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A plan for the reorganization of attendance areas in Calaveras County

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University of the Pacific

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College of the Pacific
Stockton, Calif.

A PLAN FOR THE REORGANIZATION OF ATTENDANCE AREAS
"1
IN CALAVERAS COUNTY

A Thesis
Presented to
the Faculty of the School of Education
The College of the Pacific

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts

by
Melvin Bernasconi
"11

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CHAPTER I

INTRODUCTION

From time to time there has been considerable discussion regarding the strengths and weaknesses of the attendance areas as they have developed in Calaveras County. Occasionally a change has been made and a school has been closed for lack of pupils or two or three school districts have been merged in an effort to strengthen the educational program for those districts but no study has ever been made with the purpose of placing schools in the county from the standpoint of building a sound and strong educational program for all children. This is the first study that has been made along these lines.

THE PROBLEM

Premise for the problem. For the purpose of this study it is assumed that there is a county unified district. The Calaveras County local survey committee, working under the State Commission on School Districts, after a study of all possibilities for the improvement of the educational program in Calaveras County, recommended the adoption of the county-unit system.¹ Scholars have suggested this type

¹Optional Reorganization of School Districts: A Report of Calaveras County (San Andreas; Local Survey Committee of Calaveras County, May, 1948), p. 22.

of administration since 1918, according to a study made in 1937 by Mann and Oertel.² Likewise, committees of the Legislature have studied the need for school district reorganization since 1920 in an effort to determine a practical way to attain larger units of administration.³ These studies in California striving to achieve more efficient and economical units of administration are in accord with the educational philosophy of many educational statesmen in the United States as well as in accord with practice in many states.⁴ The point of view of the literature in the field is quite definitely in agreement with the following statement written by Professor Ellwood P. Cubberley⁵ in 1920:

Experience everywhere has clearly demonstrated that the district system is expensive, inefficient, short-sighted, and unprogressive; that it leads to an unnecessary multiplication of small and inefficient schools, utterly unable to minister to the

²George C. Mann and Ernest E. Oertel, Study of Local School Units in California. (Sacramento: California State Department of Education, 1937) pp. 61-69.

³Ibid., pp. 114-124.

⁴Henry F. Alves, W. Archibald and John Guy Fowlkes, Local School Units Projects, Local School Unit Organization in Ten States. (Washington, D.C.: United States Office of Education, 1939), passim.

⁵Report of the Special Legislative Committee on Education, Herbert C. Jones, Chairman. (Sacramento: State Printing Office, 1920) p. 6.

larger rural life needs of the present; that under it country boys and girls do not have equivalent advantages with the boys and girls who live in the cities; and that it stands today as the most serious obstacle in the way of a needed consolidation and improvement of our rural schools.⁶

The problem. The problem for this study may be stated in a question:- How should the attendance areas of Calaveras County be reorganized?

Implications of the problem. The study proposes to view the problem of the small attendance area in its historical setting and in the light of best practice. The point of view is expressed by Mort as follows:

Many people have thought of this maintenance of these schools as representing a backward tendency on the part of the rural population. In coming to this conclusion they overlook the fact that these schools represent a very important phase in the development of the equalization of educational opportunity. In their inception and earlier contributions they stood for monumental attainment on the part of the American people in bringing schools to every boy and girl.

The fact that these schools are no longer efficient schools is not the fault of the rural population. It is the result of the social change which demands a different type of educational program from that which can be carried on in the one-room schools.⁷

DEFINITION OF TERMS

Already the phrase "attendance area" has been men-

⁶Ibid., p. 36.

⁷Paul R. Mort, Federal Support for Public Education. (New York: Bureau of Publications, Teachers College, Columbia University, 1936), p. 269.

tioned several times. The present paragraphs consider the meaning of "attendance area" in this paper.

In 1935 Cook wrote as follows regarding the attendance area:

The attendance area includes all the children attending or eligible to attend a single school. In general, it should be considered an elastic subdivision of an administrative unit. The area of an attendance unit will probably vary from State to State and from locality to locality, depending upon roads and climatic conditions, population density, age of the children involved, educational leadership, and other related factors.⁸

In the Study of Local School Units in California a "complete attendance area" is defined in the following way:

By this is meant that before an administrative unit is allowed it must offer 12 grades of instruction. It is understood, of course, that more than one complete attendance area might be included in a given administrative unit. A "Complete" or "Principal" attendance area, likewise, might embrace subsidiary attendance areas, e.g., separate elementary or junior high schools.⁹

In the study entitled Local School Unit Organization in Ten States the "school attendance area" is defined as follows:

A school attendance area is a geographic area from which children attend an elementary or a secondary school. The territory within which children attending an elementary school reside in an

⁸Katherine M. Cook, et al, Reorganization of School Units; A Report of the Proceedings of the Conference Called by the Commissioner of Education, Washington, D.C., June, 1935. (Washington, D.C.: United States Government Printing Office, 1935 - Office of Education, Bulletin 1935, No. 15), pp. 16-18.

⁹Mann and Oertel, op. cit., p. 56.

elementary school attendance area; the territory within which children attending a secondary school reside is a secondary school attendance area. The territory embraced in an elementary school attendance area may be, and usually is, included in a secondary attendance area, the limits of which may or may not be coterminous with the elementary attendance area.¹⁰

In 1938 Grace and Moe defined the attendance area thus:

The school attended by children residing within a limited region is known as the attendance area. Because of varying local conditions, the establishment of a standard attendance area is not feasible. The size of the area may depend to some degree on the type of program to be offered and the organization of the school system.¹¹

This definition is in accord with the others and with a study made by Dawson and Reeves, et al., excepting that Dawson and Reeves use the words "attendance unit" to define what other writers have called the "attendance area."¹² However, this latter study makes the following additional comment. "The distinguishing characteristic of an attendance unit is that all of its powers are derived

¹⁰Alves, Archibald and Fowlkes, op. cit., p. 1.

¹¹Alonzo G. Grace and G. A. Moe, State Aid and School Costs (New York: McGraw-Hill Book Company, 1938), p. 117.

¹²Howard A. Dawson and Floyd W. Reeves, et al., Your School District (Washington, D.C.: National Education Association of the United States, 1948), p. 51.

from an administrative unit. It is not a quasi-corporation and does not possess independent administrative powers.¹³

In this study the county is considered the administrative unit and all the schools, the attendance centers for the county, derive their power from it. The geographic area from which children attend an elementary or secondary school is the attendance area. The complete attendance area refers to all the children in the administrative unit.

IMPORTANCE OF THE STUDY

It has long been recognized that the children in rural areas have not been receiving an educational opportunity comparable to that of the children in urban areas.¹⁴ Because there are too many and too small schools the educational services are inadequate in both elementary and high schools. Also, there is an absence of post-high school education and adult education. Likewise, small districts cannot ordinarily employ or hold good teachers. The rural districts have lacked a sound way of financing and administering the educational program. In this study a plan is formulated for attendance centers in rural areas so that the children may receive an educational opportunity which will fit their needs. That it is important to study attendance

¹³Dawson and Reeves, loc. cit., p. 51.

¹⁴Ibid., p. 26.

areas to gain these ends is noted in the study already referred to entitled Local School Unit Organization in Ten States, as follows:

It is apparent that the determination of the elementary and high-school attendance areas was necessary before intelligent consideration could be given to problems relating to and involving required administrative, supervisory, and instructional services, needed physical plant facilities, transportation, and the ability to meet financial responsibilities in proposed local school units. Since these items all relate to the functions of local units of administration, the proposals for desirable administrative units could be made only after satisfactory attendance areas had been determined. This seems to be the most logical procedure to follow in proposing satisfactory attendance areas and administrative units.¹⁵

The above quotation has the following footnote:

It should be noted that this statement applies only to the sequence of procedure in formulating proposals. It does not necessarily apply to the sequence of procedures in effecting the proposals.¹⁶

METHOD OF THE STUDY

The method of the study grew out of the problem; that is, where should the schools be located in Calaveras County? A first step in an attempt to answer this question seemed to require an analysis of the county school districts to show whether or not they needed to be reorganized. The study of the Calaveras County local survey committee

¹⁵Alves, Anderson and Fowlkes, op. cit., p. 17.

¹⁶Ibid., p. 17.

determined the need to reorganize the districts in the county.¹⁷ The next further administrative study of the County seemed to be "How Should the School Districts in Calaveras County Be Reorganized?"

The records concerning the schools of Calaveras County were taken from the files of the office of the county superintendent of schools. Maps were prepared by the office of the county surveyor. Data on the county schools for use in the maps were collected by the local survey committee.

Data were brought up to the latest date for the study and classified in tables, graphs and maps. The literature on the subject of attendance centers was studied to gain a mastery of the history of their development and to master the characteristics of good attendance centers. With this background and these criteria at hand Calaveras County Schools were analyzed and attendance centers were proposed that might be considered educationally and financially sound.

¹⁷Local Survey Committee of Calaveras County, op. cit., p. 22.

CHAPTER II

RELATED STUDIES

Much has been written on the subject of attendance centers. The historical account of the conditions that have given rise to the large number of small schools in the United States are summarized in several authoritative studies. One of these, of course, is the study by Cubberley.¹ There are also historical accounts of the development of the large number of schools in the State of California. One of these is the work by Ferrier.² This chapter limits itself closely to a brief summary of the literature which concerns itself with the problems that are very similar to the one at hand.

Literature on attendance areas in the United States.
The United States Office of Education has sponsored studies relative to attendance centers in many states of the union. Summaries of ten of these research studies published in 1939 show that the attendance centers in the district system do not meet the educational needs of the pupils and that

¹Ellwood P. Cubberley, Public Education in the United States (Boston: Houghton Mifflin Company, 1934), 782 pp.

²William Warren Ferrier, Ninety Years of Education in California (Berkeley: Sather Gate Book Shop, 1937), 413 pp.

the cost per unit of average daily attendance is excessive.³ In 1948 the National Education Association of the United States sponsored a study which noticed the same defects in many additional states as noticed in the earlier studies, and likewise outlined steps for the consolidation of small attendance units in the interest of educational program and economy.⁴

California literature on attendance areas. In many rural areas historically the one school district has been and continues to be the attendance area.⁵ Therefore a few quotations which refer to the district are used for the important and obvious connection with the problem of attendance areas.

The final report on one of the first thoroughgoing studies of attendance area in California, prepared in 1920 by Professor Ellwood P. Cubberley at the request of a special committee of the Legislature, made the following observation:

³Henry F. Alves, W. Archibald and John Guy Fowlkes, Local School Units Projects, Local School Unit Organization in Ten States (Washington, D.C.: United States Office of Education, 1939), 334 pp.

⁴Howard A. Dawson and Floyd W. Reeves, et al., Your School District (Washington, D.C.: National Education Association of the United States, 1948), 286 pp.

⁵Special Legislative Committee on Education, 1920, op. cit., p. 36.

California has 58 counties, and the last report of the superintendent of Public Instruction gives the number of school districts as 3,403, for the year 1919-1920. Of these 2,366, or 70 per cent, employ but one teacher, and 83 per cent do not employ over two teachers.⁶

He then comments on the effort that had been made up to that time to alleviate the situation:

An attempt has been made in many of our states, during the past twenty-five to thirty years, to provide a remedy for the defects of the district system by permitting of the consolidation of two or more school districts to form a union school, and the transportation of the children from the abandoned schools to the larger and better-organized and better-taught central school. Here and there in a few progressive communities some remarkable results have been attained by this plan. Where good consolidated schools can be formed they are very desirable. They materially increase the efficiency of the instruction, provide opportunities for education comparable with those which city children enjoy, and reduce the per capita costs for instruction. Even a two-room consolidated school is better than a one-room district school, but a four-room or a six-room school is still better. In connection with such consolidated schools "teacherages" can be provided, often by building over into a residence an old one-room school building, and these provide teachers with homes and serve to attract a much better grade of teacher to the rural schools.

The trouble with the consolidated school idea, as usually carried out, is that the consolidated schools are too hard to form, and when formed are usually too small.⁷

The report recommends Legislative action for a county-unit system for one complete attendance area, and

⁶ Ibid., pp. 41-42.

⁷ Loc. cit.

goes on to point out the educational and financial weaknesses of an outmoded system that perpetuates the abuses mentioned.⁸

In 1929 Leonard V. Koos, then a professor at the University of Minnesota, with Frederick J. Weersing as assistant, conducted a survey for the California State Department of Education.⁹ Though this study is titled Secondary Education in California it makes some critical comments on elementary schools as such and also in relation to the high schools.

A study of the schools in elementary districts within union high school districts show them to be typically very small, that is, having typically small numbers of pupils and few teachers. It is impossible not to believe that they would gain in strength by consolidation. Moreover, inquiry into the extent of cooperation between elementary and high school districts finds it to be distressingly infrequent. It is significant that, while cooperation does not often bring about junior high school reorganization in areas served by union high schools, the larger elementary school districts often segregate pupils of grades 7 and 8 in separate buildings or departmentalize instruction in these grades without segregation. This means that they go as far towards junior high-school reorganization as seems possible with the present district organization.

