

A HISTORY AND COMPARATIVE STUDY
OF THE BARNES LAW

A THESIS

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N. B. M.

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CHAPTER I

INTRODUCTION

NATURE OF THE STUDY

High school education in Kansas has made its most rapid progress during the past thirty years. In 1906, there were one hundred eighty-three public high schools of all types in the state, with an enrollment of fourteen thousand, one hundred eighty-four.¹ At the close of the school year, 1936, there were six hundred eighty-eight public high schools in the state with a total enrollment of one hundred seven thousand, three hundred forty-one.² This indicates that the public high school in Kansas has multiplied its 1906 enrollment seven and one-half times during the past thirty years.

The desire of parents to give their children every possible opportunity for advancement, and the wish of young men and women to prepare themselves to fit into life's social, professional, and industrial situations, have been a quickening influence for better educational legislation.

These demands were poorly met at first; but public sentiment for increased high advantages developed so rapidly and to the extent that financial and other antagonistic scruples have been very largely overcome, so that today, a well organized high school program is the rule rather than the exception.

¹ I. L. Dayhoff, State Superintendent of Public Instruction, Fifteenth Biennial Report, 1905-06.

² W. T. Markham, State Superintendent of Public Instruction, Thirtieth Biennial Report, 1935-36.

These results have been brought about through the efforts of leading educators and legislators who have reflected public sentiment by striving long and earnestly in the interests of appropriate educational legislation.

The law that accomplished more than any other similar piece of legislation to initiate and maintain impetus in the development of the high school program as it is known today, is the Barnes High School Law.

State Superintendent I. L. Dayhoff,³ said:

The Barnes law is a most excellent addition to our high school system. Under its provisions there will be no further occasion for rival towns to deprive pupils of high school privileges under the false notion of local pride. It will form, as it is planned, one of the strongest divisions of the high school work of the state.

PURPOSE OF THE STUDY

The general purpose of this study is to assemble and use purposefully, data relative to the history, the present status, and possible future changes of the high school program of Kansas. Special emphasis has been put on determining the part and influence that the Barnes High School Law has played in the development of high school education in Kansas.

Much beneficial educational legislation was enacted by the 1937 session of the legislature. More legislation is being suggested by special leaders and educational organizations. One of the most recent suggestions is, "A Proposal for Making the Barnes Law State-Wide in Its

³ Dayhoff, op. cit., p. 28.

Application." W. E. Sheffer,⁴ member of the Legislative Committee of the Kansas State Teachers Association, writing relative to this proposal, says:

It is highly essential that everyone concerned about the improvement of education in Kansas should study this proposal very carefully and give the Legislative Committee the benefit of his judgment. The 1937 committee found itself in a very embarrassing position because just such a procedure was not followed in regard to some of its proposals. This is especially true of the state aid bill. Although the elements of the School State Aid Bill had been discussed thoroughly throughout the state before it was finally drafted for presentation to the legislature, a number of our school administrators discovered certain features in it objectionable to them and as a result they opposed enactment of the original bill. It is evident how embarrassed the members of the committee were when a legislator would say, "Why did you people not discover these defects before asking us to support the bill?" In the light of this experience, you will understand well why we should scrutinize any proposal as carefully as possible before presenting it to the legislature.

SCOPE OF THE STUDY

Some of the problems and questions around which the study is centered are as follows:

1. What were the conditions that led to the passage of the Barnes Law?
2. The weaknesses of the high school legal provisions prior to enactment of the Barnes Law?
3. Study of early difficulties that hindered Barnes high school organization.
4. Changes in provisions of the law as they were brought about by amendment.

⁴ W. E. Sheffer, "A Study to Determine the Desirability and Probable Results of Extending the Provisions of the Barnes Law to all Counties of the State." The Kansas Congress of Parents and Teachers Bulletin, Vol. III, p. 1, (1938).

- 5. Comparison of the Barnes Law with high school laws of other states.
- 6. Comparison of Barnes counties with non-Barnes counties as to enrollment, costs, and other standards of efficiency.
- 7. Advisability of making the Barnes Law state-wide in its application.
- 8. Suggestions for a law making the Barnes provisions state-wide.

TYPES AND SOURCES OF DATA

The Biennial Reports of the State Superintendent of Public In-
struction provided part of the descriptive and practically all of the
statistical data used in making the tables of comparison.

The legal data were all secured from the Kansas School Laws, the
Kansas Session Laws, and the separate school laws of other states.

Several small pamphlets written on other subjects, but indirectly
discussing some phase of this study were used occasionally.

A pamphlet recently prepared for the Kansas Congress of Parents
and Teachers on, "A Study to Determine the Desirability and Probable
Results of Extending the Provisions of the Barnes Law to all Counties of
the State", contained much valuable information used in this study for
comparative purposes.

A special bulletin, "The Organization and Financing of Special
High Provisions in Kansas",⁵ by Carl B. Althaus, of Kansas University,

⁵ Carl B. Althaus, The Organization and Financing of Special High
Provisions in Kansas, ch. 3, p. 14-24, (1931).

contained one chapter on "Barnes Law Provisions", that contained valuable information.

Some help was secured from the 1937 Tax Rate Book, published by The League of Kansas Municipalities.

PREVIOUS STUDIES

No analytical study of the Kansas Barnes Law has been found. Other writers have made partial studies on this subject, but only as it has been related to some other subject.

Several writers have discussed the Barnes Law briefly as it is related to such subjects as "The Rural High School", "The Trend of School Taxes in Kansas", and "The Tuition Problem".

PRESENTATION OF DATA

The plan of study is to present the data obtained through the method of description and contrast or comparison.

The description of the study appears in the second chapter. The comparisons are given in the third chapter. Analysis accompanies each figure, chart, table or graph.

CHAPTER II

HISTORY AND APPLICATION OF THE BARNES LAW

In general the Barnes Law seems to have been the outgrowth of the weaknesses of the old county high school law of 1886. By 1906, twenty years after the enacting of the county high school law, only twenty-two high schools had been organized and were in operation under its provisions.

It was not that public sentiment was opposed to establishing high schools, but that jealousies and antagonisms centered around the problem of locating county high schools to the extent that the law became almost inoperative.

A study of the history of a progressive Kansas county, Pratt, shows that on four different occasions an effort to establish a county high school under the provisions of the county high school law of 1886 failed, because no agreement could be reached in locating the school.¹

The difficulties that slowed up the organization and establishment of high schools under the old county high school law were evidently fresh in the mind of the Hon. J. S. Barnes, State Representative from Pratt County, for it was Mr. Barnes who introduced the bill into the legislature which became a law bearing his name.²

¹ Carl B. Althaus, The Organization and Financing of Special High Provisions in Kansas, ch. 3, p. 14, (1931).

² Laws of Kansas, 1905, ch. 397.

THE ORIGINAL LAW

Chapter 397²
Concerning High Schools in Districts or
Cities under Sixteen Thousand Population
House Bill No. 55
An act providing for maintenance and
regulation of high schools

Be it enacted by the legislature of the State of Kansas;--

Section 1. In every county in the state of Kansas in which one or more school districts or cities of less than 16,000 inhabitants shall have maintained high schools with courses of instruction admitting those who complete the same to the University of Kansas, the county commissioners shall levy a tax each year of not less than one-fourth of a mill nor more than three mills on the dollar of the assessed valuation of the taxable property within such counties for the purpose of creating a high school fund.

Section 2. The first shall be made when the result of the election or petition is determined, and a similar levy shall be made each year thereafter; provided no levy shall be made until one or more such high schools have been maintained in the county the preceding year.

