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A HISTORICAL STUDY OF THE
SCHOOL CONSOLIDATION MOVEMENT
IN KANSAS

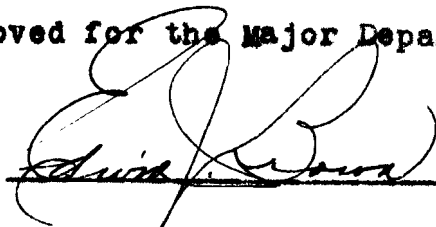
A THESIS
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TEACHERS COLLEGE OF EMPORIA IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF SCIENCE

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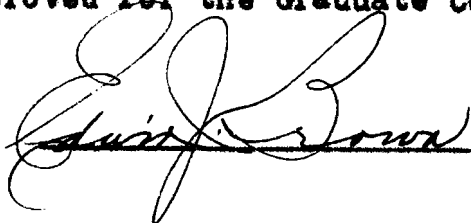
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CHAPTER I

INTRODUCTION

Purpose of the Study

Several surveys have been made of the consolidated school movement in Kansas, but most of these surveys have dealt with the status of the schools at a particular time, and relatively little has been written concerning the historical aspects of the movement as a whole. It is the purpose of this study to treat historically the movement toward the consolidation of rural schools since the beginning of the Kansas school system.

Sources and Handling of Data

The data for the study have been gathered very largely from the Biennial Reports of the State Superintendent of Public Instruction and from information found in bulletins issued by the Kansas Department of Education and the United States Bureau of Education. Books, magazines, pamphlets and newspapers have also been used. Some material was taken from information furnished, in response to letters of inquiry, by the county superintendents of those counties in which the consolidated schools are located. The development of the movement has been treated chronologically, for the most part. Statistical tables have been used to show the present status of the consolidated schools.

Definition of Consolidation

In this study a 'consolidated' school is intended to mean the school which is formed when two or more districts are united to make a single district with one school replacing the two or more small schools in several buildings. When a new building is erected for such a school it is usually given a central location in the district. Quite often a consolidated district is made up of districts located around a small town and all the children are sent to school in the town.

Another plan of union, which accomplished some of the purposes of consolidation, was that of closing the school in one district, usually temporarily, and sending the children to the school in an adjacent district. In such a case tuition had to be paid by the district sending the children, so that the burden of school expenses would be divided between the districts according to the number of pupils each has in the school. This plan was used before any legal provision was made for consolidation and is still used to some extent.

Consolidation in other States

Although consolidation is not a new movement, it is difficult to say just when consolidation, as the word is generally understood, began in the United States. Probably in some of the older states the practice of abandoning schools, as a matter of economy, and sending the children to the

neighboring district, began in very early times.¹ In Massachusetts enough such cases had occurred before 1869 so that the legislature in that year acted favorably upon a bill which authorized school trustees to pay, out of school funds, for the transportation of children to a neighboring district.

The first school which took advantage of the provisions of this law was a school in the town of Quincy, in the eastern part of Massachusetts. In 1874, a school of less than a dozen pupils was closed and the children were transported to another one-teacher school which also had a small enrollment. Although the transportation and tuition were both paid from school funds, the expense was less than the amount which would have been required to keep the school open. No special educational advantages were added as a result of the union.

In 1875, three district schools in Montague, Massachusetts were abandoned and a new, centrally located brick building was erected, to which the children from the three districts were transported at public expense. This consolidation was formed with the definite purpose of securing better educational opportunities for the children, and appears to have been the first one formed with that purpose in view.² In 1879, an

¹ A. C. Monahan, Consolidation of Rural Schools and Transportation of Pupils at Public Expense (Washington: Government Printing Office, 1914), p. 7.

² Ibid., p. 8.

eight room central building was erected in Concord, replacing several one-teacher schools.

In 1882, Massachusetts abandoned the single district organization and adopted the township as the unit or organization, with the school affairs managed by a single board. With the adoption of this form of organization, consolidation advanced much more rapidly. Consolidation has always made faster progress in the states which use the township or county as the basis of organization than in those which are organized on the basis of single districts, each with its own board of trustees. Exceptions are Washington and Minnesota, which, although organized on the district-unit basis have made considerable progress, due to state aid being given to consolidated districts.³

In Louisiana, consolidation, which is now practically the only plan used in the state, began (in 1902) because of a cyclone. In the parish of Lafayette, a cyclone destroyed a one-room schoolhouse about six miles from the town of Scott. As the building of a new schoolhouse would cause the children to be out of school a month or so, two of the board members offered to furnish temporarily, at their own expense, a wagon to be used to take the children to the graded school located in the town of Scott. The idea worked out so well that the board decided not to rebuild but to put in a per-

³ Ibid., p. 15.

manent wagon. Other communities in the parish heard of the plan, and in a year or so practically every consolidation that was possible had been made in Lafayette. Gradually the idea worked out through all parts of the state, and other parishes began trying the plan.⁴ This is one example of the reason for the beginning of consolidation in a state.

From Massachusetts, the school consolidation movement has spread until now there are such schools in every state in the Union, and in one state, Utah, all schools are organized on the consolidated district basis.⁵

As there is no uniformly accepted definition of a consolidated school, it is extremely difficult to collect data showing the number of such schools in the country. According to the Biennial Survey of Education of 1928-1930, forty-three states in 1928 reported 9,752 such schools. In 1930, forty-four states reported 16,232. In the forty-two states reporting for both years there were 9,684 consolidations in 1928 and 15,266 in 1930, and increase of 5,582 or 57.6 per cent for the decade.⁶

⁴ Ibid., p. 15.

⁵ What People Say About School Consolidation (Topeka: State Printing Plant, 1922), p. 39.

⁶ Biennial Survey of Education, United States Bureau of Education Bulletin No. 20, Vol. II (Washington: Government Printing Office, 1931), p. 33.

Table I gives, as exactly as may be had from the reports of the various states, statistics concerning the increase in the number of consolidated schools during the decade from 1920 to 1930. It also shows the number of pupils transported and the amount spent for transportation in 1927-28, and the type of school organization in each state. The documentation for the sources of these data is shown under the Table. Although there is shown a decrease in several states in the number of consolidated schools, there was an increase in one-teacher schools in only three states, Rhode Island, South Dakota, and Wisconsin.⁷

⁷ Ibid., p. 35.

TABLE I
 STATISTICS CONCERNING
 CONSOLIDATION AND TRANSPORTATION #

STATE	CONSOLIDATED SCHOOLS		TRANSPORTATION			
	1920	1930	In-crease	Per cent inc.	No. Pupils Transported in 1927-28	Cost in 1927-28
3. Alabama	328	645	315	96	54,333	\$1,051,921
2. Arizona	29	67	38	130		215,944
2. Arkansas	170	353	183	108	9,694	169,980
2. California	59	172	113	190		
2. Colorado	137	167	30	22		
1. Connecticut					20,224	784,230
4. Delaware	5	56	51	1020	1,552	157,219
3. Florida					39,529	989,359
3. Georgia	282	926	644	228	69,760	854,729
2. Idaho	41	41	0	0	12,000**	323,143
2. Illinois	78	109	31	40		298,431
1. Indiana	1,040	992	48*	4	144,970	4,246,395
2. Iowa	288	379	91	31	47,286	2,089,726
2. Kansas	112	174	56	47	7,300	292,005
3. Kentucky	252	197	61*	24	9,500	437,286
3. Louisiana	202	317	491*	61	70,551	1,632,638
1. Maine	117	15	102*	87	14,326	590,466
3. Maryland	120	329	149	83	15,907	463,380
1. Mass.	68				45,000**	1,728,141
2. Michigan	211	274	63	29	20,000	646,714
2. Minnesota	255	406	151	59		1,704,344
2. Miss.	470	982	512	110		
2. Missouri	162	406	238	141		104,434
2. Montana	69	69	0			497,683
2. Nebraska	101	23	12*	17		222,033
2. Nevada	15	15	2*	13		72,839
1. New Ham.		15			4,080	391,219
1. New Jersey	92	56	36*	39	18,227	1,878,888
3. New Mexico	129	375	246	190	9,034	324,099
2. New York	354	521	167	47		1,355,349
3. N. Carolina		951			136,980	1,676,442
2. N. Dakota	457	446	11*	2	29,348	993,012
2. Ohio	200	693	107*	13	146,136	3,777,886
2. Oklahoma	262	447	185	70	44,623	781,274
2. Oregon	30	130	100	330	8,693	494,083
1. Penna.	137	642	511	373	39,722	1,974,674
1. R. I.	3	24	21	700	265	108,778

TABLE I (continued)
 STATISTICS CONCERNING
 CONSOLIDATION AND TRANSPORTATION

STATE	CONSOLIDATED SCHOOLS		In-crease	Per cent inc.	TRANSPORTATION	
	1920	1930			No. Pupils Transported in 1927-28	Cost in 1927-28
2. S. Carolina	300	406	106	35	29,054	737,048
2. S. Dakota	139	106	33*	24	5,834	404,545
3. Tennessee	309	890	581	188	25,145	600,967
2. Texas	635	1,540	905	142	40,960	543,627
3. Utah					15,738	464,374
1. Vermont	59	50	9**	16	6,776	284,832
3. Virginia	258	812	554	215	50,088	793,584
2. Washington	257	406	149	58	37,964	1,423,022
1. W. Virginia	145	329	184	127		259,174
2. Wisconsin	80	78	2**		11,954	583,605
2. Wyoming	11	133	122	3	7,543	468,980

Read Table Thus: In Alabama there were 328 consolidated schools in 1920; there were 643 in 1930. The per cent of increase was 96. The total increase was 315. There were 54,333 pupils transported in 1930, at a cost of \$1,051,921. Read in like manner for other states.