There is evidence also that among union high school districts there are some so small and at the same time so near other districts that their separate operations seems hardly justifiable.¹⁰

⁸Loc. cit.

⁹Leonard V. Koos and Frederick J. Weersing, Secondary Education in California (Sacramento: State Department of Education, 1929), 128 pp.

¹⁰Ibid., p. 11

In following out the implications of the last paragraph the directors of the survey presented a table indicating that in 1927 a study of 369 high schools showed that 21.1 per cent enrolled less than 100, 21.4 per cent from 101 to 200, and 57.4 per cent enrolled 201 or more.¹¹ The report then continues as follows:

The table does not show that of the schools with 100 pupils or less a few which are not at the same time "branch" high schools enrolled less than 25 pupils, almost a fifth enrolled from 26 to 50 pupils, while almost half enrolled from 51 to 75 pupils. It must be admitted that, owing to the sparse distribution of population in some areas of the state, it will be necessary to maintain some high schools of this size. It must also be admitted that, with respect to the proportion of small high schools, California stands in a favorable position when compared with most other states. At the same time those conversant with educational affairs in the state know that there are small high schools whose operation, on account of their proximity to larger and stronger schools, is hardly justifiable.¹²

In 1932 Proctor and Mayo, employed on a national survey of secondary education, made a detailed study of seven California counties and recommended "superintendency areas"--which is synonymous with the currently used "administrative unit"--as one possible workable plan for the complete attendance area.¹³ They noticed the following

¹¹Ibid., p. 41.

¹²Loc. cit.

¹³William M. Proctor and Scovel S. Mayo: "School and District Organization in California", in District Organization and Secondary Education, United States Office of Education Bulletin, No. 17 Monograph I, Part II, (Washington: U. S. Government Printing Office, 1932), p. 116.

characteristics of the schools of the state:

There are 2,636 active and 106 suspended regular elementary districts in the State. Of these active elementary districts only 132, or about 5 per cent, are union or joint-union districts. This is in spite of the fact that permissive legislation favoring unionization has been in the school code for many years. Monterey County appears to have made the best showing in the State in the unionization of elementary districts, and yet 30 of its elementary schools, or nearly 50 per cent, are still 1-room, 1-teacher schools. In the State as a whole there are 1,519 of the active school districts, or 57.6 per cent, which employ only one teacher. This illustrates strikingly the slow progress of unionization among elementary districts.

In matters of average daily attendance the same situation exists. One hundred and four districts have fewer than 6 pupils. Seven hundred and fifty-eight elementary districts, or 29 per cent, of the active districts of the State, have fewer than 11 pupils in average daily attendance. The need for more pupils has been known to prompt school trustees to employ teachers who have children of school age in order to bolster the attendance and keep the school from being suspended.¹⁴

In regard to the high school situation in 1932 the study made the following documented statement:

. . . Only five union high-school districts, or about 2 per cent of the 233 in the State, support junior high schools with grades 7 to 9, inclusive. In three of the five districts there are located cities of more than 10,000 population. Of a total of 108 separate 3-year junior high schools in the State, only 15, or 14 per cent were in union high-school districts.¹⁵

¹⁴ Ibid., p. 87.

¹⁵ Ibid., p. 90.

In 1937 the California State Department of Education in cooperation with the United States Office of Education selected Mann and Oertel to investigate the schools of California.¹⁶ After pointing out that there has been a nation-wide tendency towards consolidation of one-room rural schools, their study continues as follows:

California has shown the same trend in the reduction of the number of one-teacher schools. In 1920, the state had 2,366 one-teacher schools, 69.5 per cent of a total of 3,403 schools. In 1930, there were 1607 one-teacher schools out of a total of 4,058 schools. The percentage had dropped to 39.6. By 1935, there was further decrease to 33.2 per cent, there being 1,445 one-teacher schools out of a total of 4,381. This steady decrease in the number of one-teacher schools doubtless was due to the rapid growth of population in the cities and to the fact that the years from 1920 to 1935 marked the period when most of the consolidations of schools in the state were effected.¹⁷

Turning attention to the high school situation during the period of the study, Mann and Oertel made the following observation showing an obvious need for the consolidation of many high schools:

There was a total of 525 high schools in California in 1934-35. These included branch high schools, junior high, and junior-senior high schools. Of this number three were one-teacher high schools, five were two-teacher, and 33 were three- to five-teacher; a total of 41 high schools, or 7.8 per cent of all. These high schools had an enrollment of 2,452, or .65 per cent of the total high school en-

¹⁶George C. Mann and Ernest E. Oertel, Study of Local School Units in California (Sacramento: California State Department of Education, 1937)

¹⁷Ibid., p. 48.

rollment of the state. The pupil-teacher load of these high schools was 15.5; in schools having six teachers or more it was 24.7; for all high schools, the average was 24.59.¹⁸

In consideration of the junior-high schools the survey gave the following data:

Junior and junior-senior high schools of the state enrolled in 1933-34, 90,717 pupils of the 7th and 8th grades, 51.6 per cent of all 7th and 8th grade pupils.

Junior high schools in California are located almost wholly in the larger cities. This explains why, despite the small number of these schools, more than half of the 7th and 8th grade pupils of the state are reported as being enrolled in junior high schools. 58.4 per cent of California 7th and 8th grade pupils are in the smaller towns and rural areas, where no provision has been made for junior high schools. Some few of these communities do, however, maintain junior-senior high schools.¹⁹

In 1945 Dr. George D. Strayer made the following comment on the schools of California:

There are approximately 4,325 schools in California. There are 1,200 one-teacher schools, and in addition 936 are two, three, or four-teacher schools. Some of these small schools are necessary because of geographical and population factors; others due to inadequate district size.²⁰

Dr. Strayer further reported that "the great majority of school districts have no kindergartens and no junior high

¹⁸Ibid., p. 49.

¹⁹Ibid., p. 50.

²⁰The Administration, Organization, and Financial Support of the Public School System, State of California, George D. Strayer, Special Consultant (Sacramento: State Reemployment and Reconstruction Commission, 1945), p. 37.

schools, and maintain small eight-grade schools. There are 1,181 districts having 35 average daily attendance or less."²¹

SUMMARY

These studies as reviewed emphasize the following weaknesses in the schools of California which are shared by the schools of the nation: 1) There are obviously many one-room schools now in existence which do not fit the needs of the children during these times and which are near enough to other schools so that there should be a merger of attendance centers. 2) Secondary education should be so re-organized as to eliminate high schools that are too small to support an adequate educational program. 3) Secondary education should include a sound system of junior high schools.

²¹Loc. cit.

CHAPTER III

EDUCATION IN CALAVERAS COUNTY

In this chapter it is proposed to survey the schools of Calaveras County. First, the physical and social background of the County will be explained. Following this, all factors pertaining to the present educational set-up in the elementary schools will be presented. Then a similar survey will be made for the two high schools in the county.

A. TOPOGRAPHY OF CALAVERAS COUNTY

Calaveras County has an area of 1,027 square miles and is triangular in shape. It is in north central California on the western slope of the Sierra Nevada mountains. San Joaquin County forms the boundary to the west and Stanislaus County forms the boundary to the southwest; to the east is Alpine County; to the north, the Mokelumne River forms the boundary; and to the south Calaveras County is separated from Tuolumne County by the Stanislaus River.

The County has three main drainage systems--the Mokelumne, Calaveras and Stanislaus Rivers. The Calaveras River, the river not mentioned in the first paragraph with reference to boundaries, flows through the northwest part of the County. All three of these rivers find their headwaters in the Sierra.

The entire county, looking at it from the San Joaquin and Stanislaus County boundaries, may be called foothill country of the Sierra until one gets up to a line parallel across the County from Mokelumne Hill to Murphys. The area from this point on up to Alpine County rises abruptly in altitude and is thickly forested. The altitude at Murphys is 2,200 feet and at the Avery School, 12 miles above Murphys, is 4,000 feet. The elevation of the County changes from 200 feet at Wallace, the town nearest the San Joaquin County boundary, to 4,000 feet at White Pines and to 7,300 feet at the Calaveras-Alpine line on the Ebbetts Pass Highway.¹

The State roads in the County are all good. Likewise, the County, while not comparable to the State in the type of grade supported over the hills, does offer substantial two-way paved or oiled surfaced roads between the towns. The roads are good even into the high Sierra towns of West Point on the north side of the County and Ebbetts Pass high town of White Pines in the Avery district on the south side of the County.

High school children are transported twenty-five miles at the present time from West Point to San Andreas,

¹California State Automobile Association Map, Sacramento and Stockton to Lake Tahoe and Vicinity (San Francisco: California State Automobile Association, 1948).

the County seat and approximately the central point in the County. Some children are also being transported to San Andreas High School from White Pines in the Avery district --a distance of thirty-four miles.

All roads in the County are open to travel throughout the year, excepting that some years during severe snow storms the roads into the high mountain towns are closed for a few days or even for as long as a week.

B. WEATHER REPORTS

In order to get a clear conception of weather in the County it will be necessary to consider the weather below the imaginary line across the County from Mokelumne Hill to Murphys, and above that line. This will be done in two separate tables. Table I presents the precipitation for the lower part of the County and Table II presents the precipitation for the upper part of the County.

The elevation at San Andreas, the most central town in the County, near which the Calaveras Cement Plant is located, is 1000 feet. The average seasonal precipitation at that point for the nine years listed in the Table I was 28.21 inches. This total and the monthly average showing how the precipitation was distributed throughout the year indicate that weather was a factor in favor of transportation on highways in this area, all the months of the year. Table II, which gives the precipitation for the mountainous

Table I

PRECIPITATION DATA IN INCHES AT CALAVERAS CEMENT PLANT
SAN ANDREAS, CALIFORNIA²

Month:	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	Total
<u>Year</u>										
1939-40	.14	1.77	.52	1.03	13.81	8.00	6.62	.32		32.62
1940-41		.92	.69	9.95	4.63	7.10	3.14	4.60	.34	32.17
1941-42	.09	.69	1.55	7.75	10.19	2.91	2.14	6.16	2.40	30.70
1942-43		.10	5.62	4.00	11.99	4.76	8.05	1.41	.17	33.10
1943-44		.83	1.59	2.98	4.37	6.76	2.12	3.71	.61	21.97
1944-45	.22	2.50	5.99	4.00	2.07	6.08	5.80	.67	.72	28.05
1945-46	.03	2.69	4.76	7.16	1.33	2.41	4.62	.22	1.46	24.71
1946-47	.15	.49	6.92	3.01	1.41	2.06	4.46	.66	.22	20.40
1947-48	.01	5.82	.69	1.17	1.30	3.31	6.50	6.98	3.43	30.21
Average	.07	1.76	3.16	4.54	5.68	4.82	4.84	2.75	1.04	28.21

²Weather records on file in the office of the Calaveras Cement Company, San Andreas, California.

Table II

PRECIPITATION DATA IN INCHES AT CALAVERAS RANGER STATION
HATHAWAY PINES, CALIFORNIA³

Month:	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	Total
<u>Year</u>										
1939-40	2.60	2.23	1.44	1.80	22.73	14.54	10.71	1.68	.69	58.72
1940-41	.30	2.65	1.45	12.50	12.00	11.25	6.39	7.02	.65	54.91
1941-42	.15	1.13	3.07	12.57	9.02	6.48	3.17	5.62	4.26	45.47
1942-43	.07	.70	10.07	7.26	12.84	6.78	14.62	3.15	.35	55.83
1943-44		2.00	1.49	6.08	6.14	8.20	5.75	4.48	1.21	35.35
1944-45	.33	2.65	11.63	5.19	.79	12.95	10.45	1.03	1.83	46.85
1945-46	.41	7.06	4.46	14.08	3.76	4.53	7.01	.05	2.20	44.25
1946-47	.99	1.26	7.25	4.26	2.35	2.77	5.46	4.45		28.86
1947-48		5.99	1.82	.84	3.10	5.19	9.62	9.65	2.33	38.54
Average	.51	2.63	4.39	7.25	8.08	8.08	8.13	4.12	1.50	45.62

³Weather records on file in the office of the Calaveras Ranger Station, Avery, California.

part of the County, shows a seasonal average for the nine years listed in the table of 45.62 inches. Most of this precipitation was usually in the form of snowfall and the winter monthly averages indicate weather an unfavorable factor to transportation on the highways. However, the State Department of Highways operated snow ploughs on the Ebbetts Pass Highway that kept the road open all year up to Camp Connell which is six miles from White Pines, and transportation was carried on to this town by school bus and other business vehicles. Snow plough equipment was also used on the Mokelumne Hill-West Point road.

C. THE SOCIO-ECONOMIC BACKGROUND

Calaveras County had a population of 8,258 in 1940. Mining has been an important industry in the County. The hills are covered with prospector's holes of past and present operations. There have been, and are now, placer mining operations along the creek bottoms and deep mining operations on the hillsides. The Mother Lode, a thick gold bearing quartz vein, passes through Robinson Ferry, Carson Hill and Angels Camp. In the beginning of the century deep mines down to the 5,000 foot level were developed in this area. All of these mines flourished until about 1920. However, the Carson Hill Gold Mines closed down only when burned out and unable to purchase new equipment in 1942. The families of these miners continue to form part

of the stable population of the County.