Section 3. Said tax shall be levied and collected in the same manner as other county taxes, and when collected, the county treasurer shall pay the same to the treasurers of the school districts maintaining the high schools according to the provisions of this act, as required by law, but no part of the said general high school fund shall ever be used for other than high school purposes.

Section 4. The county treasurer shall pay to the treasurers of said school districts a pro rata part of the said general high school fund appropriated to the several school districts according to the average daily attendance of resident pupils of the county in the high schools of each the preceding school, but no apportionment shall be made to any high school after it has discontinued its high school.

Section 5. It shall be the duty of the principal of each high school at the expiration of each school year, to make a report, under oath, to the county superintendent, showing the total enrollment and daily attendance of each pupil and the average daily attendance in the high school for that year, and to furnish such

² Ibid.

other reports as the county superintendent may require, and his last month's salary shall not be due until such reports shall have been duly made.

Section 6. It shall be the duty of the county superintendent to certify to the county clerk and to the county treasurer, on or before the 25th day of July of each year, the average daily attendance in the several high schools of the county complying with the provisions of this act, for the year ending on the 30th day of June, preceding.

Section 7. Tuition shall be free in all such high schools to pupils residing in the county where such high schools are located.

Section 8. At least two courses of instruction shall be provided, each requiring four years' work, namely: A college preparatory course, which shall fully prepare those who complete it to enter the freshman class of the college of liberal arts and sciences of the University of Kansas, and a general course designed for those who do not intend to continue school work beyond the high school.

Section 9. Cities having more than sixteen thousand inhabitants and counties heretofore having established county high schools under the laws now in force shall be exempt from the operation of this act.

Section 10. This act shall not be in force in any county until its provisions are adopted therein by a majority vote of the electors as herein provided. At the next general election, unless previously submitted, the following proposition shall be submitted in each county or part of county in the state to which this law may apply, viz.: "May the provisions of the high school act of 1905 apply in this county?" The election shall be conducted and such proposition shall be voted on and the votes then canvassed and returns made in all respects as proposed by law. Whenever a majority of the voters voting in any county or the part of any county to which the law may apply, and such election shall be in favor of such proposition, the provisions of this act shall apply in such county from the time such result is ascertained. If the proposition fails to carry at the next general election, it may be resubmitted in each county or part of county in the state to which this law may apply upon petition to the board of county commissioners by twenty-five per cent of the taxpayers, at any general election hereafter.

Section 11. This act shall be in full force and effect from and after its publication in the official state paper.

Approved February 25, 1905.

Published in official state paper, March 3, 1905.

Briefly, the law authorized certain counties in Kansas to create a general high school fund. The law was applicable to every county in

which one or more school districts or cities of less than 16,000 inhabitants maintained accredited high schools.³

Cities of more than 16,000 population and counties already operating under the county high school law were exempt from the provisions of the Barnes Law.⁴

The law provided that at the next general election the proposition of adopting the provisions of the Barnes Law should be submitted to the voters of the counties where the law was applicable. If the proposition received a majority of the votes cast in any county or part of any county, the commissioners were authorized to levy a tax each year of not less than one-fourth of a mill nor more than three mills on the assessed valuation of the county.⁵

The county treasurer was to apportion the proceeds of this tax to the high schools according to the average daily attendance of the resident pupils of the county.⁶

Tuition was to be free to all qualified pupils residing in the county.⁷

To share in the funds it was necessary for a high school to provide two courses of study: a four-year college preparatory course and a general

³ Ibid., Sec. 1.

⁴ Ibid., Sec. 9.

⁵ Ibid., Sec. 10.

⁶ Ibid., Sec. 4.

⁷ Ibid., Sec. 7.

course designed for those who would not continue their work beyond the high school.⁸

ORGANIZATION DIFFICULTIES

Much difficulty in the organization of Barnes high schools occurred during the first three or four year period of this law. Most of the difficulty was due to ambiguous wording of that part of section ten that explains how the vote shall be counted. The point at issue concerned the following part of section ten:

Whenever a majority of the voters voting in any county or part of any county to which this law may apply, at such election shall be in favor of such proposition, the provisions of such act shall apply to such county.

In the November election of 1906, eighty-three counties of the state voted upon the question of adopting the provisions of the Barnes Law. Of this number, forty-three declared a majority in favor of the law. However, thirty-eight of the forty-three counties received only a majority of the votes cast on the proposition. The vote in the thirty-eight counties was declared legal by the attorney general.⁹ Schools were organized and taxes levied for their support under provisions of the law and the legal opinion of the attorney general.

The opinion of the attorney general and the procedure resulting from his decision relative to the adoption vote taken in the thirty-eight counties was questioned in the lower courts, and the case was carried to the State Supreme Court for a decision. The Supreme Court held that to

⁸ Ibid., Sec. 8.

⁹ W. H. Johnson, High School Manual, Vol. 5, p. 39.

legally adopt the provisions of the Barnes Law, the proposition when submitted at a general election must receive a majority of all votes cast upon any question or office voted for at the election.¹⁰ This decision in favor of the opposition left many of the counties in a serious situation.

This situation led to serious litigations. They found themselves with newly organized high schools, but with a decision of the State Supreme Court standing against the operation of their high schools.¹¹

At a special session of the state legislature in 1908, the law of 1905 was amended as follows:¹²

Whenever a majority of the voters voting on this proposition in any county, or part of any county, to which this law may apply, at such election shall be in favor of such proposition, the provisions of this act shall apply in such county from the time such result is ascertained.

The amended law only clarified the situation for counties that would vote on the Barnes proposition after the amendment was passed. It was not a curative act for the counties still under the decision of the Supreme Court. Still the status of the thirty-eight counties voting in 1906 was uncertain. The state superintendent, realizing the seriousness of the situation, issued a statement to all the counties where the law had not passed with the requisite majority, requesting that the proposition again be brought before the voters at the general election in 1908. Of the twenty-nine counties that voted a second time, only six passed with the required majority. This left the question still unsolved for the twenty-three counties.

¹⁰ Humboldt v. Klein, 79 Kansas, 209, (July, 1908).

¹¹ W. H. Johnson, Ibid.

¹² School Laws of Kansas, ch. 69, sec. 2, (1908).

Finally, due to the influence of the school boards of the counties concerned, a curative measure introduced into the legislature of 1909, was passed. This act legalized the Barnes Law provisions in counties where the proposition had been accepted by a majority of all the votes cast upon the proposition and where high schools had been maintained one or two years.¹³

This curative law was questioned, and the case was carried to the Supreme Court. However, the Supreme Court handed down a decision holding the law valid.¹⁴

Evidently, the passage of the curative act of 1909, and the decision of the Supreme Court in upholding the law, settled many of the uncertain situations then existing. The way was cleared for more rapid and permanent organization under the provisions of the Barnes Law. The application of the law had shown some weaknesses, but it also had its merits. It was an improvement over the county high school plan, because it made it possible to have more than one high school in the same county.¹⁵

AMENDMENTS RELATIVE TO SIZE OF LEVY

The original law of 1905 authorized the county commissioners to levy not less than one-fourth of one mill nor more than three mills on the assessed valuation of the county.¹⁶

In 1920 the maximum levy was raised to four and one-half mills.¹⁷

¹³ Ibid., 1909, ch. 210, sec. 1.

¹⁴ The State v. Pauley, 83 Kansas, 456, (July, 1910).

¹⁵ State Superintendent of Public Instruction, Sixteenth Biennial Report, p. 62, (1907-08).

¹⁶ Laws of Kansas, ch. 397, sec. 1, (1905).

¹⁷ Ibid., ch. 52, sec. 10, (1920).