*Decrease.

**Estimated.

***Number refers to kind of organization of the state school system: 1. Town or township system; 2. District system (in some cases county organization is optional); 3. County-unit of administration; 4. State is the unit.

†Kinds of state organization from,

Walter S. Deffenbaugh, and Timon Covert, School Administration with Special Reference to the County Unit (Washington: Government Printing Office, 1933), p. 4.

Data on consolidated schools from,

Biennial Survey of Education, United States Bureau of Education Bulletin No. 20, Vol. II (Washington: Government Printing Office, 1931), p. 34.

Data on transportation from,

Timon Covert, A Decade of School Consolidation, United States Office of Education Pamphlet, No. 5 (Washington: Government Printing Office, 1930), pp. 13-14.

CHAPTER II

BEGINNING OF THE STATE SCHOOL SYSTEM
IN KANSAS

District System Established by Law

The territorial legislature of Kansas in 1855 established the independent district system,¹ and from that time the rural school district has been the basic unit in Kansas school taxation and administration. Districts were organized rapidly and by December, 1863, there were 705 districts in thirty-three counties. At that time there were 26,824 children in the state between the ages of five and twenty-one;² the enrollment in the schools was 16,603, while the average daily attendance was 5,349. During that year the cost of operating the schools was \$26,721 and 564 teachers were employed.

Early Need for Consolidation

The leaders in the schools very early saw the disadvantages in the plan of organizing small districts as the immediate need arose. State Superintendent Isaac T. Goodnow said in 1863 that districts six miles square were much better

¹ Clyde Lynden King, "The Kansas School System--Its History and Tendencies." Collections of the Kansas State Historical Society for 1909-1910, p. 425.

² Annual Report of the Kansas State Superintendent of Public Instruction, 1863, p. 8.

than the more common district of about three by four miles.³ If the school were centrally located in such a larger district, few of the children would have much farther to go to reach the school, yet there would be an area three times as large as that of the district of smaller dimensions. By such a plan more money would be available for each school and better schools could be maintained.

Superintendent Goodnow went so far as to say that since one teacher could not well handle all the grades and a large number of pupils, two or three teachers should have the work. He said:

To pay the extra expense of instruction, large numbers of scholars can be collected by uniting two or more districts. This would constitute a graded school and the district thus formed is called a 'Union District'.⁴

In 1886, Thomas M. Griswell, county superintendent of Lyon County, reported only thirty-eight districts after having reported forty-two for the previous year. He said that the decrease was due to consolidation of some of the smaller districts in order to secure larger schools and better teachers.⁵

³ Ibid., p. 13.

⁴ Ibid., p. 29.

⁵ Annual Report of the Kansas State Superintendent of Public Instruction, 1886, p. 26.

As is shown by Table II there were several decreases in the number of districts reported in the older counties, and these decreases were due to the consolidation of some of the smaller and weaker districts.⁶

TABLE II
EARLY DECREASES IN NUMBER OF DISTRICTS

COUNTY	YEAR AND NUMBER OF DISTRICTS				
	1862	1863	1864	1865	1866
Allen	22	27	20	26	32
Atchison	1861 29	1862 13	1863 31	1864 40	1865 42
Bourbon	1862 38	1863 36	1864 38		
Brown	1877 73	1878 69			
Dickinson	1863 6	1864 4	1865 7		

Read table thus: In 1862 there were twenty-two districts in Allen County; the next year there were twenty-seven, and so on. Read in like manner for other counties.

This period of consolidation did not last long, however, Superintendent Allen B. Lemmon said in 1880:

The tendency in the older counties, noticed two

⁶ First Biennial Report of the Kansas State Superintendent of Public Instruction, 1877-78, pp. 111 ff.

years ago, "to reduce the number of these organizations by the consolidation of weak districts and the formation of larger and stronger ones," has not been apparent the past two years. While most of the increase in the number of districts is due to the settlement and organization of new counties, nearly all the older counties have shown a disposition to still further divide their territory for school purposes. The result of this action cannot be other than injurious to our educational interests.⁷

In this same report the defects of the small district system which were emphasized were: (1) best teachers cannot be kept on account of low salaries and discord within districts; (2) too many school district officers and many of them are not competent to do even the few things required of them; (3) the district too small a unit for taxing purposes.⁸

The school leaders who were advocating new plans, chiefly the one of township districts, were not talking about 'Consolidation' as such, but their plans, had they been put into effect, would have accomplished the consolidation of many districts.

Township System Favored

The districting plan which seemed to be most discussed and favored was some form of township plan. At the annual state convention of county superintendents, held at

⁷ Second Biennial Report of the Kansas State Superintendent of Public Instruction, 1879-80, p. 4.

⁸ Ibid., pp. 82-87.

Topeka in 1867, a committee was appointed to confer with the state superintendent in making recommendations for suchrevisions in the school laws as were deemed necessary. Included in the recommendations were: the substitution of the congressional township system of districting for the system then in use, in such a way, however, as not to interfere with the bounds of districts as already organized; the forming of a township board of education with power to establish a central graded school in each township when the interests of the people should demand such a school.⁹

State Superintendent Peter McVicar in the report of 1867 also suggested a township system of districting. His plan was that each congressional township be made a district with a board of education composed of the directors of the sub-districts, or districts as then organized. Then the schools in the sub-districts would become primary schools for the beginners and younger pupils, and a centrally located graded school would be established for the pypils in the upper grades and in high school.¹⁰

In his report of 1870, Superintendent McVicar pointed out that due to their system of gradation, classification, and other advantages, the schools of the towns and cities of

⁹ Annual Report of the Kansas State Superintendent of Public Instruction, 1867, p. 14.

¹⁰ Ibid., p. 17.

Kansas were among the best in the world. But he could not say the same thing for the country schools of the state. He believed that their poor quality was due mainly to the lack of cooperation on the part of contiguous communities in educational efforts, and to the too small school districts which seemed to be becoming smaller. He repeated his plan for township districts which he had suggested in his report of 1867, but added that if such a plan was not practicable at least three or four districts might consolidate for the purpose of maintaining a central graded school.¹¹

The township district system was discussed again by Superintendent H. D. McCarty¹² in 1871 and even more fully in 1873. He quoted from communications from educators in several states which had adopted and were satisfied with the plan.¹³ In 1876, of the forty-five county superintendents who replied to a letter sent by the state superintendent on the question of township districting, 31 per cent considered the plan not practicable or practical, while 69 percent were heartily in favor of some system which would make the district units larger.¹⁴ Some of the objections given to the

¹¹ Annual Report of the Kansas State Superintendent of Public Instruction, 1870, p. 31.

¹² Ibid., 1871, p. 34.

¹³ Ibid.; 1873, p. 31.

¹⁴ Ibid., 1876, p. 12.

plan were that it would make some of the children have to go too far to school, and that the people would never agree to such a plan.

Other Plans Suggested

Until 1885 the township was the largest unit which had been mentioned as the reasonable basis for rural school organization. But in the report of 1885-86, State Superintendent J. H. Lawhead said he believed that, although there might be some grounds for the agitation demanding abolition of the districts and establishment of a township system, it would be better to adopt the county system with a county board, one of whose duties would be the locating of school-houses where they were needed.¹⁵

Superintendent H. N. Gaines in 1894, in suggesting needed school legislation, suggested, not that a new plan of districting be used, but asked that provision be made for thinly populated districts to consolidate in order to provide better school privileges for the children in such districts. He also asked that district boards be permitted to provide, from funds raised by taxation, for conveyance or board and tuition for children who might live too far from school privileges.¹⁶ This was the first time that trans-

¹⁵ Biennial Report of the Kansas State Superintendent of Public Instruction, 1885-1886, pp. 11 ff.

¹⁶ Ibid., 1893-1894, p. 65.

portation of pupils at public expense had been mentioned by a Kansas state superintendent in his report. Such transportation afterward became commonly used for children who were far from school and in consolidated districts.

A circular letter sent in 1897 by State Superintendent Wm. Stryker to county superintendents, teachers, and friends of the public schools, shows that an effort was being made to show more of the people the advantages of consolidation, and to urge the districts to act on some such plan:

The number of districts and the number of schools should be reduced, and provision be made for transporting those too far from school, thus preventing the great waste of money now paid out for buildings, teachers, and incidental expenses for keeping up so many small schools, and at the same time give the children the benefits resulting from association, grading, closer and better supervision, more healthful conditions, and prompt and regular attendance, and a relief from the monotony of the small, imperfectly equipped school upon the prairies, to which they will no longer be compelled to walk through mud and rain and cold. Districts desiring to follow this suggestion have ample authority without loss of organization or public money and under laws now in force. (See Chap. 817, Laws 1895 or p. 81, School Laws, 1897.)¹⁷

The state superintendents from 1900 to 1910, in their reports, told of the rather slow progress of the movement toward consolidation. Superintendent I. L. Dayhoff in 1904 said that the consolidation of rural schools was slowly but

¹⁷ Biennial Report of the Kansas State Superintendent of Public Instruction, 1897-98 p. 86.

steadily gaining favor and that wherever the plan had been tried it had given satisfaction.¹⁸ In 1906, Superintendent Dayhoff tells again of the 'slow but steady growth' and adds:

We are slow to divorce ourselves from tradition, and so much poetry clusters about "The Little Red Schoolhouse On the Hill," that we are loth, indeed, to divorce ourselves from it for the newer idea of consolidation. . . . The best argument in favor of consolidation is that, where the system has had a reasonable trial, it is eminently satisfactory, and under no conditions would the patrons go back to the old district system.¹⁹

The transportation of pupils was pointed out as the chief barrier to communities in considering the question, but was said by Superintendent Dayhoff to be no harder than taking the farm products to market.