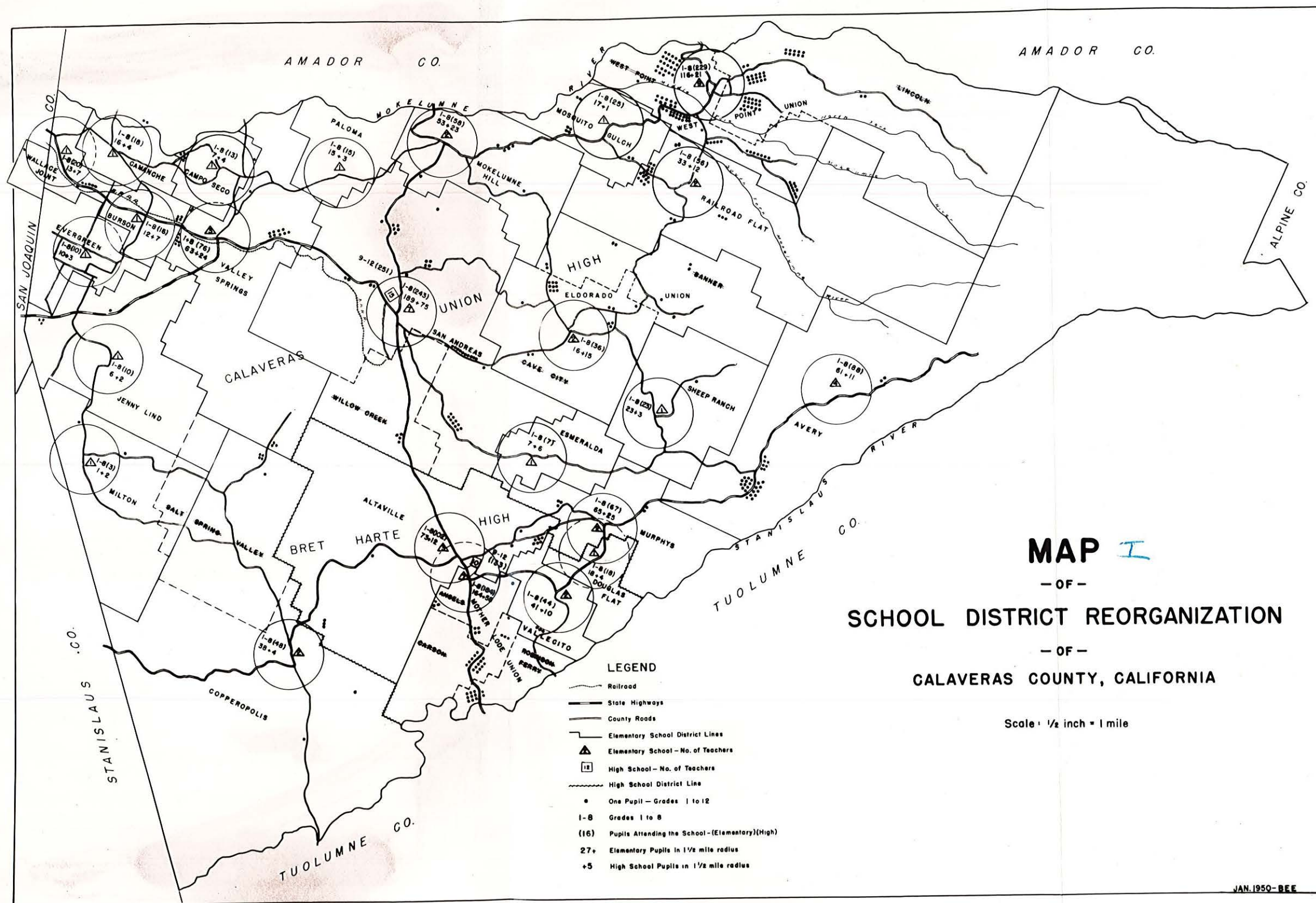
In the foothill area the only other mining operation of consequence has been the cement plant at San Andreas, which mines and manufactures approximately 2,000,000 barrels of cement annually.

There is considerable beef cattle raising by a small number of big land owners who range their cattle in the foothills in the winter months and in the Sierra in the summer months. There is very little farming on a large scale. However, some fine apple orchards thrive on the verge of the mountains.

Since World War II the lumber companies have done big business in the lumber towns of White Pines and West Point. There are also many other small mills in the county. Approximately 121,000,000 board feet of lumber is produced from the forests annually.

D. THE ELEMENTARY SCHOOLS OF CALAVERAS COUNTY

The following spot map I gives a picture of the number of elementary school districts and their boundaries in Calaveras County, where they are, grades taught, number of students in attendance at each school for the 1947-1948 school year, and the number of teachers. Also, two of the principal rivers and the main highways, both State and County, are shown.



The high school districts, which are also shown on the map, will be discussed in the second part of the paper.

1. Elementary school districts. There are thirty elementary school districts shown on the foregoing map. Of these, the Willow Creek district was a suspended district and the children from this district attended the San Andreas school for the 1947-1948 school year; the Lincoln district was unionized with the West Point district; Cave City and Banner were unionized in the El Dorado Union; the Salt Spring Valley district was suspended and the children from this district attended the Altaville school. This left fifteen one-teacher schools actually operating schools in the County for the school year 1947-1948;⁴ five two-teacher schools--Mokelumne Hill, Murphys, Railroad Flat, Vallecito, El Dorado Union; three three-teacher schools--Valley Springs, Altaville and Avery; two five-teacher schools--Angels and West Point;⁵ and one six-teacher school at San Andreas. This made a total of twenty-five elementary schools in operation in the County for the 1947-1948 school year. In these elementary schools there were 1,247 pupils in average daily attendance who were taught

⁴In 1948 Robinson Ferry and Carson Hill districts unionized with the Angels district.

⁵For the school year 1948-1949 both Angels Camp and West Point became six-teacher schools.

by forty-three teachers, thirteen of whom were emergency teachers.

2. Elementary pupils in average daily attendance.

The number of pupils attending each elementary school is shown in Table III. The average daily attendance figures are given every other year beginning with the 1939-1940 school year and ending with the 1947-1948 school year so that it is possible to gain a background picture of the attendance situation and to bear this in mind in relation to the analysis to be presented of the average daily attendance figures for the 1947-1948 school year.

Table III shows that there were fifteen one-teacher schools operating during the 1947-1948 school year, with an average daily attendance for the fifteen schools of fourteen pupils. By looking at the figures for the previous years, it can be seen that this is not a condition peculiar to that year. It will be noticed that some one-room schools have been suspended; these are Willow Creek, Salt Spring Valley and Douglas Flat. Douglas Flat was suspended beginning with the 1943-1944 school year because of a small attendance and the children were sent to Murphys school, which is two miles distant from the Douglas Flat school. For the 1947-1948 school year Douglas Flat school was reopened by petition heard before the Board of Supervisors. The El Dorado school, a union of Banner and Cave City, had

Table III

THE AVERAGE DAILY ATTENDANCE OF CALAVERAS
COUNTY ELEMENTARY SCHOOLS BY SCHOOL YEARS⁶

SCHOOL YEAR	1939	1941	1943	1945	1947
	1940	1942	1944	1946	1948
Name of school:					
1 Altaville	51	49	46	63	95
2 Angels	119	106	122	113	145
3 Avery	53	68	53	60	86
4 Banner	11	7	7		
5 Burson	16	24	21	12	16
6 Camanche	10	9	4	14	11
7 Campo Seco	10	15	14	14	17
8 Carson Hill	29	16	12	10	15
9 Cave City	16	21	11	26	46
10 Copperopolis	22	10	16	18	25
11 Douglas Flat	9	7			13
12 Esmeralda	8	7	6	7	11
13 Evergreen	12	13	6	7	10
14 Jenny Lind	9	11	13	11	14
15 Milton	12	5	8	14	8
16 Mokelumne Hill	51	48	53	51	54
17 Mosquito Gulch	9	10	16	11	22
18 Murphys	68	59	53	59	57
19 Paloma	8	10	7	12	17
20 Railroad Flat	14	20	21	22	65
21 Robinson Ferry	21	15	8	9	9
22 Salt Spring Valley	11	8	7		
23 San Andreas	107	116	115	154	188
24 Sheepbranch	55	42	7	10	11
25 Vallecito	37	40	42	34	32
26 Valley Springs	60	53	53	69	86
27 Wallace Jt.	13	15	13	17	16
28 West Point Union	26	43	57	96	178
29 Willow Creek	25	13	10		
Total	887	860	802	913	1247

⁶Records on file in office of county superintendent of schools.

an average daily attendance for the 1947-1948 school year of 46. The El Dorado school is nine miles from San Andreas over good paved road.

For the main centers of attendance, the average daily attendance for the 1947-1948 school year was as follows: Angels, 145; Altaville, ninety-five; Avery, eighty-nine; Mokelumne Hill, 54; Murphys, fifty-seven; Railroad Flat, sixty-five; San Andreas, 188; Valley Springs, eighty-six; West Point, 178. Most of these schools show a higher average daily attendance for 1947-1948 than they do for previous years. This is in line with the increase in population throughout the State since the end of World War II.

3. Assessed Valuation of Elementary School Districts.

Table IV shows the valuation for each elementary school district in Calaveras County for the school years 1945-1946, 1946-1947, and 1947-1948. This table gives a picture of the total valuation of the County at this time of rising valuations.

The assessed valuation of the school district gives some indication of the district's ability to support education. A review of the figures in the table for the 1947-1948 school year shows a low valuation for Esmeralda school district of \$41,710.00, and a high valuation of \$2,399,815.00 for the Avery district. It is fairly obvious from a survey of this table that the amount of support that one child in one district may receive varies considerably from that which

Table IV

ASSESSED VALUATION OF ELEMENTARY SCHOOL DISTRICTS
IN CALAVERAS COUNTY⁷

DISTRICT	1945-46	1946-47	1947-48
Altaville	551,845	621,830	814,215
Angels	705,515	725,700	969,730
Avery	2,320,265	2,399,815	2,700,795
Banner	94,580	90,355	121,535
Burson	111,455	114,270	139,135
Camanche	93,440	85,315	102,210
Campo Seco	152,905	151,500	172,050
Carson Hill	159,165	154,480	250,425
Cave City	122,695	135,725	175,675
Copperopolis	1,008,510	1,015,050	1,318,435
Douglas Flat	165,350	168,455	194,165
Esmeralda	70,725	41,710	49,655
Evergreen	148,935	162,065	167,320
Jenny Lind	366,790	401,225	457,915
Milton	298,620	306,225	380,460
Mokelumne Hill	384,975	396,370	498,615
Mosquito Gulch	57,960	59,310	77,605
Murphys	428,495	447,425	576,635
Paloma	208,690	208,765	329,340
Railroad Flat	508,405	520,815	658,695
Robinson Ferry	112,710	98,090	109,860
Salt Spring Valley	328,075	326,475	424,485
San Andreas	1,108,690	1,183,570	1,544,990
Sheepranch	123,055	122,680	177,875
Vallecito	214,410	226,595	480,355
Valley Spring	718,480	754,955	949,770
Wallace Jt.	162,275	134,480	242,770
West Point Union	1,112,735	1,147,485	1,463,825
Willow Creek	539,050	627,780	741,155
Total	\$12,346,530	\$12,829,875	\$15,999,600

⁷Records on file in office of county recorder.

one child may receive in another district. More than half the wealth in the County is controlled by six of the twenty-nine existing districts.

4. Valuation per unit of average daily attendance.

Another aspect of the problem of ability to support education is a consideration of the valuation per unit of average daily attendance. Table V lists these figures for the 1947-1948 school year.

Table V shows a high valuation per unit of average daily attendance for the twenty-five children in attendance at Copperopolis school in 1947-1948 school year of \$52,737.00. For the same school year there was a unit valuation for the twenty-two children in attendance at Mosquito Gulch of \$3,527.00. There was, therefore, 14.3 times as much money available for each child in attendance at Copperopolis school as there was for each child at Mosquito Gulch school. There was a vast difference all along the line. The average valuation supporting each one of the children in average daily attendance in the schools of Calaveras County for 1947-1948 school year, assuming equalized distribution of funds, would have been \$13,186.00. During that year there were fifteen of the twenty-six active schools below that figure. The three schools with consistently the top average daily attendance in the County--Angels Camp, San Andreas and West Point--had a unit valuation respectively of fifty, sixty-one and sixty-two per

Table V

ASSESSED VALUATION PER UNIT OF A.D.A.