In 1913 counties having less than four thousand population and operating only one high school were authorized to levy a tax of one-half mill on the assessed valuation of the county for the construction of building and maintaining a high school building.¹⁸

In 1920 the levy for building purposes was raised to three-fourths of a mill.¹⁹

Almost every session of the legislature, until very recent sessions, has changed the tax levies in certain Barnes counties. At the present time the minimum rate in all Barnes counties is one-fourth of a mill, and the maximum rate is four and one-half mills.²⁰

METHODS OF MAKING THE LEVY

Aside from the legal regulations governing the size of the levy, there have been certain legal requirements to be followed in making the levy. The law of 1905 authorized the county to levy not less than one-fourth of a mill nor more than three mills on the dollar of assessed valuation of the county.²¹

In 1907 the legislature amended this procedure. The amendment provided that the county superintendent should certify to the county commissioners the amount of money necessary to maintain the high schools of the county, and the county commissioners were authorized to levy this amount, provided it did not exceed the rate allowed by law. In case the

¹⁸ Ibid., ch. 277, sec. 1 (1913).

¹⁹ Ibid., ch. 52, sec. 10, (1920).

²⁰ Ibid.

²¹ Ibid., ch. 397, sec. 1, (1905).

commissioners failed to make the levy, then the county superintendent was authorized to make the necessary levy.²²

This authority given to the county superintendent caused more litigation. The Allen County commissioners took their case to the Supreme Court, but the court handed down a decision supporting the law.²³

In 1917 the legislature legalized another plan for levying the Barnes tax. The amendment provided that the county superintendent should certify to the county commissioners on or before July 25, of each year, the number of teachers (including superintendents and principals) employed in the high schools of the county. The county commissioners were authorized to levy a tax sufficient to produce an amount equal to eight hundred dollars multiplied by the number of teachers, provided they were not to exceed the legal limit.²⁴

The legislature of 1925 changed the amount to twelve hundred dollars per teacher, provided the total amount does not exceed the legal limit.²⁵ It is on this basis that the levy is made at the present time.

AMENDMENTS RELATIVE TO APPORTIONMENT OF BARNES FUND

The original law of 1905 provided for certification of average daily attendance to the county treasurer who apportioned the funds to the

²² Ibid., ch. 333, sec. 1, (1907).

²³ Board of Education v. Allen County, 82 Kansas, 782, (Jan., 1910).

²⁴ Laws of Kansas, ch. 281, sec. 1, (1917).

²⁵ Ibid., ch. 235, sec. 1, (1925).

different districts.²⁶ Since the passage of the original act, the basis of distribution has been changed many times.

In 1908 the estimated cost of maintaining the high school the ensuing year was made the basis of distribution.²⁷

In 1917 the law was again amended making the apportionment on the basis of \$400 per teacher, and the balance on the basis of average daily attendance.²⁸

In 1919 the per teacher basis was dropped, and the entire amount was apportioned on the basis of total number of days attended in all the high schools of the county.²⁹

At the special session of 1920, it was changed again; this time to \$800 per school, and the balance apportioned on the basis of total number of days' attendance of all the pupils in all the high schools.³⁰

In 1925 the law was changed to \$1,200 per school, and the balance to be prorated on the basis of average daily attendance.³¹ It is upon this basis that the Barnes fund is apportioned at the present time.

²⁶ Ibid., ch. 397, sec. 5, (1905).

²⁷ Ibid., ch. 69, sec. 1, (1908).

²⁸ Ibid., ch. 281, sec. 2, (1917).

²⁹ Ibid., ch. 265, sec. 1, (1919).

³⁰ Ibid., ch. 231, sec. 1, (1920).

³¹ Ibid., ch. 235, sec. 2, (1925).

CHAPTER III

BARNES AND NON-BARNES COUNTY COMPARISONS

There seems to be a common idea or general supposition that Barnes high schools have some peculiar advantage over other high schools of the state. No one seems to be sure just what this advantage is or wherein it lies, but it is supposed to manifest itself in increased enrollments, better financial support and higher general standards.

This chapter is to be devoted largely to the comparison of the Barnes high school with the non-Barnes high school, in order to determine whether or not there is any basis for this supposition.

It would be, of course, too extensive a study to compare all forty of the Barnes counties with forty non-Barnes counties. A smaller number of counties used in comparison will probably give just as nearly accurate results, as though larger groups were used. Therefore, a group of fifteen Barnes counties have been paired with a group of fifteen non-Barnes counties for this comparison; see Figure 1, page 18.

The method of pairing is as follows:

1. In each pair the first named county is a Barnes county and the second named county is a non-Barnes county.
2. Each member of each pair either bounds or touches the other member. This arrangement was made in order to secure similar local conditions.
3. The pairs of counties are spotted over the state. This is necessary in order to secure representative conditions for the state as a whole.
4. There are ten second class cities in each group of counties. This places the comparison on a more equitable basis.

5. There are no first class cities in either group of counties. The first class cities vary so greatly in population, that one city would probably throw the whole comparison out of balance.

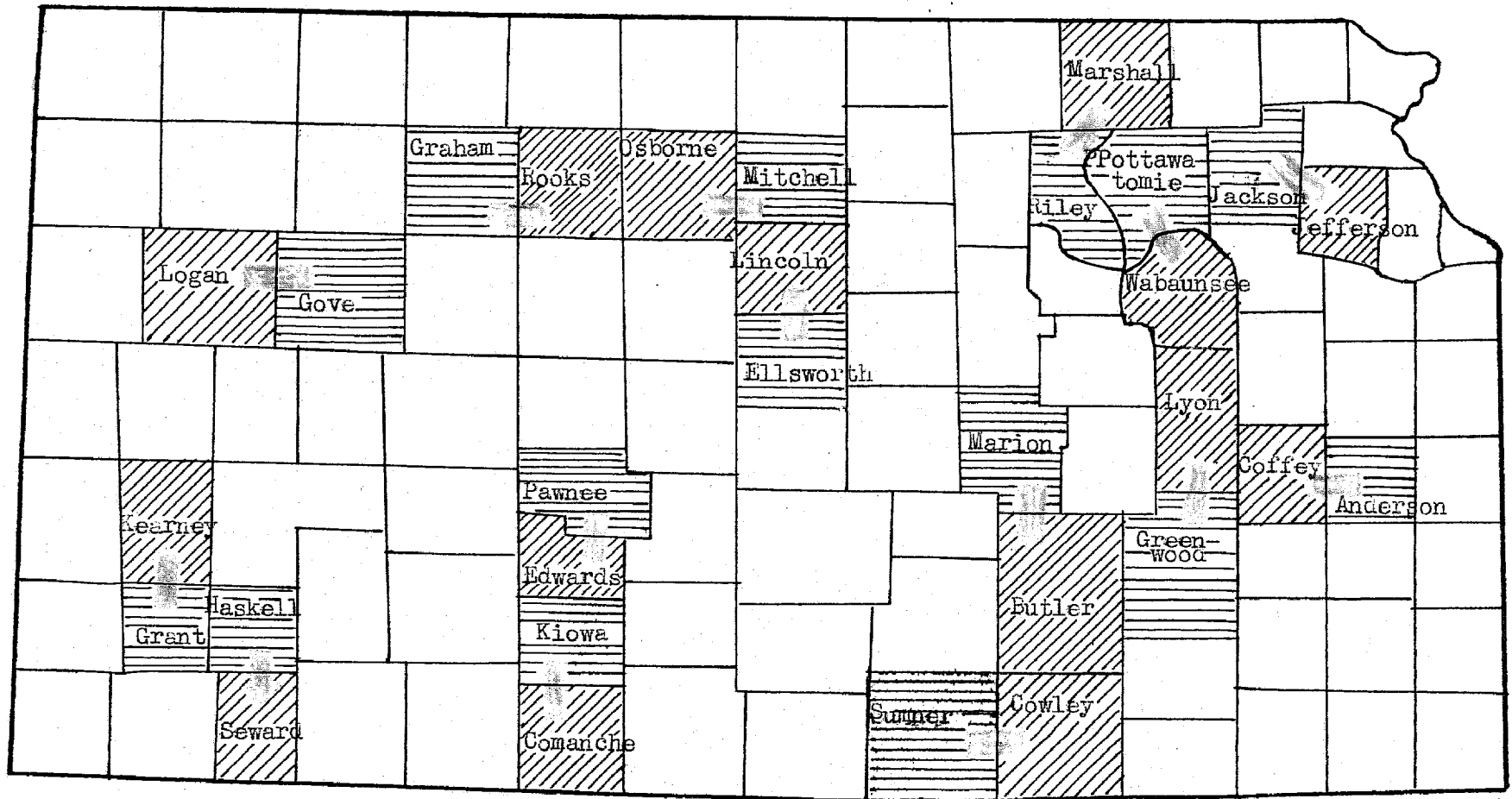
The comparisons made relative to the high schools in these two groups of counties are divided into comparison groups. In most instances, each group is broken up into sub-groups, comparing the three different types of schools as they exist in the counties of the two groups. This is done because the three types of schools operate under different forms of organization, administration, financial support, and location with respect to center of population.