¹⁸ Biennial Report of the Kansas State Superintendent of Public Instruction, 1903-1904, p. 10.

¹⁹ Biennial Report of the Kansas State Superintendent of Public Instruction, 1905-1906, p. 17.

CHAPTER III

FACTORS IN DEVELOPMENT OF CONSOLIDATION

Leaders in the Movement

Many of the state superintendents of public instruction have felt that there was a need for more consolidation of schools and have made mention of the fact in their annual or biennial reports. Some of the state superintendents who, for their influence and activities in promoting the movement, deserve especial mention are Isaac T. Goodnow, Peter McVicar, H. D. McCarty, E. T. Fairchild, W. D. Ross, and Elizabeth Wooster. These superintendents wrote and talked about consolidation, encouraged districts to consolidate, and urged the legislature to pass laws which would be favorable to consolidation and improve the Kansas school system.

In 1908, State Superintendent E. T. Fairchild issued a bulletin concerning rural school consolidation in which he outlined briefly, the history of the movement in Kansas and other states, and the advantages of consolidation. He challenged rural people to keep up educationally with the many improvements which had made their farms efficient and modern.¹ Figure 1 shows that there was a larger than usual number of

¹ E. T. Fairchild, Consolidation of Rural Schools (Topeka: State Printing Plant, 1908), 48 pp.

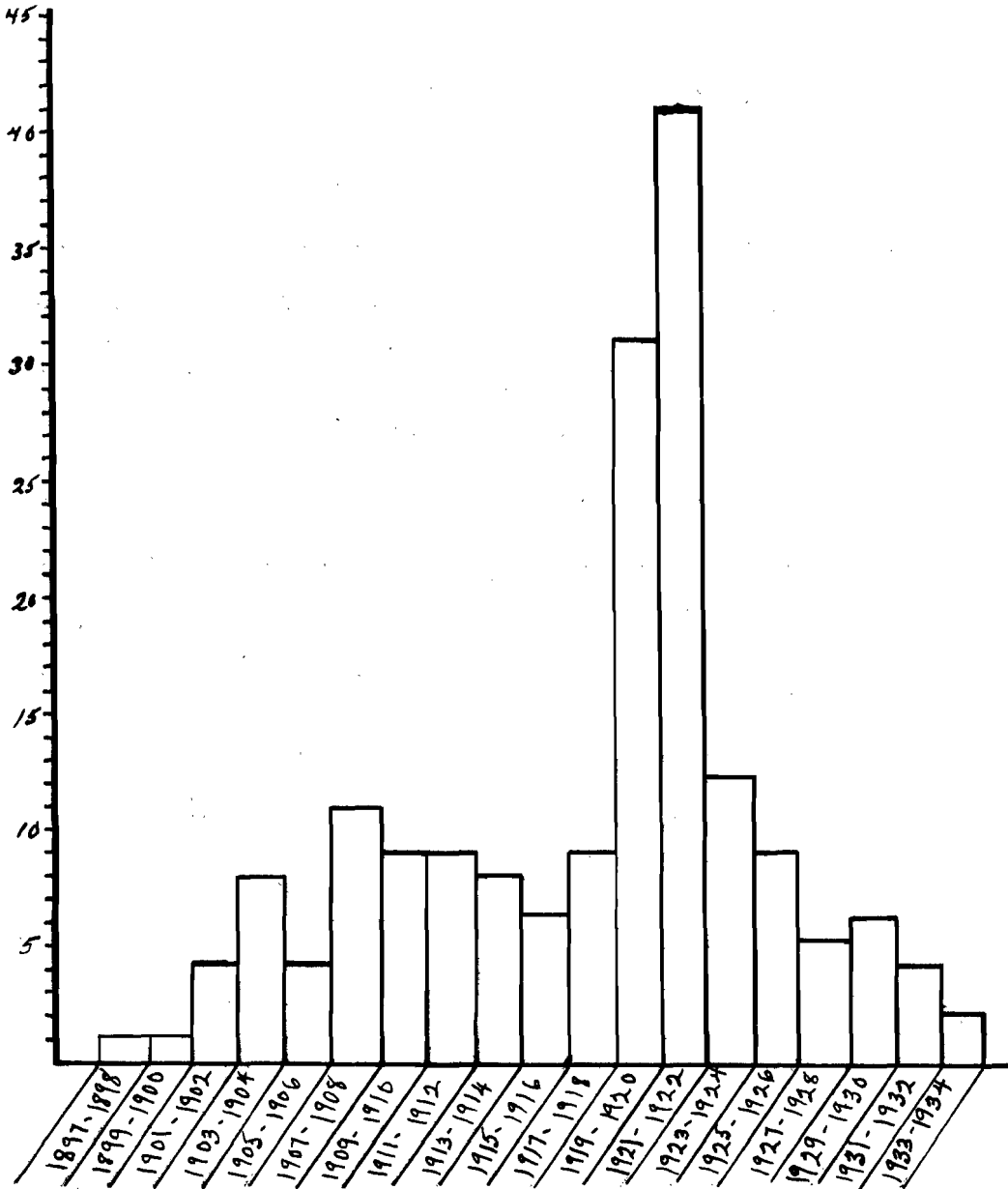


Figure 1.

Representing the number of new consolidations formed each year from 1897 through 1934.

consolidations formed in 1908, the year the bulletin was issued, and the growth remained steady for several years.

An explanation of the large number of new consolidations formed from 1919 to 1923 may be found by the study of the efforts of a few people. Mr. C. E. Rarick, Professor of Rural Education at the State Normal School at Hays, was very active in making addresses and in other ways encouraging and spreading information concerning consolidation. His belief was that children in the country should have as good an education as those in the city, but that farm people should not expect to get their education for less money than was paid by their city neighbors. He said in 1921:

The tax levy for education in the one-room schools is 3.1 mills, in the graded schools 5.9 mills. The farmer cannot buy education for less money than the city man. Through the plan of consolidation now popular in this state, he can give his children as good an education as the city man gives his, but he will have to pay more for it than he is paying for education in the one-room school.²

The state superintendent at the time of the unusually large number of consolidations, Miss Elizabeth Wooster, issued in 1922 a Rural School Bulletin in which she told of some of the largest and most successful consolidations which had been in operation for several years.

Professor M. L. Smith of the Department of School Con-

² C. E. Rarick, "Kansas Slips Three Notches in Educational Ranking." Kansas Teacher, 13:32, May, 1921.

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² C. B. Rarick, "Kansas Slips Three Notches in Educational Ranking." Kansas Teacher, 13:32, May, 1921.

consolidation in the Kansas State Normal School, Emporia, did a great deal to promote the movement. He is mentioned often in the 'Kansas Teacher' as being one who helped to plan various large consolidation programs. In 1922, the Department issued a Bulletin entitled "What People Say About Consolidation," in which was given excerpts from letters written to Miss Hildebrand, secretary of the department, in reply to a general letter of inquiry which she had sent to two or more patrons in each consolidated school district in Kansas. In every case but one, the consolidated school was reported as a success and there seemed to be no desire to return to the old plan of separate districts.

In the same bulletin was included a list of twenty-two questions which were often asked by people in communities where consolidation was being considered, and the answers were given. A few of the questions and answers were:

2. Does consolidation cost more than the present rural-school plan?

Ans. It will vary slightly, depending upon the kind of a school the people want. Under consolidation you buy a grade-school system, nine months of instruction by the best qualified teachers, music, art, science, transportation, etc. For this you will pay what it has always cost for graded-school systems-- 6 to 10 mills. Per capita it costs less.

15. Do you think it would be well to wait until we are better prepared for consolidation?

Ans. Waiting does not prepare for anything. Work does. Kansas has been waiting twenty years to get prepared while the other states went ahead and did the work. That may explain, in a measure, why Kansas ranks

twenty-seventh among the states in education.

17. From what sources do you get opposition to consolidation?

Ans. From people who are more interested in saving taxes than in the education of their own children or the children of their neighbor. From religious sects and foreign groups who wish to maintain separate schools to further their particular beliefs and customs. From illiterates who insist that education is dangerous to the religious and political welfare of the country. From persons who are suspicious of any new thing and are afraid some person will gain from the plan, even though the cost is less. This is particularly true where there is a town in the consideration.

18. What are the advantages of consolidation to us who are in a rural school?

Ans. Longer school terms; better trained and more experienced teachers; longer class periods; larger class groups; more individual attention; less duplication of equipment; better buildings; library and laboratory facilities; training in music, art, etc.; supervised play; participation in dramatics, oratory, ~~declamation~~, debate, athletics; high school advantages; transportation; children at home at night and week ends with parents.³

These were some of the typical questions which were asked of Mr. Smith, Mr. Barick, and others who were promoting the consolidation idea, by communities which were considering the plan. Many other questions were answered in the bulletin from which these were taken.

