost in the moving from the old to the new courthouse several years ago.

These answers to the problems set up in the introduction were found:

1. The conditions in Pawnee County do make the reorganization of its schools desirable and practicable. These conditions are; the county has adequate system of well improved roads, there has been a considerable movement away from the farms during the past twenty years, the number of country pupils dropped more than 50% during that time, too, in that period there was an ever increasing practice of transferring the whole rural school to other schools maintaining high school, this practice enabled some districts to educate their children for less than their rightful share of the cost, there has developed quite an inequality of educational opportunity over the county.

2. These factors should be considered in reorganizing the schools of Pawnee County; condition of roads, length of bus routes, cost per pupil, small enrollment, meager offerings, small administrative areas, and the effect upon the child and the civic health of the community, the good of the child being considered above that of the community,

and of efficiency alone.

3. The practical criteria for Pawnee County are: The educational opportunities of the child shall be considered as of first importance, value of the reorganization plan must be made apparent to the people, a sociological community center must be the location of the enlarged school unit, smaller children shall attend schools as close to home as possible, the school must be large enough to provide an adequate educational opportunity for every child, small villages close together shall have their attendance areas combined, the criteria as set for schools by Dawson shall be followed where they do not keep the child too long on the bus.

4. The reorganization as contemplated by the Reorganization Committee of Pawnee County is inadequate in that only the rural districts will be touched and the greater educational opportunity that could be secured by the reorganization or the high schools of the county will not be attained.

5. The more practicable reorganization of the county schools would be to put the entire county under one administrative and tax unit, have but one senior high school located at Larned, combine the attendance areas of Rozel and Burdett, let the combined school of Rozel and Burdett and the school of Garfield maintain school for grades through one to junior high, eliminate the school at Zook, and have but one rural attendance area located at Ash Valley.

6. The people can be made to see the value of the proposed plan by an educational program carefully conducted in which it is shown that such plan is democratic and practicable, that no rights will be

lost, and that the greatly increased educational opportunities will far outweigh any inconveniences.

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Typist: Mary Wallace Spohn