Statistical tables are used extensively to make the general comparison and to show how much the high schools in each pair of counties of the two groups of counties vary in each comparison made.

COMPARISON OF ENROLLMENT PERCENTAGES OF CENSUS

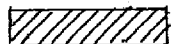
Table I shows census enrollment and the enrollment percentage of census for each county.¹ Out of the fifteen comparisons made, eleven Barnes counties rank higher and the non-Barnes counties rank higher in four pairings. The Barnes as a group rank 1.9% higher than the non-Barnes counties.

¹ Table I, p. 19.

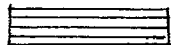


Map of Kansas showing location and pairing of the Barnes and non-Barnes counties used in this study

Legend;



Barnes



Non-Barnes

FIGURE 1

TABLE I

COMPARISON OF THE ENROLLMENT PERCENTAGES OF CENSUS IN THE
TWO GROUPS OF COUNTIES

Barnes Counties				Non-Barnes Counties			
County	Census	Enrollment	Per cent	County	Census	Enrollment	Per cent
Butler	9,585	2,411	25.1	Marion	6,272	1,296	20.6
Coffey	4,025	794	19.7	Anderson	3,714	666	17.9
Cowley	11,213	2,394	21.3	Sumner	8,032	1,929	24.0
Comanche	1,517	442	29.1	Kiowa	2,024	447	22.1
Edwards	2,132	607	28.5	Pawnee	2,612	387	14.4
Jefferson	3,993	986	24.7	Jackson	3,868	833	21.5
Kearney	793	178	22.4	Grant	748	142	18.9
Logan	1,446	310	21.4	Gove	1,956	359	18.3
Lincoln	2,785	487	17.5	Ellsworth	3,000	580	19.3
Lyon	7,952	1,701	21.4	Greenwood	5,531	1,197	21.6
Marshall	6,347	1,396	21.9	Riley	5,419	1,171	21.6
Osborne	3,083	659	21.4	Mitchell	3,272	652	20.0
Rooks	2,842	611	21.5	Graham	2,467	326	13.2
Seward	2,237	467	20.8	Haskell	797	153	19.2
Wabaunsee	3,043	651	21.3	Pottawatomie	4,329	939	21.6
Totals	62,998	14,094			54,041	11,077	
Average			22.3				20.4

Read table thus: Butler County has a census of 9,585, and an enrollment of 2,411. The enrollment is 25.1% of the census. Read in like manner for Marion County.

COMPARISON OF THE TWO GROUPS OF
COUNTIES AS TO NUMBER OF SCHOOLS,
ENROLLMENT, AND COST PER PUPIL PER MONTH

NUMBER OF HIGH SCHOOLS

Table II shows the number of high schools to be much greater in the non-Barnes counties.² This would indicate that the high school situation, as far as number needed was concerned, was fairly well taken care of in the Barnes counties when the rural high school law was passed.

Table III shows the number of two (or more) teacher elementary and high schools to be considerably greater in the Barnes counties.³ This may be due to the earlier influences of the Barnes Law.

Table IV shows the number of second class city high schools in each county group to be ten each.⁴

Table V, a summary, shows a difference of only two schools in the two groups of counties.⁵

Tables II and IV show the cost of pupil per month on the basis of enrollment to be slightly higher in both the rural high schools and the second class city high schools of the Barnes counties.⁶

Table IV shows the cost per pupil per month to be less in the two (or more) teacher elementary and high schools of the Barnes counties.⁷

² Table II, p. 22.

³ Table III, p. 23.

⁴ Table IV, p. 24.

⁵ Table V, p. 25.

⁶ Tables II and IV, pp. 22 and 24, respectively.

⁷ Table IV, p. 24.

Summary Table V, including all the high schools in each group of counties, shows a higher per pupil per month cost in the non-Barnes counties.⁸

The differences are slight in every case.

⁸ Table V, p. 25.

TABLE II

RURAL HIGH SCHOOLS

COMPARISON OF THE TWO GROUPS OF COUNTIES AS TO THE NUMBER OF SCHOOLS,
ENROLLMENT AND COST PER PUPIL PER MONTH ON ENROLLMENT

Barnes Counties				Non-Barnes Counties			
County	No. High Schools	Enrollment	Cost per pupil Per Month	County	No. High Schools	Enrollment	Cost per pupil Per Month
Butler	3	220	12.39	Marion	4	277	10.74
Coffey	2	150	10.58	Anderson	4	256	10.25
Cowley	2	160	12.70	Sumner	5	657	11.35
Cossanohe	1	91	9.84	Kiowa	4	447	9.75
Edwards	6	415	13.04	Pawnee	3	208	11.19
Jefferson	7	704	8.80	Jackson	7	496	11.14
Kearney	2	178	14.58	Grant	1	142	9.00
Logan				Gove	5	359	11.80
Lincoln	1	83	13.95	Ellsworth	2	132	18.88
Lyon	7	457	11.57	Greenwood	8	548	11.72
Marshall	1	24	12.30	Riley	6	357	11.01
Osborne	2	129	13.00	Mitchell	3	147	14.15
Rooks	3	178	13.47	Graham	3	326	8.97
Seward	1	94	11.81	Haskell	22	153	15.63
Wabamsee	5	379	9.72	Pottawatomie	11	364	10.34
Totals	43	3,262			68	5,369	
Average			11.98				11.70

Read table thus: Butler County has three schools with 220 pupils enrolled, at a cost of \$12.39 per pupil per month. Read in like manner for Marion County.