The Department of School Consolidation of the Kansas State Normal, Emporia, compiled and published, in 1922, a "Kansas School Consolidation Manual," which included infor-

³ The Community School (Emporia: Kansas State Normal School, 1921), pp. 24 ff.

mation concerning laws and methods of consolidation and told where other information on the subject might be had by those interested in learning more about it.

During the years from 1928 to 1930 the fight for consolidation was not quite as strong as it had been for the few years just preceding. The state superintendents in their reports emphasized more the standardization of rural schools than their consolidation. Standards were set up in regard to equipment, school buildings, libraries, and instruction. If all the standards were attained by a district, the school was then called 'Superior', while the school might be 'Standard' and not meet quite all of the requirements for a superior rating.

Consolidation--Advantages and Objections

A few of the numerous advantages which were claimed for consolidation were mentioned on previous pages. One of the most important advantages was the superior instruction which the children would receive in the larger school with a better trained teacher. Several studies have been made which show that, with a few exceptions, the pupils in a graded school do better work for their ages than do the pupils in a one-room school.

Superintendent E. T. Fairchild in his bulletin on rural schools gives a summary of the advantages of consol-

idation, which includes those mentioned by nearly all writers on the subject. Some of the advantages, as taken from his school bulletin are:⁴

It permits a better grading of the school and better classification of the pupils. Consolidation allows pupils to be placed in graded schools where they can work to the best advantage and where more time can be given to the recitation.

It insures the enrolment of a larger percentage of the persons of school age.

It insures a better attendance from those enrolled.

Greater results are accomplished in the same length of time.

Better school officials can be secured by having a much larger district from which to select them.

The course of study can be made more complete.

It affords an opportunity for thorough work in special branches, such as drawing, music, and elementary agriculture.

By consolidation we are taking a long step forward in solving the problem "How to keep the boys on the farm." Such a school may become the social and intellectual center of the community.

The large classes bring interest, enthusiasm and confidence.

The large numbers make the games more interesting, make such games as baseball possible, and hence contribute to the attractiveness of school life.

The social life of the pupil is widened and the circle of acquaintance extended. The larger association improves the manners of the pupils, strengthens their individuality, broadens their experience with others, and makes them better and more intelligent citizens.

Close supervision will give the inexperienced teachers wise daily assistance and guidance, and greatly improve their efficiency.

The buildings are more comfortable and convenient, and better adapted to school purposes. The same number of rooms can be constructed more cheaply when combined in one building than when constructed separately.

It reduces irregular attendance.

⁴ E. T. Fairchild, Consolidation of Rural Schools (Topeka: State Printing Plant, 1908), pp. 43 ff.

It gives value received for the amount expended. The consolidated school has gone far beyond the experimental stage. Its advantages are as well confirmed as are the disadvantages of the one-teacher rural school.

Some of the objections which have always been present are; consolidated schools cost too much; the children would be too far from home; the children would not be safe in the busses; the old school is good enough; control of the school would be taken away from the people; the children would learn bad habits from associating with so many others; diseases would be spread more easily. There seems to be a great deal of opposition to giving up the identity of the small school districts. In some cases districts have sent their children to another district school for several successive years, but still insist on keeping their own district and school board of three members instead of forming a true consolidation with other districts.

Legal Provisions for Consolidation

The suggestions of the state superintendents and other school leaders have had some effect on school legislation, and some laws have been passed which have made possible some of the desired improvements in the schools. In 1876 it was made legally permissible for two or more school districts to unite for the purpose of forming a graded school, and giving therein instruction in the higher branches of education.⁵

⁵ Laws of Kansas, 1876, ch. 122, art. 7, sec. 1.

In 1895, school boards were authorized to send children outside their own districts if the number of children was too small and their distance from the schoolhouse too great to justify the keeping of school in their district. Tuition was to be paid by the district from which the children.⁶

In 1899, the county superintendent was permitted to combine adjoining districts, when they had less than five pupils each, and to divide the term of school and the expense between them.⁷ If the children lived three or more miles from the schoolhouse the school board was to pay the parents for transporting the children to and from school.⁸ The next step made possible the voluntary disorganization of districts for the purpose of forming a graded school.⁹ Transportation of pupils living two or more miles from the schoolhouse was to be arranged by the school board.¹⁰ In 1911, school districts were permitted to be annexed to a district already containing a graded school.¹¹ The most recent law affecting consolidation is the Rees school law, which authorizes two or more districts

⁶ Kansas Laws of 1895, ch. 217, sec. 1.

⁷ Kansas Laws of 1899, ch. 177, sec. 11.

⁸ Ibid., sec. 12.

⁹ Kansas Laws of 1901, ch. 305, sec. 1.

¹⁰ Ibid., sec. 2.

¹¹ Kansas Laws of 1911, ch. 275, sec. 2.

to cooperate in the maintenance of a school, without the individual districts losing their identity.¹²

Recently Presented Plans

In spite of the fact that wherever consolidation has been fairly tried in Kansas it has proven satisfactory, rural Kansans seem to be very slow in adopting the plan generally. Recently a plan has been suggested which is designed to accomplish the same purpose as consolidation, but which is more gradual and conservative and would probably meet with less opposition if put into effect. This plan is for Co-operative School Areas, and was worked out by W. E. Sheffer, superintendent of the Manhattan, Kansas, city schools. In defining this co-operative school area Mr. Sheffer says:

Co-operative School Districts are defined as areas consisting of one graded school district with one or more adjacent one-teacher districts whose pupils would be taught in the graded school for a payment made by the respective one-teacher district school boards to the graded school board.¹³

The co-operative school area is similar to the consolidated school district in many respects: it is developed from a group of smaller school units; it may include a system of pupil transportation; it provides better social and

¹² Kansas Laws of 1935, ch. 255.

¹³ W. E. Sheffer, The Co-operative School Area In Kansas (Topeka: Kansas State Printing Plant, 1934), p. 8.

educational opportunities than does the district system; it gives a larger taxing area over which the financial burden of the school may be spread.

There are differences, however, between the two plans. The plan of co-operative school areas would not require districts to lose their identity nor would it cause all local school boards to be disbanded and replaced by a single board. There would not have to be an immediate expenditure for new buildings and equipment and thus no "bond issue scare" would be aroused. The people could consider the plan as more or less an experimental program from which they could easily withdraw at any time if it proved unsatisfactory.

Mr. Sheffer holds out the hope that rural school conditions in the state of Kansas can be improved by a process of practical experimentation in which the citizenry will be slowly educated to the idea of consolidation.¹⁴

A second recent plan has been offered by Harrison Euler. His plan is for a consolidation of county units of government in Kansas and for a corresponding consolidation of school districts which would naturally follow. He says:

Since education is one of the principal functions of county government the problem of county unification is closely related to the problem of the consolidation of school units. It has been shown that there is real need of consolidating many small school districts, that there would be a great advantage to all concerned in

¹⁴ Harrison Leslie Euler, County Unification in Kansas (New York: Teachers College, Columbia University, 1935), p. 76.

such a development, and that there are genuine possibilities for bringing it about.

The problems involved in school consolidation are analogous throughout to the problems involved in county unification. They are in effect part and parcel of the same general problem. The progress in the solution of the problem in one area will react toward helping along the solution in the other area.¹⁵

Cost and Transportation

The purpose of the very early school consolidations was more to save money than to provide better educational opportunities for the children. This viewpoint may be seen in reading the reports of some of the early county and state superintendents. They believed that while the schools were so small, that one teacher could very well teach the children from more than one school, and thus save the expense of hiring other teachers and paying fuel bills in several buildings.

During the period from 1917 to 1923, a period of great activity in the promotion of consolidation, districts were urged to unite, not for the purpose of economy, but in order to have more money to spend on making larger and better school systems. Rural people had always paid less for education than had the people in the cities, but during this period they were encouraged by various leaders to spend more money on education.

In 1918, T. A. McNeal, editor of the Hail and Breeze,

¹⁵ *Ibid.*, p. 78.

been paying tuition and sending their children to another school, but have kept their own districts instead of consolidating and in that way spreading the tax over the whole area. During the school term of 1934-35, over three hundred districts sent their pupils elsewhere.¹⁸

When transportation began in Kansas, the children were transported in wagons drawn by horses. As automobiles have become common and the highway system has been improved, the motor truck and bus have gradually taken the place of the horse-drawn vehicles.

There are various provisions made for the transporting of the children who live in consolidated districts. In many cases busses are owned by the district and are driven by some responsible persons for a certain sum per month. In other cases several individuals are paid to use their own cars in transporting pupils, and in still others the parents are paid to take their own children to school.

There has been a great increase in the amount expended in the state for transportation of pupils. In 1888-89 the expense was \$22,000; in 1905-06 it was \$236,000;¹⁹ in 1927-28, \$292,005;²⁰ and in 1934-35, \$505,508.²¹

¹⁸ Facts of Interest for Year Ending June 30, 1935 (Topeka: State Department of Education), p. 20.

¹⁹ E. T. Fairchild, Consolidation of Rural Schools (Topeka: State Printing Plant, 1908), p. 40.

²⁰ Timon Covert, A Decade of School Consolidation (Washington: Government Printing Office, 1930), p. 13.

²¹ Facts of Interest, op. cit., p. 17.