DISTRICT	1947-1948
Copperopolis	\$52,737.00
Milton	47,557.00
Jenny Lind	32,708.00
Avery	31,405.00
Evergreen	16,732.00
Carson Hill	16,695.00
Sheep Ranch	16,170.00
Wallace Jt.	15,173.00
Douglas Flat	14,936.00
Paloma	13,491.00
Robinson Ferry	12,207.00
Valley Springs	11,043.00
Railroad Flat	10,134.00
Campo Seco	10,124.00
Murphys	10,116.00
Camanche	9,292.00
Mokelumne Hill	9,234.00
Vallecito	8,791.00
Burson	8,690.00
Altaville	8,570.00
San Andreas	8,218.00
West Point	8,168.00
Angels	6,688.00
El Dorado Union	6,461.00
Esmeralda	4,514.00
Mosquito Gulch	3,527.00
Total average	\$13,186.00
State average	14,160.12 ⁸

⁸This figure was computed from the Apportionment of the California State School Fund for the fiscal year ending June 30, 1949 (Sacramento: California State Department of Education, November, 1948).

cent of the figure in an assumed equalized distribution of funds. On the other hand, some of the districts with few children far exceeded this figure. Jenny Lind had an average daily attendance of fourteen for the 1947-1948 school year with a unit valuation of \$32,707.00, and Milton had a per pupil valuation of \$47,557.00.

While the average assessed valuation per unit of average daily attendance in Calaveras County for the school year 1947-1948 was not as high as the average for the state, it certainly gave a better financial basis for equal educational opportunity than the district system in effect in that year.

5. Current expenditure per unit of average daily attendance. Do children over the County get approximately the same amount of money for educational purposes? Do the wealthy districts spend more than the poor districts on each pupil? Table VI gives an account of the current expenditures per unit of average daily attendance.

For such districts in the County as Angels Camp, Avery, West Point, Valley Springs and San Andreas the cost per pupil was low whereas in the schools with small attendance, such as Esmeralda and Carson Hill and all the one-room schools, the cost was higher. A small average daily attendance means a high cost per pupil in spite of the fact that the quality of education is lower than in the attendance centers where there are more teachers. And wealthy

Table VI

CURRENT EXPENDITURES PER UNIT OF A.D.A.

School	1939	1941	1943	1945	1947
	1940	1942	1944	1946	1948
Altaville	82.56	82.69	107.91	105.65	117.71
Angels	65.45	77.56	84.18	95.33	130.20
Avery	87.95	67.14	108.79	119.15	130.20
Banner	146.88	227.53	255.79		
Burson	107.64	67.83	98.55	197.74	196.39
Camanche	166.39	196.52	425.45	163.68	280.03
Campo Seco	164.47	121.27	143.08	177.10	196.69
Carson Hill	59.43	115.30	151.00	263.34	230.90
Cave City	110.86	84.75	186.22	100.44	
Copperopolis	92.36	207.53	175.75	146.19	161.17
Douglas Flat	194.86	224.72			224.51
Esmeralda	201.88	212.43	280.50	333.40	251.74
Evergreen	151.03	129.24	294.41	211.87	292.65
Jenny Lind	213.44	167.07	169.23	230.43	245.66
Milton	152.69	346.08	239.43	184.84	380.03
Mokelumne Hill	73.25	80.29	88.11	108.97	155.46
Mosquito Gulch	176.83	157.04	123.55	201.64	129.71
Murphys	53.43	66.64	85.40	89.00	133.12
Paloma	191.40	154.38	263.10	200.45	221.49
Railroad Flat	124.33	93.03	103.66	117.70	110.16
Robinson Ferry	91.65	122.72	218.01	274.55	436.44
Salt Spring Valley	160.30	190.25	259.20		
San Andreas	64.22	90.69	90.23	76.10	117.75
Sheep Ranch	72.10	67.97	282.19	246.26	312.42
Vallecito	82.44	77.76	90.04	156.64	187.13
Valley Springs	55.86	77.16	85.15	76.94	114.02
Wallace Jt.	124.60	112.12	139.80	155.53	193.07
West Point Union	153.77	99.73	100.16	116.89	116.83
Willow Creek	75.61	126.31	226.76		
El Dorado Union (Banner and Cave City)					158.97
State average					168.44 ⁹

⁹Letter from Henry Magnuson, Chief Director of Educational Research, California State Department of Education, to Charles F. Schwoerer, Superintendent of Schools, Calaveras County, California, January 9, 1950.

districts, such as Milton and Jenny Lind, did little of their own accord to raise the cost per pupil to improve education, the cost fluctuating only with the number in attendance.

6. Bonding capacity of elementary school districts.

For 1947-1948 the elementary school districts had a bonding capacity of \$799,980.00, distributed as shown in Table VII.

Table VII indicates a wide difference in capacity to bond. The lowest bonding capacity was for Esmeralda, which had \$2,483, and the high was the bonding capacity for Avery, which had \$135,040--50.3 times greater for Avery. Eleven of the active districts had less than \$10,000.00 bonding capacity.

Table VII

BONDING CAPACITY OF ELEMENTARY SCHOOL
DISTRICTS IN CALAVERAS COUNTY
1947-1948

DISTRICT	AMOUNT
Altaville	\$40,711.00
Angels	48,486.00
Avery	135,040.00
Burson	6,957.00
Camanche	5,110.00
Campo Seco	8,602.00
Carson Hill	12,521.00
Copperopolis	65,922.00
Douglas Flat	9,708.00
El Dorado Union	14,860.00
Banner	
Cave City	
Esmeralda	2,483.00
Evergreen	8,366.00
Jenny Lind	22,896.00
Milton	19,023.00
Mokelumne Hill	24,931.00
Mosquito Gulch	3,880.00
Murphys	28,832.00
Paloma	16,467.00
Railroad Flat	32,935.00
Robinson Ferry	5,493.00
Salt Spring Valley (Suspended)	21,224.00
San Andreas	77,249.00
Sheep Ranch	8,894.00
Vallecito	24,018.00
Valley Springs	47,487.00
Wallace Jt.	12,138.00
West Point Union	73,191.00
Lincoln	
West Point	
Willow Creek (Suspended)	37,058.00
Total:	\$799,980.00

7. Amount an eighty-cent tax would raise. If each one of these districts were to levy an eighty-cent tax, how much money could each district raise? The following Table VIII gives these data.

There were four active schools that could raise \$1,000 or less per classroom and nine additional schools that could raise less than \$2,000 per classroom. On the other hand, there were schools such as Avery which could raise \$4,202 per classroom, and Copperopolis which could raise \$10,549.

Table VIII

ABILITY OF THE ELEMENTARY SCHOOLS IN
CALAVERAS COUNTY TO FINANCE EDUCATION
1947-1948

DISTRICT	Amt. 80¢ Tax will raise
Altaville	\$6,514.00
Angels	7,758.00
Avery	21,606.00
Burson	1,113.00
Camanche	818.00
Campo Seco	1,376.00
Carson Hill	2,003.00
Copperopolis	10,549.00
Douglas Flat	1,553.00
El Dorado Union	2,518.00
Esmeralda	397.00
Evergreen	1,139.00
Jenny Lind	3,663.00
Milton	3,044.00
Mokelumne Hill	3,989.00
Mosquito Gulch	621.00
Murphys	4,613.00
Paloma	2,635.00
Railroad Flat	5,270.00
Salt Spring Valley (Suspended)	3,396.00
San Andreas	12,360.00
Sheep Ranch	1,423.00
Vallecito	2,243.00
Valley Springs	7,598.00
Wallace Joint	1,942.00
West Point Union	11,611.00
Willow Creek (Suspended)	5,929.00
Robinson Ferry	879.00
Total:	\$127,997.00

8. Tax rates for elementary school districts. Table IX shows the actual tax rates for 1947-1948 in the elementary school districts of the County. This offers some further indication of the amount of effort each district made to support education.

Copperopolis, with a high valuation, levied a twelve-cent tax for the elementary fund, whereas schools of similar size, such as Mosquito Gulch with relatively low valuation, levied a fifty-cent tax for the elementary fund for the same education program. The great diversity in amount of total tax for each school was the result of the elementary boards levying as low a tax as the valuation could support and enable boards to carry on an unchanged educational program. Poor districts and rich districts had the same educational program, but poor districts needed to levy a higher tax rate for it than the wealthy districts.

Table IX

TAX RATES FOR ELEMENTARY SCHOOL DISTRICTS
IN CALAVERAS COUNTY¹⁰
1947-1948

DISTRICT	H.S. BONDS	ELEM. BONDS	H.S. FUND	ELEM. FUND	J.C. FUND	TOTAL TAX RATE
Altaville	.11		.73	.80	.03	1.67
Angels	.11		.73	.65	.03	1.52
Avery	.05		.67	.80	.03	1.55
Banner	.05		.67	.50	.03	1.25
Burson	.05		.67	.50	.03	1.25
Camanche	.05		.67	.68	.03	1.42
Campo Seco	.05		.67	.77	.03	1.52
Carson Hill	.11		.73	.63	.03	1.50
Cave City	.05		.67	.50	.03	1.25
Copperopolis	.11		.67	.12	.03	.93
Douglas Flat	.05		.67	.80	.03	1.55
El Dorado Union	.11		.67	.50	.03	1.31
Esmeralda	.05		.67	.70	.03	1.45
Evergreen	.05		.67	.50	.03	1.25
Jenny Lind	.05		.67	.46	.03	1.21
Milton	.05		.67	.46	.03	1.21
Mokelumne Hill	.05		.67	.50	.03	1.25
Mosquito Gulch	.05		.67	.62	.03	1.37
Murphys	.05		.67	.65	.03	1.40
Paloma	.05		.67	.59	.03	1.51
Railroad Flat	.05		.73	.70	.03	1.51
Robinson Ferry	.11		.73	.62	.03	1.49
Salt Spring Valley	.05		.67	.50	.03	1.25
San Andreas	.05	.23	.67	.50	.03	1.48
Sheep Ranch	.05		.67	.51	.03	1.26
Vallecito	.11		.67	.78	.03	1.59
Wallace Jt.	.05		.67	.45	.03	1.20
West Point Union	.05		.67	.80	.03	1.55
Valley Springs	.05		.67	.51	.03	1.26

¹⁰Records on file in office of county auditor and recorder.

9. School housing situation. Table X is a report on the housing situation of the schools in Calaveras County, a report approved in the office of the county superintendent of schools.

Of the twenty-eight elementary school buildings listed in the table, four were given an A or excellent rating. Two of the buildings were given a B or good rating. There were eight buildings that were given a C rating, indicating a need for repair. The remainder of the buildings, fourteen in number, were listed under the D rating, indicating a need for abandonment. These buildings recommended for abandonment have a history of known date of construction beginning in 1854. Three of the buildings given an A rating were overcrowded for the 1947-1948 school year. Avery school used the town hall for its overflow of pupils. Railroad Flat used its previously abandoned building in addition to the new school. San Andreas used the previously abandoned building and the Campfire Girls' cabin.

E. CALAVERAS COUNTY HIGH SCHOOLS

As shown on Map I there were two high school districts in Calaveras County during the 1947-1948 school year--Calaveras Union High School District and Bret Harte Union High School District. The Calaveras Union High

Table X

CAPACITY AND CONDITION OF ELEMENTARY BUILDINGS
1947-1948

SCHOOL	ACRES	PUPIL		YEAR	TYPE	CONDITION
		CLASS-	CAPACITY			
		ROOMS OF BLDG.	BUILT			
Altaville	7	2	70	---	1 Brick	D
Angels	4	8	280	1900	1 Frame	D
Avery	2	2	70	1940	Frame	A
Banner	1	1	35	1900	Wood	D
Burson	1	1	35	1894	Wood	D
Camanche	$\frac{1}{2}$	1	35	1883	Wood	C
Campo Seco	$\frac{1}{2}$	1	35	1927	Wood	B
Carson Hill	1	Building burned - School in abandoned saloon.				
Cave City	$\frac{1}{2}$	1	35	1887	Wood	D
Copperopolis	5	3	105	1906	Wood	B
Douglas Flat	1	1	35	1854	Wood	C
Esmeralda	1	1	35	1944	Wood	C
Evergreen	1	1	35	1895	Wood	D
Jenny Lind	2	1	35	1867	Adobe	D
Milton	$\frac{1}{2}$	1	35	1895	Wood	D
Mokelumne Hill	$\frac{1}{2}$	2	70	1862	Wood	C
Mosquito Gulch	1	1	35	1905	Wood	C
Murphys	2	2	70	1854	Wood	B
Paloma	1	2	70	1897	Wood	C
Railroad Flat	1	2	70	1941	Frame	D
					Stucco	A
Robinson Ferry	$\frac{1}{2}$	2	70	1900	Wood	D
Salt Spring Valley	1	1	35	1877	Wood	C
San Andreas	$1\frac{1}{2}$	5	175	1939	Wood	D
					Stucco	A
Sheep Ranch	1	2	70	1926	Wood	B
Vallecito	$1\frac{1}{2}$	2	70	1940	Stucco	A
Valley Spring	1	2	70	1886	Wood	D
Wallace Jt.	1	1	35	1884	Wood	C

¹¹Approved records on file in office of county superintendent of schools.

¹²Meaning of the symbols: A, excellent; B, good; C, in need of repair; D, abandonment recommended.

School District was made up of the following twenty-three elementary districts: Avery, Banner, Burson, Camanche, Campo Seco, Cave City, Copperopolis, Esmeralda, Evergreen, Jenny Lind, Milton, Mokelumne Hill, Mosquito Gulch, Murphys, Paloma, Railroad Flat, Salt Spring Valley, San Andreas, Sheep Ranch, Valley Springs, Wallace, West Point and Willow Creek. Bret Harte Union High School included the following six elementary school districts: Altaville, Angels, Douglas Flat, Vallecito, Carson Hill and Robinson Ferry.