TABLE III

HIGH SCHOOLS IN TWO (OR MORE) TEACHER ELEMENTARY
AND HIGH SCHOOL ORGANIZATIONSCOMPARISON OF THE TWO GROUPS OF COUNTIES AS TO NUMBER OF SCHOOLS,
ENROLLMENT AND COST PER PUPIL PER MONTH ON ENROLLMENT

Barnes Counties				Non-Barnes Counties			
County	No. High Schools	Enrollment	Cost per pupil Per Month	County	No. High Schools	Enrollment	Cost per pupil Per Month
Butler	9	753	9.26	Marion	7	667	9.10
Coffey	2	131	8.03	Anderson	2	129	9.01
Cowley	3	238	11.06	Sumner	5	245	9.33
Comanche	2	351	9.28	Kiowa			
Edwards				Pawnee	1	60	11.75
Jefferson	2	282	8.59	Jackson	1	53	8.16
Kearney				Grant			
Logan	5	310	13.20	Gove			
Lincoln	4	404	10.28	Ellsworth	4	448	10.79
Lyon	1	110	6.17	Greenwood	4	268	9.57
Marshall	9	932	8.74	Riley			
Osborne	3	269	9.53	Mitchell	3	221	12.79
Rooks	4	433	8.31	Graham			
Seward				Haskell			
Wabaunsee	2	272	7.21	Pottawatomie	2	75	5.60
Totals	46	4,485			29	2,166	
Average			9.12				9.56

Read table thus: Butler County has nine schools with an enrollment of 753 pupils enrolled, at a cost of \$9.26 per pupil per month. Read in like manner for Marion County.

TABLE IV

HIGH SCHOOLS IN CITIES OF THE SECOND CLASS

COMPARISON OF THE TWO GROUPS OF COUNTIES AS TO NUMBER OF SCHOOLS,
ENROLLMENT AND COST PER PUPIL PER MONTH ON ENROLLMENT

Barnes Counties				Non-Barnes Counties			
County	No. High Schools	Enrollment	Cost per pupil Per Month	County	No. High Schools	Enrollment	Cost per pupil Per Month
Butler	2	1,438	6.75	Marion	2	352	6.77
Coffey	1	315	6.82	Anderson	1	281	7.89
Cowley	2	1,996	8.01	Sumner	2	1,027	5.60
Comanche				Kiowa			
Edwards	1	192	9.26	Pawnee	1	387	8.01
Jefferson				Jackson	1	284	6.81
Kearney				Grant			
Logan				Gove			
Lincoln				Ellsworth			
Lyon	1	1,154	7.85	Greenwood	1	363	6.28
Marshall	1	440	6.63	Riley	1	814	8.12
Osborne	1	261	9.20	Mitchell	1	284	10.56
Rooks				Graham			
Seward	1	375	6.24	Haskell			
Wabaunsee				Pottawatomie			
Totals	10	6,147			10	3,792	
Average			7.40				7.19

Read table thus: Butler County has two second class city high schools with an enrollment of 1,438 pupils, at a cost of \$6.75 per pupil per month. Read in like manner for Marion County.

TABLE V

SUMMARY TABLE SHOWING COMPARISON OF ALL THREE TYPES OF HIGH SCHOOLS
IN THE TWO GROUPS OF COUNTIES AS TO NUMBER OF SCHOOLS, ENROLLMENT
AND COST PER PUPILS PER MONTH ON ENROLLMENT

Barnes Counties				Non-Barnes Counties			
County	No. High Schools	Enrollment	Cost per pupil Per Month	County	No. High Schools	Enrollment	Cost per pupil Per month
Butler	14	2,411	8.05	Marion	13	1,296	8.43
Coffey	5	594	8.03	Anderson	7	666	9.01
Cowley	7	2,394	8.80	Sumner	12	1,929	9.48
Comanche	3	442	9.39	Kiowa	4	447	7.45
Edwards	7	607	11.48	Pawnee	5	655	9.36
Jefferson	9	986	8.68	Jackson	9	833	9.46
Kearney	2	178	14.58	Grant	1	142	9.00
Logan	5	310	13.20	Gove	5	359	11.80
Lincoln	5	487	10.90	Ellsworth	6	580	10.91
Lyon	9	1,701	8.74	Greenwood	13	1,179	9.39
Marshall	11	1,396	8.12	Riley	7	1,171	9.00
Osborne	8	659	10.07	Mitchell	7	652	11.66
Rooks	7	611	9.81	Graham	3	326	8.97
Seward	2	467	7.34	Haskell	2	153	15.63
Wabaunsee	7	651	8.33	Pottawatomie	13	939	9.96
Totals	99	13,891			97	11,326	
Average			8.85				9.51

Read table thus: Butler County has 14 high schools with a total enrollment of 2,411, maintained at a cost of \$8.05 per pupil per month. Read in like manner for Marion County.

COMPARISON OF NUMBER OF TEACHERS,
AVERAGE DAILY ATTENDANCE AND AVERAGE
DAILY ATTENDANCE PER TEACHER

Table VI shows that the rural high schools in six of the Barnes counties ranked higher in average daily attendance per teacher than the corresponding non-Barnes counties.⁹ All the rural high schools in the non-Barnes counties ranked .9 of a pupil per teacher higher than the Barnes counties.

Table VII shows that, out of the eight possible comparisons made for two (or more) teacher elementary and high schools, the Barnes counties ranked highest in average daily attendance per teacher in five cases.¹⁰ In comparing the two county groups, the Barnes group ranked one pupil per teacher higher than the non-Barnes group.

In the summary comparison, Table VIII, shows that nine non-Barnes counties rank higher in attendance per teacher.¹¹ However, in the average for all of both types of schools, the Barnes group averages .4 of a pupil per teacher higher.

⁹ Table VI, p. 27.

¹⁰ Table VII, p. 28.

¹¹ Table VIII, p. 29.

TABLE VI

RURAL HIGH SCHOOLS

COMPARISON OF THE TWO GROUPS OF COUNTIES AS TO THE NUMBER OF TEACHERS EMPLOYED,
AVERAGE DAILY ATTENDANCE AND AVERAGE DAILY ATTENDANCE PER TEACHER

Barnes Counties				Non-Barnes Counties			
County	Number Teachers	Av. D. Att.	Av. D. Att. Per Teacher	County	Number Teachers	Av. D. Att.	Av. D. Att. Per Teacher
Butler	17	194.5	11.4	Marion	21	261.5	12.4
Coffey	10	136.0	13.6	Anderson	6	80.0	13.3
Cowley	13	145.0	11.3	Sumner	41	575.2	14.0
Comanche	6	76.0	12.6	Kiowa	24	409.0	17.0
Edwards	36	379.6	10.5	Pawnee	16	199.0	12.3
Jefferson	42	641.0	15.3	Jackson	36	459.0	12.7
Kearney	15	147.2	9.8	Grant	9	116.6	12.9
Logan				Gove	24	331.3	13.8
Lincoln	5	75.9	15.1	Ellsworth	11	128.8	11.7
Lyon	34	422.8	12.4	Greenwood	37	505.2	13.6
Marshall	2	19.0	9.5	Riley	27	339.0	12.5
Osborne	11	117.0	10.6	Mitchell	15	133.8	8.9
Rooks	14	165.0	11.7	Graham	19	311.0	16.4
Seward	6	90.3	15.0	Haskell	11	133.6	12.1
Wabaunsee	23	355.1	15.4	Pottawatomie	55	788.6	14.3
Totals	234	2,964.4			352	4,771.6	
Average			12.6				13.5

Read table thus: Butler County has 17 teachers, an average daily attendance of 194.5, and an average daily attendance per teacher of 11.4. Read in like manner for Marion County.