CHAPTER IV

PRESENT STATUS OF CONSOLIDATION

IN KANSAS

Consolidation, as previously defined in this study, is not progressing rapidly at the present time. Money is not being spent for building up larger and better school systems. There are, however, during the present school term, four hundred forty-four districts not holding school but sending the children to another district and paying tuition.¹ This is about one hundred more districts employing the plan than did last year. The Rees school law of 1935, mentioned previously in this study, encourages districts to use this method of solving the problems involved in maintaining expensive schools for a small number of pupils, and enables them to have their children in school although the district might not have enough money to keep its own school open for the year.

In Table III the names of the consolidated schools are given, with statistics concerning the school districts. The schools which are sending their children to another district but have retained the identity of their individual districts are not included in this table.

¹ "Additional Districts are Consolidated in Kansas." Kansas City Times, December 26, 1935.

TABLE III
 CONSOLIDATED SCHOOLS OF KANSAS 1931-32²

COUNTY NAME OF DISTRICT	1*	2	3	4	5
Anderson:					
Scipio, No. 2A	3	15.88	106	3	1905
Rural, No. LA	2	8.5	20	1	1900
Atchison:					
Petter, Union No. 1	2	7.75	49	2	1918
Union No. 2	3	13.8	43	1	1910
Union No. 3	2	7.25	40	1	1920
Barber:					
Medicine Lodge No. 1	2	39	532	23	....
Sharon, No. 28	2	16	113	4	1919
Hazelton, No. 37	2	17	144	14	1920
Isabel, No. 42	2	19	124	14	1921
Barton:					
Beaver, Union No. 1	2	13	17	1	1920
Butler:					
Towanda, No. 6	2	20	162	9	1911
Latham, No. 42	4	40	185	9	1921
Benton, No. 52	3	26	152	8	1916
Cole Creek, No. 92	3	21	27	2	1924
Richland, No. 100	4	13	54	3	1923
Rose Hill, No. 110	4	36	191	10	1910
Haverhill, No. 113	3	27	82	3	1920
Andover, No. 122	3	56	135	8	1910
Chase:					
Elmdale, No. 1	5	38	73	4	....
Clements, No. 2	3	28	65	3	....
Cedar Point, No. 3	2	23	77	3	....
Matfield Green, No. 43	3	53	63	2	....
Booster, No. 55	2	23	23	2	....
Elk, Union No. 17	2	35	22	1	....
Hymer, No. 4	2	31	38	2	....

² Biennial Report of the Kansas State Superintendent of Public Instruction, 1931-32, pp. 358 ff.

* Explanation of numbered columns:

1. Districts consolidated.
2. Areas of consolidated districts (square miles).
3. Enrollment.
4. Number of teachers.

TABLE III (continued)

COUNTY	NAME-OF DISTRICT	1	2	3	4	5
Chautauqua:						
	Union No. 1	2	11.5	16	1	1912
	Elgin, Union No. 2	3	13.5	157	8	1922
	Hewins, Union No. 3	5	30.48	106	5	1921
	Union No. 4	2	11.25	12	1	1931
Clark:						
	Englewood	3	77	224	12	1901
	Rural	3	41	22	2	....
	Sitka	4	74	45	3	1921
Comanche:						
	Protection No. 1	4	47	419	10	1922
	Wilmore, No. 2	2	30.5	91	3	1926
Decatur:						
	Oberlin, No. 1	3	24	426	16	1922
	Jennings, No. 12	2	77.75	240	10	1923
	Dresden, No. 101	3	24	110	5	1923
Dickinson:						
	Pearl, Union No. 1	2	17.75	42	2	1904
	Talage, Union No. 2	2	10.5	112	5	1904
	Manchester, No. 71	2	10.12	43	3	1922
Edwards:						
	Fellsburg, No. 12	3	37	53	3.5	1922
	Trousdale, No. 32	5	65.25	164	5	1921
	Belpre, No. 34	2	24	111	3.5	1917
	Lewis, No. 35	2	55	128	6.5	1921
	Offerle, No. 43	2	27	97	5.3	1920
	Centerview, No. 52	2	20.75	49	2	1922
Ellsworth:						
	Lorraine, No. 26	4	36.25	86	4	1898
	Kanopolis, No. 4	2	12	322	12	1909
Finney:						
	Holcomb, Union No. 1	6	125	549	19	1920
	Friend, Union No. 2	4	29	80	4	1920
	Sunrise, Union No. 3	2	71.25	17	1	1926

TABLE III (continued)

COUNTY	NAME OF DISTRICT	1	2	3	4	5
Ford						
	Bloom, Union No. 1	5	71	101	8	1919
	Kingsdown, Union No. 2	4	70	127	9	1920
Franklin:						
	Rantoul, No. 98	2	3.5	51	2	1912
	Homewood, No. 99	3	10.5	110	5	1981
	Williamsburg, No. 51	3	20	31	2	1906
	New Union, No. 100	2	9.25	23	1	1923
Gove:						
	Quinter, No. 6	4	56	261	9	1921
Gray:						
	Cimmaron, No. 1	6	135	512	18	1917
	Montezuma, No. 17	4	99	252	10	1920
	Ingalls, No. 26	6.5	127	137	6	1917
Greeley:						
	Rural, No. 4	2	112	10	1	1932
Greenwood:						
	Quincy, Union No. 1	4	153	102	8	1909
	Virgil, Union No. 2	4	143	160	6	1912
	Tenovay, Union No. 3	3	71	51	3	1914
	Neal, Union No. 4	3	111	95	4	1914
	Glimax, Union No. 5	2	11	44	2	1920
Hamilton:						
	Coolidge, Cons. No. 1			123	8	1918
	Consolidated No. 2	2	35	16	1	1925
Harvey:						
	Walton, No. 68	4	13.25	163	4	1913
Jefferson:						
	Rock Creek, No. 19	2	8.75	54	2	1912

TABLE III (continued)

COUNTY NAME OF DISTRICT	1	2	3	4	5
Jewell:					
Ionia, No. 8	3	15	67	3	1911
Northbranch No. 1	2	10	37	2	1913
Near Esbon, Union 2	2	11	24	2	1921
Near Esbon, Union 3	2	10.25	13	1	1931
Kingsman:					
Willowdale, No. 1	3	30.75	133	4	1920
Kiowa:					
Greensburg, No. 1	2	26.75	241	8	1921
WellsFerd, No. 27	3	20.75	52	3	1920
Mullinville, No. 36	6	74.75	181	8	1932
Labette:					
Morehead, No. 1	4	13.37	113	4	1909
Lane:					
Realy, No. 25	4	110.75	94	4	1920
Lincoln:					
Union, No. 1	3	16.5	12	1	1912
Vesper, Union No. 2	3	17.5	71	6	1913
Denmark, Union No. 3	2	14.5	36	2	1917
Union, No. 4	2	14.5	17	1	1920
Logan:					
Oakley, No. 2	6	120	410	22	1920
Winona, No. 4	3	106	146	12	1921
Monument, No. 5	5	115	41	9	1922
Russell Springs, No. 17	4	103	80	7	1922
McAllaster, No. 18	2	63	32	2	1930
Bage City, No. 49	3	47	81	6	1924
Lyon:					
Hartford, No. 1	1	11.25	110	4	1921
Americus, No. 2	1	16.5	105	4	1922
Miller, No. 3	2	17.5	70	3	1923
Reading, No. 4	3	20	117	4	1925
Neade:					
Plains, No. 16	4	124.75	353	18	1920

TABLE III (continued)

COUNTY NAME OF DISTRICT	1	2	3	4	5
Miami: Hillsdale, No. 54	4	15.5	134	5	1919
Montgomery: Wayside, No. 18	3	12.25	150	7	1919
Morton: Rila, No. 17	2	82	185	7	1921
Nemaha: Kelley, No. 21	3	12	130	4	1932
Neosho: Stark, No. 70	2	10.38	55	2	1921
District No. 34	2	9.66	13	1	1933
Ness: Arnold, No. 1	5	52.75	105	9	1919
Osborne: Alton, No. 15	6	23.5	201	5	1905
Portis, No. 19	3	16	140	4	1915
Natoma, No. 52	4	25.63	247	6	1907
Ottawa: Union No. 1	3	13	24	1	1921
Wells, No. 2	2	11.75	27	2	1921
Pawnee: Rozel, No. 1	2	39.75	161	8	1913
Garfield No. 3	5	58.63	141	6	1915
Zook, No. 4	5	55.75	108	4	1921
Burdett, No. 5	2	48.25	121	4	1921
Union No. 2	2	15.5	16	1	1932
Phillips: Birwin, No. 2	4	31.13	246	13	1917
Long Island, No. 12	3	17.5	142	9	1921

TABLE III (continued)