For the 1947-1948 school year, three busses were in service transporting children from Calaveras High School district towns--Avery, Murphys and Copperopolis--to Bret Harte High School.

The distance between San Andreas and Altaville, the towns in which the high schools were located in 1947-1948 school year, is twelve miles over excellent roads. The longest distances students have to travel to the central town in Calaveras County are the thirty-four miles from Avery school to San Andreas, twenty-five miles from West Point to San Andreas, thirty miles from Milton and twenty-two from Camanche.

According to actual school bus time, it requires an hour to make the trip, including necessary stops, from any County town to San Andreas.¹³

¹³School bus time on file in office of principal at Calaveras Union High School, San Andreas, California.

1. Valuation of High School Districts. Table XI presents the valuation of the two Calaveras County high school districts from 1937 to 1948.

Ten years ago the Calaveras Union High School district had a base valuation of 5.5 times as much as the Bret Harte Union High School district. This valuation continued up to 1947-1948 in nearly the same proportion as the valuation of property increased.

Table XI

VALUATION OF TWO CALAVERAS COUNTY
HIGH SCHOOL DISTRICTS
1937-1938 to 1947-1948¹⁴

Year	Bret Harte Union High	Calaveras Union High
1937-1938	\$1,550,855.00	\$8,653,085.00
1938-1939	1,631,275.00	8,787,375.00
1939-1940	1,822,840.00	8,857,615.00
1940-1941	1,897,060.00	9,287,140.00
1941-1942	1,928,880.00	9,507,095.00
1942-1943	1,898,305.00	9,679,645.00
1943-1944	1,852,785.00	9,950,895.00
1944-1945	1,778,895.00	10,328,655.00
1945-1946	1,908,995.00	10,437,535.00
1946-1947	1,995,150.00	10,834,725.00
1947-1948	2,618,850.00	13,339,605.00

¹⁴Records on file in office of county auditor and recorder.

2. Average daily attendance in two high schools.

Table XII presents the average daily attendance in the two high schools in the County from 1937-1938 to 1947-1948 inclusive, and a study of this information should help answer the important factor as to whether or not a school had adequate attendance to justify continuation.

The average of the average daily attendance for Bret Harte Union High School for the past ten years was 126. For Calaveras Union High School the average of the average daily attendance for the past ten years was 161. The high, 1937-1938, average daily attendance for Bret Harte was 147 and the low average daily attendance year, 1943-1944, was 98. For Calaveras Union High School, the high year for the same figures was 1946-1947 when the average daily attendance was 194, and the low year was 1943-1944 when there were 123 in average daily attendance.

Table XII

AVERAGE DAILY ATTENDANCE IN THE TWO
HIGH SCHOOLS IN CALAVERAS COUNTY
1937-1938 to 1947-1948¹⁵

YEAR	BRET HARTE UNION HIGH	CALAVERAS UNION HIGH
1937-1938	147	155
1938-1939	135	170
1939-1940	143	165
1940-1941	145	157
1941-1942	129	141
1942-1943	101	128
1943-1944	98	123
1944-1945	111	146
1945-1946	119	180
1946-1947	133	194
1947-1948	126	215

¹⁵Records on file in office of county
superintendent of schools.

3. Valuation of property per unit of average daily attendance. The facts concerning the valuation of property supporting each student in average daily attendance are presented in Table XIII. This study shows the relative amount of money support the two high school districts had supporting each student in terms of taxable dollars, and it should help in forming a decision as to whether or not students in the County were receiving, or could receive, equal educational opportunity under 1947-1948 school conditions.

Calaveras Union High School district in 1937-1938 school year had 5.29 times more support back of each student in average daily attendance than was true in the case of Bret Harte Union High School. This great difference was operative through the whole period under observation in the table. During the World War II years the valuation per pupil in average daily attendance rose considerably because of the lower attendance and increased valuation, but the substantial difference of four or five times in the amount of taxable wealth back of each student in the two districts is constant.

The State average for 1947-1948 was \$48,803. If there had been one high school in 1947-1948 in Calaveras County there would have been a valuation of \$46,796 per unit of average daily attendance.

Table XIII

VALUATION PER UNIT OF AVERAGE DAILY ATTENDANCE
IN THE TWO HIGH SCHOOLS OF CALAVERAS COUNTY

YEAR	BRET HARTE UNION HIGH	CALAVERAS UNION HIGH
1937-1938	\$10,550.00	\$55,826.00
1938-1939	12,083.00	51,690.00
1939-1940	12,747.00	53,682.00
1940-1941	13,083.00	59,153.00
1941-1942	14,952.00	67,426.00
1942-1943	18,795.00	75,622.00
1943-1944	18,905.00	80,901.00
1944-1945	16,026.00	70,744.00
1945-1946	16,041.00	57,986.00
1946-1947	15,001.00	55,849.00
1947-1948	19,839.00	57,251.00
1947-1948 State Average		48,802.61 ¹⁶

¹⁶This figure was computed from the Apportionment of the California State School Fund for the fiscal year ending June 30, 1949 (Sacramento: California State Department of Education, November, 1948).

The following series of tables deal with the cost of education in the two high schools. A study of the total current expenditures (less capital outlay and bond redemption and interest) and the break down of these figures should give a fairly thorough understanding as to what the cost per unit of average daily attendance actually stands for as it is shown in the final table of the series on cost.

4. Current expenditures. Table XIV shows current expenditure totals in both high schools of the County.

Calaveras Union High School, the school with the larger average daily attendance, consistently spent more than Bret Harte Union High School for the period under consideration in the table. Of the total amount, \$937,744.07, spent for high school students in the County, Calaveras spent sixty per cent and Bret Harte forty per cent, an average of twenty per cent more per year in total costs. For the 1947-1948 school year, Calaveras spent sixty-seven per cent and Bret Harte spent thirty-three per cent of the total \$127,677.13. Calaveras Union High School spent thirty-four per cent more than Bret Harte Union High School.

Table XIV

TOTAL CURRENT EXPENDITURES IN TWO HIGH SCHOOLS
IN CALAVERAS COUNTY¹⁷

YEAR	BRET HARTE UNION HIGH	CALAVERAS UNION HIGH
1937-1938	\$28,926.45	\$43,792.33
1938-1939	31,099.63	42,591.91
1939-1940	32,521.21	49,468.91
1940-1941	34,640.77	45,419.55
1941-1942	34,278.21	42,803.67
1942-1943	32,394.36	41,993.43
1943-1944	34,585.76	38,811.82
1944-1945	33,392.85	43,247.32
1945-1946	34,391.18	54,428.48
1946-1947	38,193.75	73,135.37
1947-1948	41,678.37	85,998.76

¹⁷Records on file in office of county superintendent of schools.

5. Cost per unit of average daily attendance. The part of this money spent per unit of average daily attendance is shown in Table XV.

The average cost per unit of average daily attendance for the period listed in the table was \$268.44 for Bret Harte Union High School and \$300.56 for Calaveras Union High School, a difference of \$32.12 less for each pupil at Bret Harte than at Calaveras. For the 1947-1948 school year the cost per pupil was \$68.71 less for Bret Harte than for Calaveras. The only assignable reason for a lower average daily attendance unit cost for Bret Harte is that Bret Harte did not have any more money to spend. This condition would probably reflect weaknesses in the educational program.

The State average cost per unit of average daily attendance for 1947-1948 was \$274.94. This is considerably less than the amount spent in either Calaveras Union High School or Bret Harte Union High School, and it offers an indication that it is less expensive to support a full educational program when teachers and equipment are adequately used than it is to support a less full educational program that is at the same time heavy with duplicated services.

Table XV

CURRENT EXPENDITURES PER UNIT OF A.D.A.
IN TWO CALAVERAS COUNTY HIGH SCHOOLS

YEAR	BRET HARTE UNION HIGH	CALAVERAS UNION HIGH
1937-1938	\$177.53	\$255.18
1938-1939	225.16	234.93
1939-1940	216.86	274.86
1940-1941	218.00	280.04
1941-1942	249.57	293.88
1942-1943	316.07	327.35
1943-1944	347.95	315.54
1944-1945	286.30	294.53
1945-1946	308.04	293.77
1946-1947	276.55	335.58
1947-1948	330.78	399.49
1947-1948 State Average		274.94 ¹⁸

¹⁸Letter from Henry Magnuson, Chief Director of Educational Research, California State Department of Education.

6. Tax rates in the two high school districts.

Table XVI shows the tax rates from 1930-1931 to 1947-1948 in the two high school districts.

In comparison to Calaveras Union High School, Bret Harte Union High School made a great effort at all times to conduct a school. The tax rate averaged seventy-nine cents for the years under consideration, which is twenty-nine cents more than the average tax for the Calaveras Union High School for the same years.

The bonded indebtedness shown in Table XVI is the result of cost of constructing the school plants. In 1926 the Bret Harte Union High School district bonded itself for \$60,000.00 to construct the plant built in 1927. In 1927 the Calaveras Union High School district bonded itself for \$128,000.00 to construct the plant completed in 1928. Bret Harte owed \$18,000.00 and Calaveras owed \$25,000.00 on these bonds in 1949. Bret Harte had a bonding capacity of \$669,980.25 for the school year 1947-1948.

Table XVI

TAX RATES IN TWO HIGH SCHOOLS IN CALAVERAS COUNTY,
CALIFORNIA, FOR THE FISCAL YEARS 1930-1931
TO 1947-1948 INCLUSIVE¹⁹

YEAR	BRET HARTE UNION HIGH SCHOOL DISTRICT		CALAVERAS UNION HIGH SCHOOL DISTRICT	
	Maintenance	Bond	Maintenance	Bond
1930-1931	.43	.40	.35	.17
1931-1932	.48	.40	.56	.17
1932-1933	.42	.40	.35	.17
1933-1934	.38	.40	.30	.19
1934-1935	.20	.38	.30	.17
1935-1936	.30	.25	.35	.13
1936-1937	.37	.27	.20	.10
1937-1938	.50	.25	.28	.09
1938-1939	.70	.22	.45	.07
1939-1940	.5971	.2053	.4244	.0932
1940-1941	.6026	.1875	.4244	.0780
1941-1942	.51	.18	.40	.07
1942-1943	.49	.17	.33	.07
1943-1944	.50	.17	.33	.07
1944-1945	.63	.19	.26	.07
1945-1946	.67	.17	.37	.06
1946-1947	.70	.17	.58	.06
1947-1948	.73	.11	.67	.05

¹⁹Record books of county auditor and recorder.

7. Actual enrollment of two high school districts.

What number of students would have attended each high school if all high school students in each district attended the high school serving that district? Table XVII shows the enrollment from 1937-1938 to 1947-1948, less and plus transfers for the two schools. The transfers were students from the towns of White Pines, Murphys and Copperopolis in the Calaveras Union High School district to Bret Harte Union High School.

While the average daily attendance for Calaveras Union High School for the ten-year period showed an average of 197, the same data for Bret Harte Union High School gave an average of 84. The high average daily attendance for Calaveras in Table XVII was the 246 for 1946-1947, and the low was the 154 pupils for the war year of 1943-1944. For Bret Harte Union High School the high was 103 students for 1937-1938 and the low was the 67 for the 1943-1944 school year.

Table XVII

STUDENTS ACTUALLY BELONGING IN THE TWO HIGH SCHOOL
DISTRICTS IN CALAVERAS COUNTY²⁰

YEAR	BRET HARTE UNION HIGH LESS TRANSFERS	CALAVERAS UNION HIGH PLUS TRANSFERS
1937-1938	103	199
1938-1939	98	207
1939-1940	94	214
1940-1941	101	201
1941-1942	89	181
1942-1943	69	160
1943-1944	67	154
1944-1945	69	188
1945-1946	73	226
1946-1947	80	246
1947-1948	121	240

²⁰ Records on file in office of principal--Calaveras Union High School and Bret Harte Union High School.

8. Type of program in the two high schools. Consider the type of program offered in the two high schools. The following charts I and II for the school year 1946-1947 should give some indication of the courses offered. A study of these charts should give some indication as to whether or not either school offered an adequate program.

An analysis of these charts shows that Bret Harte concentrates about eighty-nine per cent of its time on academic, cultural or semi-vocational subjects; Calaveras, about eighty-five per cent. Neither school offers an adequate vocational program, yet less than ten per cent go to college or continuation school.²¹

9. The school buildings and grounds. Bret Harte Union High School, a concrete structure, built in 1926, has one building, made up of six regular and three special classrooms. There are seven acres in the grounds. Calaveras Union High School, built in 1928, also is a concrete structure in the main building. The district has a small wood frame gymnasium and a small frame stucco shop. There are five regular classrooms and seven special classrooms. The Calaveras Union High School site has sixty-three acres in it, much of which is undeveloped.

²¹Optional Reorganization of School Districts: A Report of Calaveras County (San Andreas; Local Survey Committee of Calaveras County, May, 1948), page 7.