TABLE VII

HIGH SCHOOLS IN TWO (OR MORE) TEACHER ELEMENTARY
AND HIGH SCHOOL ORGANIZATIONSCOMPARISON OF THE TWO GROUPS OF COUNTIES AS TO NUMBER OF TEACHERS
EMPLOYED, AVERAGE DAILY ATTENDANCE AND AVERAGE DAILY ATTENDANCE PER TEACHER

Barnes Counties				Non-Barnes Counties			
County	Number Teachers	Av. D. Att.	Av. D. Att. Per Teacher	County	Number Teachers	Av. D. Att.	Av. D. Att Per Teacher
Butler	58	751.8	12.9	Marion	38	598.1	15.7
Coffey	19	292.0	15.3	Anderson	11	154.0	14.0
Cowley	17	220.0	12.9	Sumner	17	224.9	13.2
Comanche	20	321.0	16.0	Kiowa			
Edwards				Pawnee	4	54.0	13.5
Jefferson	15	248.0	16.5	Jackson	2	30.0	15.0
Kearney				Grant			
Logan	26	294.6	11.3	Gove			
Lincoln	23	370.5	13.2	Ellsworth	27	403.4	14.9
Lyon	5	101.4	20.3	Greenwood	18	275.3	15.1
Marshall	53	809.0	15.2	Riley			
Osborne	18	252.0	14.0	Graham			
Rooks	20	340.0	17.0	Mitchell	16	209.0	13.0
Seward				Haskell			
Wabaunsee	13	247.1	19.0	Pottawatomie	5	61.5	12.3
Totals	292	4,247.4			148	2,010.2	
Average			14.5				13.5

Read table thus: Butler County has 58 teachers, an average daily attendance of 751.8 and an average daily attendance per teacher of 12.9. Read in like manner for Marion County.

TABLE VIII

SUMMARY TABLE SHOWING COMPARISON OF ALL RURAL AND TWO (OR MORE) TEACHER ELEMENTARY HIGH SCHOOLS IN THE TWO GROUPS OF COUNTIES AS TO NUMBER OF TEACHERS EMPLOYED, AVERAGE DAILY ATTENDANCE AND AVERAGE DAILY ATTENDANCE PER TEACHER

Barnes Counties				Non-Barnes Counties			
County	Number Teachers	Av. D. Att.	Av. D. Att. Per Teacher	County	Number Teachers	Av. D. Att.	Av. D. Att. Per teacher
Butler	75	946.3	12.6	Marion	59	859.6	14.5
Coffey	29	428.0	14.7	Anderson	17	234.0	13.7
Cowley	30	365.0	12.1	Sumner	58	800.1	13.7
Comanche	26	397.0	15.2	Kiowa	24	409.0	17.0
Edwards	36	399.6	10.5	Pawnee	20	253.0	12.6
Jefferson	57	889.0	15.6	Jackson	38	489.0	12.8
Kearney	15	147.2	9.8	Grant	9	116.6	12.9
Logan	26	294.6	11.3	Geve	24	331.3	13.8
Lincoln	33	446.4	13.5	Ellsworth	38	532.2	14.0
Lyon	39	524.2	13.4	Greenwood	55	780.5	14.2
Marshall	55	828.0	15.0	Riley	27	339.0	12.5
Osborne	29	369.0	12.7	Mitchell	31	342.8	11.1
Rooks	34	505.0	14.8	Graham	19	311.0	16.4
Seward	6	90.5	15.0	Haskell	11	133.6	12.1
Wabaunsee	36	602.2	16.7	Pottawatomie	60	850.1	14.1
Totals	526	7,251.8			509	6,781.8	
Average			13.7				13.5

Read table thus: Butler County has 75 teachers, an average daily attendance of 946.3, and an average daily attendance per teacher of 12.6. Read in like manner for Marion County

COMPARISON OF THE NUMBER OF
VOLUMES IN THE LIBRARIES OF
THE SCHOOLS IN THE TWO GROUPS OF COUNTIES

The standard and type of library maintained by a school is one strong indication of the general standard of efficiency maintained by the school. The total number of volumes in a library is not nearly so important as is the proper selection of books and periodicals that compose the library. Many times patriotic citizens and institutions which have ceased to exist donate to the school library many volumes of books that are obsolete as far as being of value for use in a high school library. Yet, usually, these volumes are included in making up the total number of volumes in the annual report to the State Department of Education. A large number of volumes reported does not necessarily indicate a large, usable and effective library.

In this study, Table IX indicates that the rural high schools of the non-Barnes county group have almost double the number of volumes that the Barnes group contains.¹² This may be due to the fact that the wave of rural high school organization has been more recent. The opportunity for rural high school organization was greater in the non-Barnes counties as is indicated by the fact, Table II, that more rural high schools were organized in these counties.¹³ This period of competitive high school organization probably induced more library donations on the part of individuals and institutions.

¹² Table IX, p. 32.

¹³ Table II, p. 22.

Table X shows that the two (or more) teacher elementary and high schools in the Barnes counties have almost double the number of volumes that the non-Barnes counties have.¹⁴ However, the enrollment, Table III, in the Barnes counties is just about double that of the non-Barnes counties. So in proportion to enrollment and total number of volumes in each case, the comparison is practically even.

Table XI shows that the non-Barnes county second class city high schools have more volumes than those of the Barnes counties,¹⁵ yet the Barnes county second class city high school enrollment is almost double that of the non-Barnes. This comparison strongly favors the non-Barnes counties.

Table XII, a summary comparison including all types of high schools in each group of counties, shows the total number of volumes in each case to be approximately the same.¹⁷

¹⁴ Table X, p. 33

¹⁵ Table III, p. 23.

¹⁶ Table XI, p. 34.

¹⁷ Table XII, p. 35

TABLE IX

RURAL HIGH SCHOOLS

COMPARISON OF THE NUMBER OF VOLUMES IN THE LIBRARIES OF THE SCHOOLS IN
THE TWO GROUPS OF COUNTIES

Barnes Counties		Non-Barnes Counties	
County	Volumes in Library	County	Volumes in Library
Butler	2,619	Marion	2,175
Coffey	1,150	Anderson	3,232
Cowley	2,395	Sumner	6,294
Csmanche	794	Kiowa	4,525
Edwards	6,250	Pawnee	1,936
Jefferson	5,574	Jackson	4,517
Kearney	1,597	Grant	874
Logan	1,150	Gove	3,031
Lincoln	750	Ellsworth	2,000
Lyon	4,538	Greenwood	6,000
Marshall	525	Riley	5,863
Osborne	1,567	Mitchell	2,011
Rocks	1,360	Graham	2,523
Seward	630	Haskell	905
Wabaunsee	3,014	Pottawatomie	10,146
Totals	33,913		56,032

Read table thus: Butler County has 2,619 volumes in the rural high schools of the county.
Read in like manner for Marion County.

TABLE X

TWO (OR MORE) TEACHER ELEMENTARY AND HIGH SCHOOLS

COMPARISON OF THE NUMBER OF VOLUMES IN THE LIBRARIES OF THE SCHOOLS IN
THE TWO GROUPS OF COUNTIES

Barnes Counties		Non-Barnes Counties	
County	Volumes in Library	County	Volumes in Library
Butler	15,435	Marion	10,241
Coffey	2,949	Anderson	3,512
Cowley	2,901	Sumner	5,461
Comanche	3,162	Kiowa	
Edwards		Pawnee	1,671
Jefferson	4,405	Jackson	1,200
Kearney		Grant	
Logan	7,092	Gove	
Lincoln	7,876	Ellsworth	7,551
Lyon	1,711	Greenwood	4,423
Marshall	13,388	Riley	
Osborne	3,349	Mitchell	2,011
Rooks	4,083	Graham	
Seward		Haskell	
Wabaunsee	3,675	Pottawatomie	1,505
Totals	70,026		37,575

Read table thus: Butler County has 15,435 volumes in the libraries of its two (or more) teacher elementary and high schools. Read in like manner for Marion County.