COUNTY NAME OF DISTRICT	1	2	3	4	5
Pottawatomie:					
Wamego, No. 1	2	128.5	213	10	1931
St. George, No. 7	2	9.5	88	3	1929
Garrison, No. 1	3	21	63	3	1908
Havensville, No. 17	2	13	77	4	1922
Rural, No. 2	3	13	14	1	1908
Wamego, No. 19	2	11	259	8	1922
Plush, No. 3	4	18	43	4	1921
Pratt:					
Preston, No. 8	6	40	144	4	1919
Byers, No. 13	6	50	134	5	1920
Cullison, No. 46	7	54	145	5	1921
Coats, No. 84	3	30	89	4	1929
Glendale, No. 89	3	26	21	2	1921
Fairview, No. 90	3	28	35	2	1917
Reno:					
Medford, No. 5	4	27.75	95	2	1910
Langdon, No. 62	4	29.88	100	4	1921
Turon, No. 73	2	16	177	6	1912
Sumner, No. 78	2	14.63	102	3	1912
Sylvia, No. 102	3	28.88	157	6	1921
Haven, No. 139	4	18.13	102	5	1901
Buhler, No. 150	3	10.28	99	5	1901
Republic:					
Courtland, No. 2	2	8.5	175	9	1908
Norway, No. 3	2	9.5	73	6	1908
Rice:					
Union No. 2	3	22	41	3	1903
Chase, No. 3	3	20	108	5	1903
Union, No. 4	4	28.5	41	2	1903
Alden, No. 9	2	25	191	10	1920
Raymond, No. 38	3	20.5	77	3	1921
Mitchell, No. 76	3	21.75	66	4	1920
Union No. 96	2	13	15	1	1920
Riley:					
Randolph, No. 9	2	12	83	4	1921
Stockdale, No. 29	2	13	41	2	1914
Rooks:					
Webster, No. 3	6	38	69	3	1915
False, No. 61	5	43	217	11	1922

TABLE III (continued)

County NAME OF DISTRICT	1	2	3	4	5
Rush:					
Alexander, No. 1	5	48	146	8	....
Saline:					
Hipp, No. 1	2	22.5	41	3	1910
Glendale, No. 2	2	20.5	43	2	1920
Scott:					
Shallow Water, No. 10	2	52.5	133	5	1921
Manning, No. 30	3	36.75	53	4	1920
Sedgwick:					
Derby, No. 6	2	10.75	161	8	1915
Mt. Hope, No. 44	5	32	245	11	1922
Rural, No. 67	2	22	93	6	1908
Rural, No. 68	2	15	20	2	1918
Rural, No. 82	4	29.25	135	4	1907
Maize, No. 83	5	32.25	148	11	1922
Garden Plain, No. 102	3	22.5	94	6	1902
Goddard, No. 142	3.5	27.5	115	9	1916
Viola, No. 160	3	12.75	74	7	1908
Bentley, No. 167	3	15.25	91	3	1923
Seward:					
Kismet, No. 1	5	83	132	3	1930
Sheridan:					
Angelus, No. 1	3	50.75	103	4	1913
Rural, No. 2	3	27	80	2	1920
Sherman:					
Edson, No. 2	8	130	188	7	1923
Ruleton, No. 3	3	36.75	70	4	1926
Kanorado, No. 73	5	102.25	217	11	1920
Smith:					
Bellarie, No. 1	4	....	51	3	....
Union, No. 2	2	....	19	1	1922
Union, No. 3	3	....	14	1	1930
Stafford:					
Radium, No. 1		....	124	4	1922
Sumner:					
Anson, No. 7	3	25.75	77	3	1908
Milton, No. 124	5	37	132	9	1904
Dalton, No. 122	2	10.5	26	2	....

TABLE III (continued)

COUNTY NAME OF DISTRICT	1	2	3	4	5
Thomas:					
Colby, No. 4	5	67	849	31	....
Levant, No. 24	4	68.75	181	7	....
Gen, No. 33	4	46.5	122	8	....
Brownville, No. 37	3	111.5	79	5	....
Menlo, No. 46	4	83.75	203	10	....
Brewster, No. 60	3	86	263	13	....
Rexford, No. 88	8	46.75	179	9	....
Trego:					
Union No. 1	2	17.38	17	1	1921
Wabaunsee:					
Newburg, No. 1	3		61	4	1922
Wallace:					
Wallace, No. 1	3	78	154	7	1921
Sharon Springs, No. 2	2	40	203	6	1923
Weskan, No. 3	9	198.5	207	10	1920
Washington:					
Union No. 1	2	9.06	4	1	1910
Union No. 2	2	10.13	27	1	1919
Union No. 3	2	12.13	10	1	1920
Union No. 4	2	11.75	15	1	1929
Wichita:					
Selkirk, No. 49	2	39	28	2	1926
Wilson:					
Benedict, No. 2	2	13	141	9	1920
Maple Grove, No. 3	2	9		2	1922
Coyville, No. 4	3	20	107	7	1921
Totals	615	8,780.23	22,513	1,080	

Read table thus: In Anderson County, Scipio, number 2A district is made up of three original districts covering an area of fifteen and eighty-eight hundredths square miles; the one hundred six pupils are taught by three teachers; the consolidation was formed in 1905. Read in like manner for the other districts.

Letters were sent to the superintendents of the counties in which consolidated schools are located, asking for some information concerning these schools. Replies have been received concerning fifty-seven of the total number of one hundred ninety-six consolidated schools in the state. Some facts about these fifty-seven districts may be of interest: the largest valuation is \$5,385,593, and the smallest is \$2,100; the largest amount spent for school purposes last year was \$19,208, and the smallest amount was \$559; the highest tax levy for this year is 18.4 mills, while the lowest is .26 mills; the largest enrollment is 268 and the smallest is 9; 29 of the schools use district-owned busses for pupil transportation while the others either pay individuals to use their own cars, pay the parents for transporting their children, or have each family furnish transportation at its own expense.³

In 1920, C. E. Parick stated that 49 per cent of the children in Kansas were dependent upon the one-teacher school for an education. During the year ending on June 30, 1935, there were 170,965 children, or 31.6 per cent of the 540,431 total school population, enrolled in the one-teacher schools.⁴ This shows that there has been some progress in getting the chil-

³ Letters from county superintendents of public instruction.

⁴ Facts of Interest for Year Ending June 30, 1935 (Topeka: State Department of Education), p. 19.

dren into the larger, centrally located schools of consolidated or city districts.

During the year of 1934-35, the amount spent for the transportation of pupils in Kansas was \$505,508, or 2.3 per cent of the total expended for school purposes during that year.⁵

In Figure 2 the number of consolidated schools in the counties of the state are shown. There is a total of 196 consolidations in sixty-six counties. So far, the other thirty-nine counties have done nothing toward reducing the number of their small, and quite often poor, districts.

⁵ Ibid., p. 17.

**During the scanning
process of this Thesis
the following pages
were found missing:**

43 page figure 2

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|--------------|---------------|------------------|-----------------|
| 1. Cheyene | 27. Trego | 53. Kingman | 79. Chautauqua |
| 2. Sherman | 28. Ness | 54. Harper | 80. Nemaha |
| 3. Wallace | 29. Hodgeman | 55. Republic | 81. Jackson |
| 4. Greeley | 30. Ford | 56. Cloud | 82. Shawnee |
| 5. Hamilton | 31. Clark | 57. Ottawa | 83. Osage |
| 6. Stanton | 32. Phillips | 58. Saline | 84. Coffey |
| 7. Morton | 33. Rooks | 59. McPherson | 85. Woodson |
| 8. Rawlins | 34. Ellis | 60. Harvey | 86. Wilson |
| 9. Thomas | 35. Rush | 61. Sedgwick | 87. Montgomery |
| 10. Logan | 36. Pawnee | 62. Sumner | 88. Brown |
| 11. Wichita | 37. Edwards | 63. Washington | 89. Doniphan |
| 12. Kearney | 38. Kiowa | 64. Clay | 90. Atchison |
| 13. Grant | 39. Comanche | 65. Dickinson | 91. Jefferson |
| 14. Stevens | 40. Smith | 66. Marion | 92. Douglass |
| 15. Scott | 41. Osborne | 67. Butler | 93. Franklin |
| 16. Finney | 42. Russell | 68. Cowley | 94. Anderson |
| 17. Haskell | 43. Barton | 69. Marshall | 95. Allen |
| 18. Seward | 44. Stafford | 70. Riley | 96. Neosho |
| 19. Decatur | 45. Pratt | 71. Geary | 97. Labette |
| 20. Sheridan | 46. Barber | 72. Morris | 98. Leavenworth |
| 21. Gove | 47. Jewell | 73. Chase | 99. Wyandotte |
| 22. Lane | 48. Mitchell | 74. Pottawatomie | 100. Johnson |
| 23. Gray | 49. Lincoln | 75. Wabaunsee | 101. Miami |
| 24. Meade | 50. Ellsworth | 76. Lyon | 102. Linn |
| 25. Norton | 51. Rice | 77. Greenwood | 103. Bourbon |
| 26. Graham | 52. Reno | 78. Elm | 104. Crawford |
| | | | 105. Cherokee |

Conclusions

It has been shown that consolidation has progressed very slowly in Kansas. After seventy-five years of statehood only 2.6 per cent of the rural districts are consolidated districts. The rest of the more than seven thousand separate rural districts with their wide range of valuation are having whatever kind of school they can afford. Some districts are so low in valuation that they can not raise enough money to maintain a very high grade of school even with a high tax levy. Other districts can have a good school on a low tax because so much valuable property lies within the district.

Such a condition makes the educational opportunities of the children of Kansas very unequal. It also is one of the things which tends to hinder the progress of consolidation. The districts with high valuations do not desire to consolidate with poor districts because it is very likely that their tax would be raised. The poor districts may want to consolidate but be unable to do so because consolidation has to be approved by the voters of all the consolidating districts.