Chart I

REPORT ON SIZE OF CLASSES
 BRET HARTE HIGH SCHOOL²²
 1947-1948

CLASS SIZE RANGE	NUMBER OF CLASSES BY SUBJECT-MATTER AREAS						
	P.E.	SHOP	SCIENCE	HOME ECONOMICS	MUSIC	REGULAR ACADEMIC	MISC.
50 Up							
45-49							
40-44	1				1		
35-39	1				1		
30-34	2		1			3	1
25-29							1
20-24				1	1	6	1
15-19			2		2	4	2
10-14				3		3	3
0-9				1			6

²²Records on file in office of principal, Bret Harte High School, Altaville, California.

Chart II

REPORT OF SIZE OF CLASSES
 CALAVERAS UNION HIGH SCHOOL²³
 1947-1948

CLASS SIZE RANGE	NUMBER OF CLASSES BY SUBJECT-MATTER AREAS						
	P.E.	SHOP	SCIENCE	HOME ECONOMICS	MUSIC	REGULAR ACADEMIC	MISC.
50 UP							
45-49							
40-44							
35-39							
30-34	3						
25-29	1		1			2	
20-24	1	3	2		1	8	
15-19	2	1		1	1	9	
10-14		1		2	1	11	
0-9	1		2	1	3	3	

²³Records on file in office of principal, Calaveras Union High School, San Andreas, California.

10. Comparison with other schools in the State of California. The following quotation written by Dr. Strayer in 1945 in regard to California schools is given by way of offering a comparison between the Calaveras County schools and those elsewhere in California:

The ability of any local school district to support its schools can be roughly measured by the amount of assessed value back of each child in average daily attendance. When this measure is applied in California, it is discovered that there is a school district with as little as \$110 of assessed valuation per pupil in average daily attendance. It is also discovered that there is another community with a million dollars of assessed valuation per pupil in average daily attendance. Leaving out of account these great extremes, the variation among school districts in their ability to provide that part of the support not available out of state funds will vary greatly. It is easy to locate one school district that would have to levy 10, 20, or even 50 times as heavy a tax as another if it were to derive from local taxation an equal amount of support per pupil in average daily attendance.²⁴

SUMMARY

All facts in the study of the conditions in the county schools lead to the conclusion that there should be a reorganization. The great inequality of valuation, the small average daily attendance in each school, the nearness over

²⁴The Administration, Organization, and Financial Support of the Public School System, State of California, George D. Strayer, Special Consultant (Sacramento: State Reemployment and Reconstruction Commission, 1945), p. 32.

good roads of schools serving similar communities, the great inequality of taxable wealth per unit of average daily attendance, the inadequacy of the program offered at present, the outlook for a better program with a combined school,--these factors point to the conclusion that the schools of the county should be reorganized. How this reorganization might be effected will be discussed in Chapter V.

CHAPTER IV

FORMULAE FOR REORGANIZING ATTENDANCE AREAS

The chapter presents criteria and standards for the establishment of attendance areas.

Mann and Oertel in 1937 stated that

Probably the best single source of information for discovering what are considered to be acceptable national standards with respect to the organization of local school units is Howard A. Dawson's Satisfactory Local School Units.¹

This study, published in 1934, is also called "one of the most comprehensive" in an important study made in 1948.²

The following is a summary for the organization of schools as presented in the work entitled Satisfactory Local School Units:

... An elementary school should:

1. Offer 6 years of instruction.
2. Have as a desirable minimum 7 teachers and as an absolute minimum 6 teachers.
3. Have an average of approximately 40 pupils enrolled per teacher.
4. Have, therefore, approximately a minimum of 240 to 280 pupils per school.

... A high school should:

1. Offer 6 years of instruction, or 3 years of junior high school instruction and 3 years of

¹George C. Mann and Ernest E. Oertel, Study of Local School Units in California (Sacramento: California State Department of Education, 1937), p. 54.

²Howard A. Dawson and Floyd W. Reeves et al, Your School District (Washington, D.C.: National Education Association of the United States, 1948), p. 79.

senior high school instruction under separate organizations.

2. Have as a desirable minimum 10 teachers and as an absolute minimum 7 teachers.
3. Have an average of approximately 30 pupils per teacher in a 6-year high school, 35 pupils per teacher in a junior high school, and 25 pupils in a senior high school.
4. Have, therefore, approximately a minimum of 210 to 300 pupils in a 6-year high school, 245 to 350 pupils in a junior high school, and 175 to 250 pupils in a senior high school.³

Cook reported a conference held in Washington in 1935 which made the following recommendations applying to attendance centers:

The elementary attendance area should, insofar as possible, be large enough to meet the following minimum criteria:

Make possible a school with at least one grade per teacher with a desirable ratio of 30 pupils per teacher. The pupils, however, should not have to walk more than $1\frac{1}{2}$ or 2 miles to or from school or ride on a school bus more than 1 hour (preferably including time of walking to the bus) each morning or evening, or be transported over roads that present extreme hazards.

The high-school attendance area may be subdivided as occasion demands into junior and senior high school attendance areas, which may, in turn, comprise several elementary school attendance areas. The optimum size of the unit will depend largely on density of population and facilities for transportation; but it should, except under unusual circumstances, be large enough to meet the following minimum criteria:

Make possible a junior high school with at least 300 pupils and 10 teachers, or a junior-senior high

³Dawson and Reeves, et al., op. cit., p. 79, citing Howard A. Dawson, Satisfactory Local School Units, Field Study No. 7 Division of Surveys and Field Studies, George Peabody College for Teachers, Nashville, Tennessee, 1934, p. 39.

school of 300 pupils and 10 teachers, or a senior high school of 300 pupils and 10 teachers. The pupils, however, should not have to walk more than 2 or $2\frac{1}{2}$ miles to or from school, or ride on a school bus more than $1\frac{1}{2}$ hours (preferably including time of walking to the bus) each morning or evening. It is recognized that wherever density of population permits or transportation is feasible, high school attendance units large enough to make possible the development of considerably larger schools are desirable.⁴

In 1936 the U. S. Office of Education published a set of standards which were considered in the California study of 1937 by Mann and Oertel.⁵ The Handbook⁶ presented the following basic standards:

- 1) The organization of schools.
 - a) The school system should furnish at least 12 years of instruction to all children mentally and physically capable of profiting by that amount of instruction.
 - b) The school system should be organized on the basis of a six-year elementary school, a three-year junior high school, and a three-year senior high school, or a six-year elementary school and a six-year high school.

⁴Katherine M. Cook, et al., Reorganization of School Units; A Report of the Proceedings of the Conference Called by the Commissioner of Education, Washington, D.C., June, 1935. (Washington, D.C.: United States Government Printing Office, 1935 - Office of Education, Bulletin 1935, No. 15), pp. 16-18.

⁵Mann and Oertel, op. cit.

⁶Henry F. Alves, et al., Handbook of Procedures for Planning the Reorganization of Local School Units (Washington: Office of Education, 1936), p. 54.

2) Size of schools.

In order to provide adequately for the needs of society and the various individuals of the school population through a sufficiently broad and comprehensive curriculum, the schools may well be of the following sizes:

- a) Elementary schools: a desirable minimum of approximately 280 pupils and seven teachers, or an absolute minimum of about 240 pupils and six teachers.
- b) High schools: a desirable minimum of approximately 300 pupils and 10 teachers, or an absolute minimum of approximately 200 pupils and seven teachers. For separately organized junior high schools the number of pupils can be approximately 350 pupils for a ten-teacher school and 245 for a seven-teacher school. For a separately organized senior high school the number can be 250 and 175, respectively.⁷

The following are the standards which Mann and Oertel developed for California.⁸ With regard to the organization of schools the first principle was

. . . .to establish. . . .units of administration with a single, unified administration of public instruction on all levels. . . .so that there may be a coordinated program of instruction from the first through the 12th, or possibly fourteenth grades.⁹

The second principle indicated that "before an administrative unit is allowed it must offer 12 grades of in-

⁷ Ibid., p. 54.

⁸ Mann and Oertel, op. cit., p. 56.

⁹ Loc. cit.

struction."¹⁰

The third principle said that

For California, the staff of this study has been inclined to recommend a more or less universal establishment of the 6-3-3 organization or the 6-6 organization above the kindergarten and pre-kindergarten classes.¹¹

In consideration of the size of schools

One policy that has been adhered to as closely as possible in working out the organization of elementary attendance areas requires a separate teacher for each separate grade in all "desirable minimum" organizations. Thus, for a six-grade school, every effort has been made to secure a sufficient enrollment to warrant the use of six teachers. For an eight-grade school a minimum of eight teachers has been required in all cases where possible.¹²

The minimum size of an elementary six-grade school should be 210. With this enrollment there is intended to be thirty-five pupils each for six teachers.¹³ A six-year high school should have an "absolute minimum" of 216 pupils and a "desirable minimum" of 324 pupils, with a teacher for every twenty-eight pupils.¹⁴ A junior high school should have an "absolute minimum" of 240 pupils and a "desirable minimum"

¹⁰Ibid., p. 56.

¹¹Mann and Oertel, op. cit., p. 59.

¹²Ibid., p. 60.

¹³Loc. cit.

¹⁴Loc. cit.

of 360 pupils, with a teacher for every thirty pupils.¹⁵ A senior high school should have an "absolute minimum" of 200 pupils and a "desirable minimum" of 300 pupils, allowing one teacher for twenty-five pupils.¹⁶

In 1938 Grace and Moe made the following statement in regard to the basic needs of an attendance area for New York State:

Attendance areas embracing a program for children in kindergarten and grades 1 to 6 inclusive, housed in a single room, should be continued if children would have to be transported unreasonable distances to other schools, or if undue loss would be entailed in the abandonment of school buildings in good repair and approved for educational purposes by the State Education Department.

Except in isolated regions or in areas in which, in the judgment of the Commissioner of Education, undue hardships to pupils would result, no school having an average daily attendance of less than 20 pupils should be continued.

The school program should be so scheduled that the maximum utilization of the school building and the transportation system of the area may be secured.

The attendance area should be so located with reference to the general population that it may become the center of community activities including adult education, recreation, or other community programs.¹⁷

¹⁵Ibid., p. 60.

¹⁶Loc. cit.

¹⁷Alonzo G. Grace and G. A. Moe, State Aid and School Costs. The Regents' Inquiry into the Character and Cost of Public Education in the State of New York (New York: McGraw-Hill Book Company, 1938), p. 123.

In 1948 on the basis of a careful review of such material as heretofore covered Dawson and Reeves, et al.,¹⁸ concluded that

No matter what type of organization is adopted, the evidence available has led the Commission to conclude that the educational interests of the children will be best served if:

1. The enrolment in the kindergarten and grades 1 to 6 is not fewer than 175 pupils with at least 7 full-time teachers employed, a more desirable minimum being 300 or more pupils with 12 or more teachers.
2. The enrollment in junior and senior high school grades is not fewer than 300 pupils or 75 of each age group, with a minimum of 12 full-time teachers.
3. The enrollment in schools which have been organized to provide educational opportunities for persons who have completed grade 12 is not fewer than 200 pupils with 10 full-time teachers.¹⁹

Dawson and Reeves further believe that these standards should be altered to fit conditions in rural areas so as to make sure that the establishment of a central school is entirely beneficial to the children who attend the school. Therefore, they set down the following criteria in regard to transportation to a central school:

1. The time spent by elementary children in going to and from school should not exceed 45 minutes each way.
2. The time spent by high school pupils in going to and from school should not exceed an hour each way.

¹⁸Dawson and Reeves, op. cit.

¹⁹Ibid., p. 81.

3. The distance walked by high school pupils should not exceed 2 miles each way. Elementary children should not be required to walk more than $1\frac{1}{2}$ miles to or from school.

In instances where elementary schools must be maintained that are smaller than desirable minimum standards, a ratio of 1 teacher for each 25 pupils is desirable. Neighborhoods may wish to maintain primary schools for the kindergarten and grades 1 to 3 located in the hamlets near the children's homes. Where such schools are maintained the desirable minimum enrollment is 100 pupils with 4 teachers employed.²⁰

SUMMARY

The foregoing data are in agreement so far as the complete attendance area is concerned that it should be sufficiently large to accommodate a complete educational program from kindergarten through the twelfth or fourteenth grade. It is also agreed that it is necessary to have a basic system which offers adequate training in the kindergarten and elementary school which is specified as kindergarten through the sixth grade. It is further necessary in the basic system to give special consideration to the needs of a junior high school group which may be referred to as those children who are in grades seven, eight and nine. The senior high school pupils, those children in grades ten, eleven and twelve, should be considered as another group with needs of its own.

²⁰ Ibid., p. 82.

There has been a noticeable tendency throughout each of the succeeding foregoing studies to assign fewer pupils to each teacher. Ideally, one teacher should be assigned to teach twenty-five pupils in both elementary and high school and each school should have a desirable minimum of 300 pupils where population and transportation factors make this feasible.