TABLE XI

SECOND CLASS CITY HIGH SCHOOLS

COMPARISON OF THE NUMBER OF VOLUMES IN THE LIBRARIES OF THE SCHOOLS IN
TWO GROUPS OF COUNTIES

Barnes Counties		Non-Barnes Counties	
County	Volumes in Library	County	Volumes in Library
Butler	19,999	Marion	5,120
Coffey	1,507	Anderson	2,325
Cowley	10,069	Sumner	16,175
Comanche		Kiowa	
Edwards	4,850	Pawnee	2,655
Jefferson		Jackson	6,954
Kearney		Grant	
Logan		Gove	
Lincoln		Ellsworth	
Lyon	13,383	Greenwood	4,158
Marshall	4,740	Riley	27,000
Osborne	3,270	Mitchell	5,000
Rooks		Graham	
Seward	3,600	Haskell	
Wabamsee		Pottawatomie	
Totals	61,418		69,387

Read table thus: Butler County has 19,999 volumes in the libraries of its second class city high schools. Read in like manner for Marion County.

TABLE XII

SUMMARY TABLE SHOWING COMPARISON OF ALL RURAL HIGH SCHOOLS, TWO (OR MORE) TEACHER ELEMENTARY AND HIGH SCHOOLS, AND SECOND CLASS CITY HIGH SCHOOLS IN THE TWO GROUPS OF COUNTIES AS TO THE NUMBER OF VOLUMES IN THE LIBRARIES

Barnes Counties		Non-Barnes Counties	
County	Volumes in Library	County	Volumes in Library
Butler	38,053	Marion	17,536
Coffey	5,606	Anderson	9,069
Cowley	15,365	Sumner	27,930
Comanche	3,956	Kiowa	4,525
Edwards	11,100	Pawnee	6,262
Jefferson	9,979	Jackson	12,671
Kearney	1,597	Grant	874
Logan	8,242	Gove	3,031
Lincoln	8,626	Ellsworth	9,551
Lyon	19,632	Greenwood	14,581
Marshall	18,653	Riley	32,863
Osborne	8,186	Mitchell	9,022
Rocks	5,443	Graham	2,523
Seward	4,230	Haskell	905
Wabaunsee	6,689	Pottawatomie	11,651
Totals	165,357		162,994

Read table thus: Butler County has 38,053 volumes in the high school libraries of the county. Read in like manner for Marion County.

COMPARISON OF THE BARNES RATE IN THE BARNES COUNTIES WITH THE BARNES RATES THAT WOULD BE REQUIRED TO RAISE AN AMOUNT OF MONEY EQUIVALENT TO THAT RAISED FOR HIGH SCHOOL PURPOSES IN NON-BARNES COUNTIES AT THE PRESENT TIME

Table XIII shows that most of the non-Barnes counties are making levies for tuition purposes almost as great as the levies made in Barnes counties.¹⁸ The rate required to raise an equivalent amount in three cases out of fifteen is less than the tuition levy.

Mr. W. E. Sheffer¹⁹ in a study provides extensive statistical data and makes the following conclusive statements relative to the comparative rate situation if the Barnes Law provisions had been applied to all the counties of the state during 1936:

In 15 tuition counties the "Barnes Rate" would have been lower than the rate actually levied. In 24 counties the Barnes rate would have been higher. In all community high school counties, the rates would have been lower.

Mr. Sheffer's conclusion then would mean that if the Barnes Law provisions were extended to all counties of the state that:

1. The forty Barnes counties would not be affected in any way.
2. In the 39 tuition counties, 15 would have lower rates and 24 would have higher rates.
3. That the rates in the 26 community counties would all be lower.
4. In the counties where increased rates resulted to the county as a whole, the local district rates would result in a proportional decrease.

¹⁸ Table XIII, p. 37.

¹⁹ W. E. Sheffer, "A Study to Determine the Desirability and Probable Results of Extending the Provisions of the Barnes Law to all Counties of the State." The Kansas Congress of Parents and Teachers Bulletin, Vol. III, p. 4, (1938).

TABLE XIII

SHOWING THE PRESENT BARNES RATE FOR BARNES COUNTIES; FOR NON-BARNES COUNTIES—
 SHOWING THE PRESENT TUITION RATE, AND AN EQUIVALENT BARNES RATE RAISING THE
 SAME AMOUNT OF MONEY AS THE TUITION RATE, AND THE DIFFERENCE BETWEEN
 THE TUITION RATE AND THE REQUIRED BARNES RATE

Barnes Counties		Non-Barnes Counties			
County	Barnes Rate in Mills	County	Tuition Rate in Mills	Required Barnes Rate	Difference in Rates
Butler	2.40	Marion	2.30	2.56	+ .26
Coffey	2.94	Anderson	2.20	2.90	+ .70
Cowley	2.37	Sumner	.75	2.09	+ 1.34
Comanche	3.82	Kiowa		3.06	+ 3.06
Edwards	3.35	Pawnee	2.43	2.22	+ .21
Jefferson	3.00	Jackson	2.84	2.64	- .20
Kearney		Grant		1.97	+ 1.97
Logan	4.50	Gove	3.24	3.33	+ .09
Lincoln	2.27	Ellsworth	1.80	2.19	+ .39
Lyon	2.39	Greenwood	1.65	2.55	+ .90
Marshall	2.27	Riley	1.87	2.25	+ .38
Osborne	3.11	Mitchell	1.87	2.44	+ .57
Rooks	2.89	Graham	4.22	2.53	-1.69
Seward	2.40	Haskell	2.00	2.16	+ .16
Wabaunsee	2.46	Pottawatomie	1.23	3.08	+ 1.85
Average	2.89		2.49	2.53	
Median	2.67		2.35	2.55	

Read table thus: Butler County has a Barnes rate of 2.4 mills. Marion County has a tuition rate of 2.3 mills. A Barnes rate of 2.56 mills for Marion County would raise the same amount of money that the tuition rate now raises. The required Barnes rate would be .26 mills greater than the tuition rate. Read in like manner for other counties.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

The foregoing study has been made for the purpose of determining the part that the Barnes Law provisions have played in the development of the Kansas high school program: to determine whether or not the Barnes high school has any particular advantages over non-Barnes high schools from the standpoint of organization or efficiency, and whether or not in the light of all present conditions it would be wise to extend the provisions of the Barnes Law to all the counties of the state.

CONCLUSIONS

The Barnes Law provisions did have much to do with giving impetus to the organization of new districts, constructing new buildings, building more effective libraries, creating a more effective high school teaching force, and in general, making the public "high school organization" conscious.

These conclusions are borne out by the statement of State Superintendent E. T. Fairchild¹ in the Sixteenth Biennial Report of the State Superintendent of Public Instruction in which he says:

It would be difficult to overestimate the importance of this measure or the great good it has been to the state. During the last year according to the figures compiled by the University, some ninety high schools have taken advantage of this law, and fully fifty more schools are preparing to enjoy its benefits

¹ E. T. Fairchild, State Superintendent of Public Instruction, Sixteenth Biennial Report, p. 19, 1907-08.

the coming year. In a great majority of the high schools now operating under the terms of this law, the teaching force has been increased, laboratory supplies have been added to materially, and in many instances the communities have enlarged the high school buildings or have built new ones because of the impetus given the high school idea. Through statistics gathered from the county superintendents, it is found that in many instances the enrollment in these high schools has largely increased, and in a number of schools fully 50 per cent of the high school students are from the country. When we reflect that the number of pupils that take advantage of educational facilities is always in proportion to the number of schools established, we readily see the importance of this measure, for its constant tendency is to increase the number of schools established, we readily see the importance of this measure, for its constant tendency is to increase the number of schools and this places high school facilities within the reach of an ever increasing number of our youth.

During the period from 1905, the date of the passage of the Barnes Law, and 1915, there were organized to operate under the Barnes Law provisions 164 high schools.² These results represented marvelous high school development and brought Kansas to the period of the rural high school movement³ which was a result of the earlier Barnes Law influence in creating public sentiment in favor of high schools.