Leaders in education from the very beginning of the state system have seen the evils of the small districts but not much can be done to remedy the situation as long as the taxpayers do not fully understand the needs and yet have the power to decide what shall be done.

During the period following the close of the World War there was a spurt in consolidation. Economic conditions were very good and the school patrons were willing to listen to those who were promoting consolidation for the good of schools, and were glad to try the plan. Now that money is not so plentiful, the people are extremely conservative and are afraid to try any new system. They feel that if they held to what they have, their condition will be at least no worse than it is now.

In order that the children of Kansas may have more nearly equal educational opportunities, some plan should be adopted for the equalization of the burden of the expenses for education. Then, when consolidation would no longer be a factor in raising or lowering the taxes for the districts, the people would probably be more willing to cooperate in the work of the schools.

Consolidation is not expected to remedy all the evils of the small rural schools, but it is believed that consolidation is a long step toward the obtaining of better educational opportunities for rural children.

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Gives essentials of present county unit systems, how county organization of brought about, and success of the county-unit plan.

133. Morphet, Edgar L., "The Influence of Roads on School Transportation and Consolidation." American School Board Journal, 84:53, June, 1932, and 85:64, August, 1932.

Shows need for a thorough study of roads to be used for pupil transportation.

134. Morris, George, "Democracy in Education." National Education Association proceedings for 1929, p. 528.

Advantages of consolidation.

135. Mort, Paul R., Report of the State School Code Commission of Kansas. Topeka: State Printing Plant, 1928. 100 pp.

Study proposes a minimum educational program and outlines the setting up of a financing plan. Tables show operation of proposed financing plan in all Kansas school districts.

136. Motes, Hulda, "Twelve Objections to Consolidation." Kansas Teacher, 23:13-15. June-July, 1926.

Most of the twelve objections frequently heard can be grouped under two heads: First, transportation problems, and second, finance. The twelve objections are listed and answered in the article.

137. Mueller, A. D., Progressive Trends in Rural Education. New York: The Century Company, 1926. 363 pp.

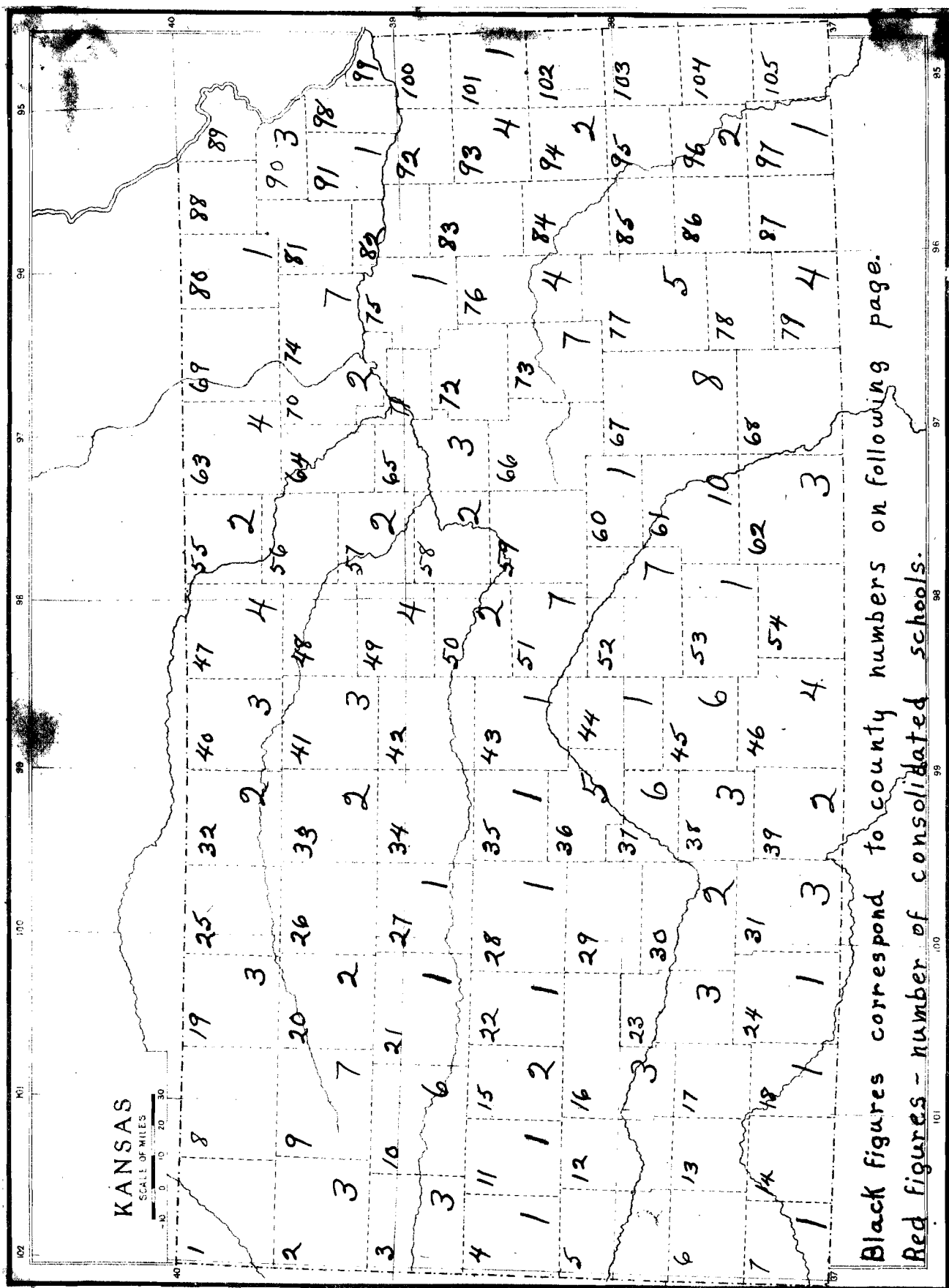
Several chapters are devoted to the larger rural school unit and consolidation. Data are used for illustrating what is being done throughout the country.

138. Muerman, J. C., "Transportation of School Children at Public Expense." National Education Association Proceedings for 1922, pp. 495-7.

Short discussion of costs, kinds of transportation, and number of children transported.

139. Nelson, C. A., and E. B. Windes, A Type Rural High School. United States Office of Education Bulletin, No. 4, 1924. Washington: Government Printing Office. 36 pp.

Tells of the Mount Vernon Union High School in Skagit County, Washington.



140. Nelson, Frank, Circular of Information Regarding Consolidation of Rural Schools. Topeka: State Printing Plant, 1902. 15 pp.

For general distribution in an effort to promote consolidation. Facts concerning consolidation in Kansas and other states.

141. Nelson, Frank, and William B. Shaw, "The Consolidation of Country Schools." Review of Reviews, 26:702-10, December, 1902.

Part I: plan which might be worked out in Kansas. Lorraine school in Ellsworth county as example.
Part II: Progress of the movement in several of the states.

142. "New-Fangled Notions and Better Rural Schools." Kansas Teacher, 14:7, February, 1922.

Consolidation as a means of meeting rural problems.

143. Norman, May Baker, "Our Rural High School." School and Society, 8:154-61, July 31, 1915.

A humorous account of the attempt of a group, mostly women, to get a township high school near Greenville, Indiana. Voters rejected the plan.

144. O'Brien, F. P., Economies Possible in Larger School Units. Lawrence, Kansas: University of Kansas, Bureau of School Service and Research, 1934. 29 pp.

Showing that economies have been made, unwisely, by cutting out activities, special teachers, etc., while making fewer schools would be both economical and wise.

145. O'Brien, F. P., and T. J. Smart, The Shawnee-Mission Rural High School. Topeka: Kansas State Printing Plant, 1923. 29 pp.

Account of the establishment of the Shawnee-Mission rural high school.

146. Olsen, J. W., "Progress in Consolidation of Rural Schools." National Education Association Proceedings for 1902, pp. 793-7.

Some advantages of consolidation and some factors which are hindering its progress.

147. Phillips, D. E., "Rural Education and Consolidation." School and Society, 7:191-4, February 16, 1918.

Plan for giving federal aid as an inducement to nation-wide consolidation.

148. "A Plea for Consolidation of Schools." Elementary School Journal, 30:334-35, January, 1930.

Waste of money in Kansas due to maintaining so many schools with very few pupils.

149. "Poor Enough to Be Sensible." Editorial, Topeka State Journal, October 24, 1933.

Consolidated needed, but only as a matter of economy. No expensive school plants, transportation systems, etc., to be set up when everyone is so poor.

150. Probst, Albert Frederick, "Consolidation and Transportation: A Rural School Problem." Elementary School Teacher, 9: 1-16, September, 1908.

Consolidation and transportation in Ohio, Massachusetts, and Indiana. Advantages of, and objections to consolidation.

151. Punke, Harold H., "Highway Systems and the Location of High Schools." School Review, 42:415-30, June, 1934.

Influence of expanding highway system on the need for school buildings. Study made in central Illinois. Statistical tables.

152. Questions and Answers Relating to School Consolidation. Department of Rural School Consolidation, Kansas State Normal School, Emporia, 1920.

Title suggestive of contents.

153. Rapeer, Louis W., editor, The Consolidated Rural School. New York: Charles Scribner's Sons, 1920. 542 pp.

Articles contributed by a number of leaders in rural life study. Deals with all phases of rural life and education from a viewpoint of co-operation and consolidation.