The criteria that apply to this paper are those suggested by the studies of Dawson and Reeves, et al.,²¹ and summarized as follows by them:

The location of schools and the area which each serves are determined by three basic factors:

1. The number of pupils and teachers needed for a good program.
2. The travel time required of pupils.
3. The natural community groupings.

They will be applied as follows:

1. (a) For each elementary school bring together enough pupils so that at least one teacher may be provided for each grade. In six-year elementary schools 300 or more pupils are desirable.
- (b) For each high school bring together not fewer than 75 pupils of each age group and a faculty of not fewer than twelve teachers.

Provided

2. That elementary pupils are required to travel

²¹Howard A. Dawson, Floyd W. Reeves, et al., A Key to Better Education, A Guide to School District Reorganization (Washington, D.C.: The National Commission on School District Reorganization, 1947), 16 pp.

not more than 45 minutes and high school pupils not more than one hour each way between home and school; and

3. That each elementary school serves a neighborhood or small community center; each high school serves a larger community; and every community has a school.²²

²² Ibid., p. 11.

CHAPTER V

A PLAN FOR THE REORGANIZATION OF ATTENDANCE AREAS IN CALAVERAS COUNTY

This chapter will set up an organization of attendance areas in Calaveras County that is based on an analysis of the conditions in the County in the light of what are considered good attendance areas for such a county. The chapter is divided into two parts--a presentation of the enrollment figures by school and grade, a grouping of attendance areas in such a way as to provide for a coordinated course of study from the kindergarten through the twelfth grade on the 6-3-3 plan. It will also include an analysis of teachers needed.

A. ENROLLMENT FOR SCHOOL YEAR 1948-1949

The reorganization of schools as presented in this chapter pertains to all the grades from kindergarten through grade twelve, which are the classes presently making up the educational system in the County. The enrollment for these classes will be presented in Tables XVIII and XIX, one for the elementary schools and one for the high schools. The tables show the official enrollment as of March thirty-first in the 1948-1949 school year. It is felt that it is more pertinent to consider the present enrollment than the

average daily attendance for 1947-1948 school year for the purpose of this chapter since in planning a school system and its program it is necessary to consider the actual number of children who attend the schools.

1. Enrollment of elementary schools in Calaveras County. Table XVIII gives the enrollment for all elementary schools in the County from the kindergarten through the eighth grade.

The table for the elementary schools shows a total enrollment in the elementary schools in the month of March, 1949, of 1356. It does not show that 200 children moved out of the County in this school year and that 191 moved in, indicating a considerable movement of children in and out of the schools. The 1356 children in the county were taught by fifty-two teachers, indicating that there was an average of twenty-six pupils under the guidance of each teacher. The majority of the children were in the lower grades. There were 737 children in the first four grades and 578 in the upper four grades. The kindergarten was not considered in making the foregoing statement regarding population in the lower and upper grades because the kindergarten was only started in the 1947-1948 school year and there were only two kindergarten classes in the county.

Does the table mean that there was a permanent increase of population in the County, that the increase of

Table XVIII

ELEMENTARY SCHOOL ENROLLMENT IN CALAVERAS COUNTY
BY GRADE FOR THE SCHOOL YEAR (MARCH 31) 1948-1949¹

Grade	K	1	2	3	4	5	6	7	8	Total
School:										
Altaville		13	13	12	15	3	10	8	5	79
Angels	20	24	19	24	21	24	19	17	13	181
Avery		13	16	13	7	14	9	5	8	85
Burson		2	3		1	5	2		2	15
Camanche		1	1	2	2	3	1	3	1	14
Campo Seco		3	2	1	2	4		3		15
Copperopolis		7	5	4	6	3	5	5		35
Douglas Flat		1	2	1	5	2	2	2		15
El Dorado										
Union		1	9	2	5	3	11	2	5	38
Esmeralda		1	1	1		2			1	6
Evergreen		4	2	2	1	2				11
Jenny Lind		1	1	5		2	1	1	3	14
Milton		2	2		1		1			6
Mokelumne										
Hill		12	9	6	7	8	7	3	5	57
Mosquito										
Gulch		5	6	6	2	4	1	2		26
Murphys		9	10	4	8	8	7	9	7	62
Paloma		5	5	2		3		1	3	19
Railroad										
Flat		8	11	5	13	11	2	11	8	70
San Andreas	20	36	24	21	23	25	31	17	25	222
Sheep Ranch		7	2	3	5	1	2	2	2	24
Vallecito		9	7	4	8	5	5	8	1	47
Valley										
Springs		14	8	13	12	10	10	10	10	87
Wallace Jt.		1			2		3	2	3	12
West Point										
Union		37	30	31	24	33	27	21	13	216
	40	216	188	164	169	173	158	132	115	1356

¹Attendance records on file in office of county superintendent of schools.

population in the State² may be expected to be permanently reflected in the County and therefore that the school population may be expected to permanently increase? Opinions vary on this. The facts are that the school population in Calaveras County in 1947-1948 school year showed an increase of 139 over the 1946-1947 school year, which in turn was an increase of 195 over the total elementary school population in the County in the school year 1945-1946.

2. Enrollment of high schools in Calaveras County.

Table XIX shows the enrollment for the four grades of the high school as of March 31, 1949.

Table XIX

HIGH SCHOOL ENROLLMENT IN CALAVERAS COUNTY
BY GRADE FOR MARCH 31, 1948-1949

Grade:	9	10	11	12	Total
School:					
Bret Harte Union High School	52	28	25	22	127
Calaveras Union High School	79	58	53	45	235
Total	131	86	78	67	362

²Second Report of the Assembly Interior Committee on Public Education (Sacramento: Assembly of the State

The table for the high schools indicates that there was a March thirty-first enrollment for Bret Harte High School of 127 and that there were 235 children enrolled at Calaveras High School during the same month. Both enrollments are considered small.

B. ESTABLISHMENT OF ELEMENTARY ATTENDANCE AREAS

The elementary schools of the County were divided into areas each of which was given the name of the place where the proposed school would be located. These six places were Angels Camp, San Andreas, Sheepranch, Valley Springs, West Point and White Pines. The areas will be taken up in the order listed.

1. The Angels Camp area. Angels Camp is the central town in the southern end of the County. In the area between Angels Camp and Altaville there is an adequate site for a central school upon which the Division of Schoolhouse Planning approved the recent construction of a three-room school for the town of Altaville. Table XX shows the enrollment by grades for the schools concerned in the proposed grouping.

Table XX

ENROLLMENT FOR MARCH 31, 1949, OF ANGELS AREA
ELEMENTARY SCHOOL

Grade	K	1	2	3	4	5	6	Total
School:								
Altaville		13	13	12	15	3	10	66
Angels Camp	20	24	19	24	21	24	19	131
Copperopolis		7	5	4	6	3	5	30
Douglas Flat		1	2	1	5	2	2	13
Murphys		9	10	4	8	8	7	46
Vallecito		9	7	4	8	5	5	38
Total:	20	63	56	49	63	45	48	324

Of the schools listed in Table XX, Angels Camp enrollment included the enrollment for Robinson Ferry and Carson Hill, since these towns in October, 1948, were unionized with Angels Camp into a district called the Mother Lode Union Elementary District. The total enrollment for the schools of the area shown on Table XX was 324, minus the kindergarten enrollment for Angels Camp. This figure, according to the criteria established for this paper in Chapter IV, is adequate for the operation and maintenance of a good school. The total number of pupils, allowing a teacher for every twenty-five pupils, would require thirteen teachers. While the kindergarten is not considered in this analysis, since only Angels Camp had the

kindergarten, it is decidedly probable that such a grouping of schools might have a sufficient number of kindergarten children to employ two teachers.

2. San Andreas area. San Andreas is the county seat and approximately the central town in the county. Table XXI shows the enrollment by grades for the schools concerned in the San Andreas area grouping.

Table XXI

ENROLLMENT FOR MARCH 31, 1949, OF SAN ANDREAS
AREA ELEMENTARY SCHOOLS

Grade	K	1	2	3	4	5	6	Total
School:								
El Dorado Union		1	9	2	5	3	11	31
Mokelumne Hill		12	9	6	7	8	7	49
Paloma		5	5	2		3		15
San Andreas	20	36	24	21	23	25	31	160
Total	20	54	47	31	35	39	49	255

During 1948-1949 school year there was one kindergarten, at San Andreas. Consolidation of these districts might increase the enrollment sufficiently to employ the kindergarten teacher in two sections. The 1948-1949 enrollment of 255 pupils was sufficient to employ ten teachers.

3. Sheepranch area school. Until roads are improved

it is recommended that an elementary school be continued at Sheepranch. Table XXII gives the enrollment for the elementary school at Sheepranch.

Table XXII

ENROLLMENT FOR MARCH 31, 1949, OF SHEEPRANCH
ELEMENTARY SCHOOL

Grade:	1	2	3	4	5	6	Total
	7	2	3	5	1	2	20

One teacher could be employed for the elementary school with the 1948-1949 enrollment of twenty, until the transportation service to San Andreas is satisfactory for elementary children.

4. Valley Springs area school. Valley Springs is the central town in the western part of the county. The enrollment for the elementary schools in Valley Springs attendance area is given in Table XXIII.

With enrollment given in Table XXIII in the Valley Springs area school, no more than five teachers should be employed, allowing a teacher for each of the first four grades and one for the fifth and sixth.

Table XXIII

ENROLLMENT FOR MARCH 31, 1949, OF VALLEY SPRINGS
AREA ELEMENTARY SCHOOL

Grade:	1	2	3	4	5	6	Total
Town:							
Burson	2	3		1	5	2	13
Camanche	1	1	2	2	3	1	10
Campo Seco	3	2	1	2	4		12
Evergreen	4	2	2	1		2	11
Jenny Lind	1	1	5		2	1	10
Milton	2	2		1		1	6
Valley Springs	14	8		12	10	10	67
Wallace Jt.	1			2		3	6
Total:	28	19	10	21	24	20	135

5. West Point area school. Table XXIV shows the enrollment by grades for the school in the West Point area.

Table XXIV

ENROLLMENT FOR MARCH 31, 1949, OF WEST POINT AREA
ELEMENTARY SCHOOL

Grade:	1	2	3	4	5	6	Total
School:							
West Point	37	30	31	24	33	37	182
Mosquito Gulch	5	6	6	2	4	1	24
Railroad Flat	8	11	5	13	11	2	60
Total:	50	47	42	39	48	40	266

The enrollment at the West Point area school would require ten teachers. If there should be an increase of ten in enrollment, eleven teachers would be required.

If it should be necessary, because of road conditions, an attendance center might be continued temporarily at Railroad Flat. This would be a two-room, two-teacher school, with three grades in each room.

6. White Pines area school. White Pines is the largest town in the mountainous Avery district. Table XXV shows the enrollment in this district.

Table XXV

ENROLLMENT FOR MARCH 31, 1949, OF WHITE PINES
ELEMENTARY SCHOOL

Grade:	1	2	3	4	5	6	Total
	13	16	13	7	14	9	72

Table XXV shows that there were seventy-two pupils in the above school. The school is relatively new though poorly located. A third classroom was completed in the spring of 1949 at this school. Therefore, three teachers could be employed to teach two grades each and this would allow approximately the right enrollment for each teacher according to the criteria.

7. Summary of data on proposed regrouping of elemen-

tary schools. Table XXVI shows the number of pupils in all the elementary schools in the County, distributed by grade, and the number of teachers required in the elementary schools of the County.

Table XXVI

PUPILS AND TEACHERS IN PROPOSED ELEMENTARY SCHOOL
CENTERS IN CALAVERAS COUNTY
MARCH 31, 1949

Grade	K	1	2	3	4	5	6	Total	Teachers
Angels Camp	20	63	56	59	63	45	48	324	13
San Andreas	20	54	47	31	35	39	49	255	10
Sheep Ranch		7	2	3	5	1	2	20	1
Valley Springs		28	19	23	21	24	20	135	5
West Point		50	47	42	39	48	40	266	10
White Pines		13	16	13	7	14	9	72	3
Total:	40	215	187	161	170	171	168	1072	42

There would be 1072 pupils in the proposed elementary schools and these schools would have forty-two teachers. These figures do not include the kindergartens, since, as stated, the kindergartens class is undeveloped in the County. The two kindergartens in the County--at Angels Camp and San Andreas--would probably need to be divided into two sections in the proposed reorganization, giving two classes to the teacher concerned. There would also probably be a kindergarten at Valley Springs and at West Point and these classes would likewise probably need to be divided into two sections.

C. ESTABLISHMENT OF THE SECONDARY SCHOOL ATTENDANCE AREA

This section of the paper considers the six grades from seven through twelve as the secondary school grades. These will be divided into two parts. First, grades seven, eight and nine will be considered as the junior high school. Then grades ten, eleven and twelve will be considered as the senior high school.

1. The junior high school. The junior high school has been recognized for a long time as serving a distinct need in education. As long ago as 1929, in making his survey of secondary education in California, Koos wrote as follows concerning the junior high school:

Because of its general acceptance in the educational world as a desirable type of organization and its rapid advent in districts in which there are no peculiar obstacles to its introduction, this report undertakes no extended and systematic effort to justify the junior high school.³

And in 1948, Dawson and Reeves wrote that, "The first responsibility of the secondary school is meeting the educational needs of young people from grades 7 thru 12,"⁴ thus placing the children beginning with grade 7 on the

³Leonard V. Koos and Frederick J. Weersing, Secondary Education in California (Sacramento: State Department of Education, 1929), p. 39.