The comparisons made in Chapter III on the various standards of Barnes high schools with those of non-Barnes do not show strongly in favor of the Barnes high schools. In fact, the balance of comparison is many times on the side of the non-Barnes high school.

It might be expected that the high school enrollment percentage of census in Barnes counties would be considerably higher. Table I shows that the Barnes county percentage is higher,⁴ but only by a slight margin, 1.6

² Ibid., Eighteenth Biennial Report, p. 323, 1911-12.

³ Laws of Kansas, ch. 311, sec. 1, 1915.

⁴ Table I, p. 19.

The amount of money judiciously spent by a school to maintain high standards of efficiency is many times taken to mean the difference between a good and a poor school. Since local levies in rural high school districts are supplemented by the Barnes fund in Barnes counties, the general supposition is that the Barnes county rural high school would expend more money. Yet Table II, comparison,⁵ shows that the cost per pupil per month is only forty cents above the rural high schools in non-Barnes counties.

The cost per pupil per month in the two (or more) teacher elementary and high schools of non-Barnes counties,⁶ Table III, is slightly greater in the non-Barnes counties. However, the situation is reversed,⁷ Table IV, by giving the Barnes counties the advantage by forty cents per pupil per month.

Summary Table V, comparing all types of schools,⁸ shows the non-Barnes counties to have quite a favorable balance in the comparison of sixty-six cents per pupil per month.

It is generally conceded by teachers and educators that an average daily attendance per teacher of 15 to 25 is desirable to do effective teaching. An enrollment much above that number results in poor standards of instruction, and an enrollment too far below that number results in a loss of school financial efficiency to the community.

In making this comparison for rural high schools,⁹ Table VI, it is

⁵ Table II, p. 22.

⁶ Table III, p. 23.

⁷ Table IV, p. 24.

⁸ Table V, p. 25.

⁹ Table VI, p. 27.

found that both groups of rural high schools rank low, but the Barnes county group is the lowest in attendance per teacher by .9 of a pupil. For two (or more) teacher elementary and high schools,¹⁰ Table VII, the Barnes counties rank one pupil higher than the non-Barnes group.

In the summary comparison of all schools,¹¹ the advantage is slightly in favor of the Barnes group.

LIBRARY

The library comparison is still more difficult and unsatisfactory because of the unreliable methods of securing the information. However, in the rural high school comparison,¹² Table IX, the non-Barnes counties have a very decided advantage. In the comparison of two (or more) teacher elementary and high schools,¹³ Table X, the Barnes counties rank considerably higher. Table XI shows that the non-Barnes counties¹⁴ have the highest ranking in the second class city comparison. When all schools are used in the comparison,¹⁵ Table XII, there is practically no difference between the two groups of counties relative to the number of volumes in their high school libraries.

Taking into consideration all the standards of comparison made in the study, the conclusion must be drawn that Barnes high school

¹⁰ Table VII, p. 28.

¹¹ Table IX, p. 32.

¹² Ibid.

¹³ Table X, p. 33.

¹⁴ Table XI, p. 34.

¹⁵ Table XII, p. 35.

libraries are no more effective than the high school libraries maintained in non-Barnes counties. In fact, there is probably no difference at all. If there are apparent differences in certain instances, they are due to local situations and not to the general provisions of the Barnes Law.

RECOMMENDATIONS

Recent suggestions¹⁶ have been made that the provisions of the Barnes Law be extended to all the counties of the state by statute. The main purposes of this new proposed legislation seem to be as follows:

1. To provide a uniform county plan for creating high school equalization funds.
2. To provide county aid for junior colleges.
3. To provide one uniform high school tuition plan, making it possible for a high school student to attend any high school in the state operating under the Barnes Law provisions absolutely free.

The first of these provisions, that of creating a uniform county equalization fund, seems desirable. The high school today is the people's institution, and it is only just that all property should bear at least a uniform minimum share of its financial support. This is not

¹⁶ W. E. Sheffer, "A Study to Determine the Desirability and Probable Results of Extending the Provisions of the Barnes Law to all Counties of the State." The Kansas Congress of Parents and Teachers Bulletin, Vol. III, p. 9, (1938).

the situation that exists today. Mr. Sheffer shows¹⁷ that during the school year 1936, neither Kiowa County nor Grant County levied a high school tax for any purpose.

The suggestion that high school extension courses or junior colleges be included in making the levy for a distribution of the Barnes equalization fund seems questionable. This plan might result in the formation of two or more extension courses or junior colleges being formed in the same county or in localities where the need would not justify the necessary expense. This situation has been true relative to the organization of rural high schools. Table II shows that in some cases¹⁸ the cost per pupil on the basis of enrollment does not justify the money expended. It would seem that the establishment of equalization funds for junior colleges should be established on a state basis and under the strictest of organization regulations.

The third recommendation would provide one of the best plans yet offered for the solution of the complex and unsatisfactory tuition situation now existing in Kansas. Enough information on this subject has been assembled, classified, substantiated, and published, that it is not necessary to amplify the need for revision of the Kansas tuition laws. Arleigh Roy Burton,¹⁹ in his recent thesis, A Proposed High School Tuition Law for Kansas, explains fully the inconsistencies and weaknesses

¹⁷ Ibid., p. 3.

¹⁸ Table II, p. 22.

¹⁹ Arleigh Roy Burton, A Proposed High School Tuition Law for Kansas, An Unpublished Master's Thesis, Kansas State Teachers College, Emporia, Kansas, (1934).

of the present tuition laws, and a need for revision. An extension of the Barnes Law provisions with a few necessary amendments to put the plan into operation is recommended and would provide a solution for the Kansas tuition and "choice of schools" problem as follows:

1. Tuition would be free to any student to any Barnes high school in his resident county.
2. Any student would have the privilege of attending any Barnes high school outside his resident county, and the tuition would be paid by the resident county; provided all the necessary legal arrangements for transfer are completed by the student. This provision is true at present time in adjacent counties only.²⁰

An amendment would be necessary.

3. The rate of tuition charged in any Barnes county would be fixed on the basis of average cost per pupil per month for all the Barnes high schools of that county for the preceding year. The rate is now \$2.00 per week.

An amendment would be necessary.

4. The County Commissioners of all Barnes counties would pay high school tuition out of the Barnes high school fund. It must now be paid from the county general fund.²¹

An amendment would be necessary.

5. Tuition would be free to students of either county or counties in which joint districts lie.

²⁰ Kansas Laws, 1923, ch. 191, sec. 1.

²¹ Ibid.

6. The inter-state tuition situation would still be unsolved. Reciprocity agreements between states seem to be the only solution. Until reciprocity agreements are made, Barnes counties or non-Barnes high schools would have to decide whether to pay or not to pay tuition. These payments would be made under state regulations.

The rate of tuition charged by high schools excluded by the provisions of the Barnes Law should be that rate established on the basis of cost per pupil per month on the average daily attendance of that school for the preceding year closing on the 30th day of June. At the present time the rate charged by first class cities excluded by the Barnes Law provisions is three dollars per week.²² Only first class cities would be included in schools excluded by provisions of the Barnes Law. An amendment to this tuition law would be necessary.

A law embodying these recommendations should do much to improve the Kansas high school situation. It will provide, to a limited extent, the much talked about equalization fund for high schools. It will not provide county aid for junior colleges, but it is questionable whether that is desirable at the present time. The plan will improve the tuition problem, if incorporated into law, to the extent that it would almost cease to be a problem.

²² Ibid., 1925, ch. 239, sec. 1.

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