154. Rarick, C. E., "Kansas Slips Three Notches in Educational Ranking." Kansas Teacher, 13:32, May 1921.

Tells of Kansas having the twenty-seventh place educationally in 1920, instead of twenty-fourth as it had in 1910.

155. Rarick, C. E., "Larger School Units and School Taxes." Kansas Teacher, 13:23, June-July, 1921.

Farmer should not expect to have to pay less for education than does the city man.

156. "Report of the Conference on Consolidated Schools." Kansas Teacher, 14:17, April, 1922.

Report of conference at Scott City, Kansas, October 21-22, 1921.

157. "Rees School Law to Effect Large Saving." Topeka Daily Capital, April 4, 1925.

Tells of school law which permits districts to unite without losing their identity.

158. The Results of Instruction in Different Types of Elementary Schools in the State of Kansas. Pittsburg, Kansas: Kansas State Teachers College Press, 1921-22. 46 pp.

Results of tests given to pupils of one-teacher, and second and third class city schools.

159. Roudebush, R. I., Consolidation of Schools, Advantages--Cost--Objections. Charleston, West Virginia: State Department of Education, 1921. 10 pp.

Title suggestive of contents.

160. Rowland, S. P., "Changes in Our School Organization After the War." Kansas Teacher, 8:12, March, 1919.

Needed changes in the state system, one of which is consolidation.

161. Sabin, Mary E., "Education in Its Proper Environment." National Education Association Proceedings for 1922, pp. 1137-9.

Story of the Chazy Consolidated Rural School in New York State. An unusually fine system.

162. Salsler, Alden, "How Consolidation Works At Milton." Kansas Teacher, 15:10, November, 1922.

Plan of consolidation is very satisfactory, according to the Superintendent.

163. Samuelson, Agnes, "Consolidation, Supervision, and Administration of a County System of Schools." National Education Association Proceedings for 1922, pp. 229-34.

Advocating consolidation and fewer but better qualified administrators and supervisors.

164. Sargent, C. G., "Consolidated Schools of the Mountains, Valleys, and plains of Colorado." National Education Association Proceedings for 1922, pp. 1155-6.

A few interesting examples of consolidated schools in Colorado.

165. Sargent, C. G., "Consolidated Schools Successfully Replace One-room Type." Nation's Schools, 1:23-28, March, 1928.

Shows how the one-room schools are being replaced by modern rural schools. Presents data concerning four typical consolidated schools of Colorado. Compares cost with those of four city school systems.

166. Sargent, C. G., "Some Advantages of the Consolidated School." National Education Association Proceedings for 1926, pp. 572-3.

Title suggestive of content.

167. "School Busses Plow Through Mud on Time." Kansas Teacher, 13: 21, November, 1921.

plains consolidated schools, busses on time in spite of bad roads.

168. "School Consolidation in Arkansas." American School Board Journal, 83:68, August, 1931.

Short article on success of consolidation in Arkansas.

169. "School Consolidation in Tennessee." School and Society, 1: 923-24, June 26, 1915.

Anderson County, Tennessee. Transportation used for part of pupils although land is semi-mountainous.

170. "School Consolidation." Topeka Daily Capital, April 12, 1935.

Proposed consolidation plan, as an economy measure, for Neosho County, Kansas.

171. Seerley, H. H., "A Story of Rural Education Reorganization. National Education Association Proceedings for 1920, pp. 240-4.

A short report on six-years of activity carried on by the teachers college at Cedar Falls, Iowa, for the improvement of rural education in Iowa. Included work in training teachers for rural schools, promotion of consolidation movement, extension service, etc.

172. Shaw, Albert, "Pennsylvania's Plans for School Consolidation." Review of Reviews, 62:185-7, August, 1920.

What consolidation would mean in four typical Pennsylvania localities. Also tells what progress has been made in consolidation to date.

173. Shaw, Robert C., "A Future Outlook on the Consolidation of Schools." National Education Association Proceedings for 1931, pp. 521-3.

Consolidation in the future should be for the purpose of furnishing a greatly enriched curriculum.

174. Shaw, Robert C., "Progress in Consolidation in Pennsylvania." National Education Association Proceedings for 1928, pp. 496-8.

Legislation favorable to consolidation. Cost of buildings an obstacle to consolidation.

175. Sheffer, W. E., The Co-operative School Area in Kansas. Topeka: Kansas State Printing Plant, 1934. 121 pp.

Plan for using village graded schools as centers of a district with surrounding one-teacher districts sending their pupils to the already existing school.

176. Skidmore, C. H., "Marked progress in Consolidation of Rural Schools." American School Board Journal, 83:52, November, 1931.

Plan of consolidation in a section of Utah.

177. Smith, M. L., "Organizing the Community School." Kansas Teacher, 14:20, April, 1922.

Arguments for consolidation.

178. Smith, M. L., "What Every Teacher Can Do." Kansas Teacher, 14:18, April, 1922.

Teachers can arouse interest in district for consolidation. Correlate material concerning consolidation with school work for the children.

179. Snyder, J. Buell, "Consolidation of Rural Schools." National Education Association Proceedings for 1922, pp. 1224-8.

General discussion of the economic and social phases of consolidated rural schools.

180. Stone, Julia M., "Transportation and the Consolidated School." Kansas Teacher, 14:11, April, 1922.

Showing that transportation is successful.

181. Strayer, George D., N. L. Engelhardt, and F. W. Hart, Possible Consolidations of Rural Schools in Delaware. Wilmington, Delaware: Service Citizens of Delaware, 1919. 60 pp.

A survey of the public schools of Delaware. Plan of consolidation proposed.

182. Swanson, Nina, "The Development of Public Protection of Children in Kansas." Collections of the Kansas State Historical Society for 1919-1922, pp. 231-278.

Development of legal protection and provision of advantages for children.

183. Taylor, R. R., "The Ingalls Consolidated School." Kansas Teacher, 14:19, April, 1922.

Report of the Ingalls school by the Superintendent.

184. Thomson, A. A., "Brief for a Debate on Consolidated Rural Schools." American City, 15:381, October, 1916. (Town and County edition.)

Title suggestive of content. Both affirmative and negative presented.

185. "Too Many Weak Schools." Editorial, Topeka Daily Capital, December 16, 1935.

Superintendent W. E. Sheffer of Manhattan, and State Superintendent W. T. Markham urge reorganization of local taxation units before asking state aid for weak units.

186. "The Township School Law." School and Society, 7:297-98, March 9, 1918.

Letters from various school officials in commendation of the township school law of New York state, the repeal of which was being threatened.

187. "Transportation of Pupils." Journal of the National Education Association, 12:417, December, 1923.

Program of transportation and consolidation in Montgomery County, Alabama.

188. Turner, Dodds H., A Financial Comparison of the Centralized and One-Teacher Schools in Chase County, Kansas, unpublished Master's Thesis, Kansas State Teachers College, Emporia, 1934.

Title suggestive of contents.

189. Unger, Maurice S. H., "The County As a Unit of Organization." National Education Association Proceedings for 1918, pp. 598-602.

Brief outline of the district and township units and a more complete explanation of the working of the county plan.

190. Upham, A. A., "Transportation of Rural School Children at Public Expense." Educational Review, 20:241-51. October, 1900.

Legal provisions for transportation in various states. Objections to consolidation and advantages of the plan.

191. VanMatre, Charles A., "The Financial Phase of the Consolidation of Rural Schools." National Education Association Proceedings for 1902, pp. 224-30.

A new consolidation of several schools may cost more but it costs less for small schools to transport their pupils to already existing graded schools.

192. Vincent, George H., "City Comforts for Country Teachers." Review of Reviews, 55:403-8, April, 1917.

Story of how a teacher's home was built in connection with the rural consolidated school at Alberta, Minnesota, and of the success of the project.

193. "Weskan Consolidated School." Kansas Teacher, 13:28, October, 1921.

Statistics and discussion concerning the Weskan consolidated school.

194. "What is the Answer." Kansas Teacher, 13:23, June-July, 1921.

One-room school education seen as a factor in causing people to leave farms. Plan called undemocratic since all do not have same opportunities.

195. What People Say About School Consolidation. Department of School Consolidation, Kansas State Normal, Emporia, 1922.

Replies to a general letter sent, by Miss Erna Hildebrand, secretary in the school Consolidation Department, to two or more patrons in each consolidated district in Kansas.

196. "What Preston Patrons Think of Consolidation." Kansas Teacher, 13:28, May, 1921.

Tells of the consolidated system at Preston, Kansas. Nineteen out of twenty patrons satisfied with the plan.

197. Williams, J. Harold, Reorganizing a County System of Rural Schools. United States Office of Education Bulletin No. 16, 1916. Washington: Government Printing Office. 50 pp.

Report of a study of the schools of San Mateo County, California.

198. Williams, R. C., "Instructional Aspects of the Consolidated Schools." National Education Association Proceedings for 1930, pp. 487-92.

Interesting article on need for more consideration being given to the kind of teachers and teaching in consolidated schools. Not all attention should be given to fine school plants.

199. Willson, A. L., "The One-Teacher School." Kansas Teacher, 15:17, August-September, 1922.

Showing that such schools are inadequate to meet present needs.

200. Wooster, Elizabeth Lorraine, Kansas Rural School Bulletin.
Topeka: Kansas State Printing Plant, 1922. 88 pp.

Includes reports of several successful consolidated schools.

M.