⁴Howard A. Dawson and Floyd W. Reeves, et al., Your School District (Washington, D.C.: National Education Association of the United States, 1948), p. 75.

secondary level. These statements are made as introduction because there has never been a junior high school in Calaveras County.

Table XXVII gives the enrollment for a proposed junior high school in Calaveras County.

Table XXVII shows that there would be 384 pupils in the junior high school if all the children in grades seven, eight and nine in the county were in one school. This enrollment easily fulfills the minimum requirements of seventy-five pupils per age group in the secondary school.

Table XXVII

ENROLLMENT OF CHILDREN FOR A JUNIOR HIGH SCHOOL
AS OF MARCH 31, 1949, IN CALAVERAS COUNTY

Grade:	7	8	9	Total
Altaville	8	7		15
Angels Camp	19	12		31
Avery	6	8		14
Burson		2		2
Camanche	3	1		4
Campo Seco		3		3
Copperopolis		5		5
Douglas Flat	2			2
El Dorado Union	2	5		7
Esmeralda		1		1
Evergreen				
Jenny Lind	1	2		3
Milton				
Mokelumne Hill	3	5		8
Mosquito Gulch		4		4
Murphys	8	7		15
Paloma	1	3		4
Railroad Flat	11	9		20
San Andreas	17	25		42
Sheep Ranch	3	2		5
Vallecito	9	1		10
Valley Springs	10	10		20
Wallace Jt.	2	3		5
West Point Union	20	13		33
Bret Harte Union High School			52	52
Calaveras Union High School			79	79
Total	125	128	131	384

2. The senior high school. Table XXVIII shows the possible enrollment in the County for a senior high school.

Table XXVIII

ENROLLMENT OF CHILDREN FOR A SENIOR HIGH SCHOOL
IN CALAVERAS COUNTY, AS OF MARCH 31, 1949

Grade	10	11	12	Total
School:				
Bret Harte Union High School	28	25	22	75
Calaveras Union High School	58	58	45	156
Total	86	78	67	231

The above enrollment by age group meets the minimum requirement for a senior high as proposed in the criteria presented in this study--seventy-five children in each age group. It is conceivable that if the program of the high school could be more adequately fitted to the needs of the children concerned that the enrollment of the senior high school might increase.

It is a striking comment on the present educational system that 97 children graduated from the elementary schools in 1944-1945. This year, 1948-1949, there were 67 seniors enrolled in the high schools of the County. In 1945-1946, there were 117 elementary school graduates. This year, 1948-1949, there were 78 juniors enrolled in

the high schools of the County. In 1946-1947, 101 children graduated from the elementary schools. This year, 1948-1949, there were seventy-eight sophomores enrolled in both high schools in the County.

3. Summary of data on proposed regrouping of secondary schools. Table XXIX shows the total enrollment in the proposed secondary schools, distributed by grade.

Table XXIX

PUPILS AND TEACHERS IN PROPOSED SECONDARY SCHOOL
CENTER IN CALAVERAS COUNTY, MARCH 31, 1949

Grade	7	8	9	10	11	12	Total
Junior High School	124	128	131				384
Senior High School				86	76	67	231
Total							615

The combined enrollment of the proposed secondary schools, figured on March thirty-first enrollment, would be 615. This number of pupils would require twenty-four teachers, with one teacher for each twenty-five pupils.

D. SUMMARY

In the proposed complete administrative unit of Calaveras County there would be 1687 pupils under the guidance of sixty-seven teachers, allowing twenty-five

pupils to each teacher. There would be six elementary schools with a total of 1072 pupils and forty-two teachers. In secondary education there would be one junior high school and one senior high school. In the junior high school there would be 384 pupils and fifteen teachers. In the senior high school there would be 231 pupils and nine teachers. The overlap of pupils would be enough to hire one other teacher in the complete administrative unit.

For 1948-1949 school year there were twenty-three secondary and fifty-two elementary teachers. There would be eight less teachers in the new than in the old system.

CHAPTER VI

TRANSPORTATION

This chapter will define the school bus as the unit of transportation of school children. It will give an analysis of the number of pupils who would need to ride on the school bus in the proposed unified district, the buses required, distances from farthest point of departure to the school, and approximate time necessary for a one way ride from the starting point to the proposed school site. First this will be done for the elementary school centers and then for the secondary school center.

A. THE SCHOOL BUS

1. Definition of the school bus. According to Education Code 16273

A school bus is defined as a motor vehicle regularly used for the transportation of pupils of the public schools to and from school or to and from school activities and owned either by any school district or by any person, firm, association, partnership, or corporation, excepting motor vehicles of the pleasure car type designed for and when actually carrying not more than seven pupils and the driver, and excepting motor vehicles subject to and meeting all requirements of the Public Utilities Commission operated by carriers operating under the jurisdiction of the Public Utilities Commission but not used exclusively for the transportation of public school pupils. When any vehicles are being used for the transportation of public school pupils the operators shall possess the qualifications re-

quired by the regulations for school bus operators.¹

2. Further definition of the school bus. The school bus is further defined in section fifty-four of the Vehicle Code.

A "school bus" is any motor vehicle while being used for the transportation of any school pupil to and from school or to and from school activities, except the following:

(a) A motor vehicle of the pleasure type designed for and when actually carrying not more than eight persons, including the driver;

(b) A motor vehicle operated by a common carrier subject to the jurisdiction of the State Public Utilities Commission, except when any said vehicle is in use exclusively for the transportation of school pupils;

(c) A motor vehicle of any type carrying only members of the household of the owner thereof.²

3. Number of pupils who may be transported. The number of pupils and the conditions under which they may be transported are defined in the Education Code:

3a. Estimate of capacity.

The manufacturer of a school bus or school bus body may, for the sole purpose of indicating the capacity of such bus or school bus body, allow one elementary school pupil for each eleven

¹California Education Code (Sacramento: California State Department of Education, 1948), section 16273.

²Regulations and Laws Relating to Pupil Transportation in California (Sacramento: California State Department of Education, 1949), p. 42.

lineal inches of seat space provided for pupils and one secondary school pupil for each thirteen lineal inches of seat space provided for pupils, but nothing herein shall be construed as modifying the provisions of Section 1133 of these Regulations.³

3b. Estimate of weights. In estimating the weight of the driver and pupils to be carried in a school bus, there shall be allowed not less than 150 pounds for the driver, 80 pounds for each elementary pupil, and 130 pounds for each high school or junior college pupil to be transported.⁴

The number of children who may ride a school bus in any district is specified by the governing board of the district concerned.⁵ A card must be placed in plain view of each school bus showing the capacity of the bus⁶ and the fact that persons responsible must not overload the bus.⁷ Moreover, each pupil must be provided a safe seat that is large enough for him even if the seating capacity of the bus needs to be reduced.⁸ The gross weight of the

³Ibid., p. 17.

⁴Loc. cit.

⁵Loc. cit.

⁶Loc. cit.

⁷Loc. cit.

⁸Ibid., p. 18.

loaded vehicle must not exceed the rating of the manufacturer.⁹ Bus speed is limited to forty-five miles per hour.¹⁰

B. ELEMENTARY SCHOOL TRANSPORTATION

The transportation necessary in each of the proposed elementary schools will be discussed in the following subsections.

1. Proposed Angels Camp Elementary School. Table XXX presents the facts regarding the transportation problem in the proposed Angels Camp elementary school.

Bus times represent approximate time it took a school bus during 1948-1949 school year to make the trip, as timed repeatedly by the driver.

Altaville required a station wagon to serve the outlying part of the district. The other children not within walking distance of the school as defined in the criteria for this paper, are on scheduled school bus routes to the central school and could be picked up by the proposed scheduled school buses. These numbers of pupils are identified in the numbers scheduled for transportation from each town.

⁹ Ibid., p. 18.

¹⁰ Ibid., p. 43.

Table XXX

TRANSPORTATION TO PROPOSED ANGELS CAMP AREA
ELEMENTARY SCHOOLS¹¹

Town	Miles	Travel time	Elem.	Jr. High	Sr. High	Buses Needed
Altaville			6	2		1
Angels Camp						
Robinson Ferry	7	25 min.	1	1		
Carson Hill	4	10 min.	10	4	4	1
Douglas Flat	7	25 min.	13	9	6	
Vallecito	5	15 min.	38 + 3			1
Murphys	9	35 min.	46 + 4			1
Copperopolis	12	40 min.	30 + 6	5	4	1

The bus from Robinson Ferry through Carson Hill to Angels Camp could carry the elementary children from that area and likewise serve as a feeder for the secondary children.

The Douglas Flat bus could carry the thirteen elementary children and serve as a feeder for the seventeen secondary children in the area. This bus could make the five-mile return trip to pick up the Vallecito elementary children.

¹¹California State Automobile Association Map, Sacramento and Stockton to Lake Tahoe and Vicinity (San Francisco: California State Automobile Association, 1948).

Should there not be an elementary school at Murphys, there would be a bus down the Murphys "grade road" to the central school at Angels Camp. This would pick up the four elementary children along the grade road to the Angels Camp school.

The Angels Camp elementary school would have six bus routes and would transport 157 elementary pupils and thirty-five secondary pupils.

2. Proposed San Andreas Elementary School. Table XXXI presents the data pertaining to the transportation of children to the San Andreas area school.

Table XXXI

TRANSPORTATION TO PROPOSED SAN ANDREAS AREA
ELEMENTARY SCHOOL¹²

Town	Miles	Travel Time	Elem.	Jr. High	Sr. High	Buses Needed
San Andreas			30			
El Dorado	9	30 min.	31+15	20	15	2
Paloma	13	40 min.	15+15	4	6	1
Mokelumne Hill	8	30 min.	49			1
Fricot City	12	40 min.	5	1	9	1

During the 1948-1949 school year thirty children rode on the high school bus to San Andreas. Half of these

¹²Loc. cit.

children lived on the El Dorado route and half of them lived on the Mokelumne Hill route. These children could be picked up by the regular elementary buses from the two towns mentioned.

One El Dorado district bus could start at Banner and pick up both the secondary and elementary children in that area and proceed with this bus to the elementary and secondary school at San Andreas. One El Dorado district bus during the 1948-1949 school year served this purpose. The other El Dorado district bus could serve the elementary children of El Dorado district in Mountain Ranch, where the El Dorado district school is located, and also pick up the elementary school children between Mountain Ranch and San Andreas.

The Paloma bus could transport the Paloma elementary and secondary children, pick up the elementary children en-route and proceed with the forty children to San Andreas.

There would be one bus to serve the forty-nine Mokelumne Hill elementary school children.

There would be one bus to serve the five elementary and ten secondary children who live in the Fricot City area.

3. Proposed Valley Springs Elementary School. How Many buses would be required for transportation to the Valley Springs school? These data are given in Table XXXII.

Table XXXII
TRANSPORTATION TO VALLEY SPRINGS AREA
ELEMENTARY SCHOOL¹³

Town	Miles	Travel Time	Elem.	Jr. High	Sr. High	Buses Needed
Milton	16.8	45 min.	6	4	12	1
Jenny Lind	10.7	30 min.	10			
Evergreen	6	35 min.	11	2	8	1
Burson	3.6	20 min.	13			
Wallace	11.4	45 min.	6	5		
Camanche	8.4	30 min.	10	4		
Campo Seco	3.8	20 min.	12	3	12	1

The distances shown in the table are over roads that are quite adequate during the whole year. The distances are between towns that are similar in community life.

It is adjudged on the basis of the criteria for this paper that three buses could take care of the transportation problem for the Valley Springs Elementary School and at the same time serve as feeders for the secondary school pupils.

The Milton-Jenny Lind bus would take a direct route from Milton to Jenny Lind to Valley Springs.

The Evergreen-Burson bus would serve that area, making the pick ups at the site of the Evergreen School, at

¹³ Loc. cit.

the Burson School site, and at points along the road.

The Wallace-Camanche-Campo Seco bus would start at Wallace and take the "back" road through Camanche and Campo Seco to Valley Springs.

4. Proposed West Point Elementary School. Table XXXIII shows the transportation that would be necessary to the West Point elementary school.

Table XXXIII
TRANSPORTATION TO WEST POINT AREA
ELEMENTARY SCHOOL¹⁴

Town	Miles	Travel Time	Elem.	Sec.	Buses Needed
West Point	4	20 min.	30	12	1
Railroad Flat	13	40 min.	50		1
Mosquito Gulch	8	25 min.	24		1

During the 1948-1949 school year West Point elementary school had one bus that served thirty children of the Lincoln district area, with which it is unionized. This bus could serve as a feeder to the twelve secondary students who live in the area.

In the event that there should not need to be a school at Railroad Flat, one bus would serve this community for elementary transportation purposes. This bus should

¹⁴Loc. cit.

take the "front" road and go through Mosquito Gulch district. This would be a longer route than over the "back" road which is only six miles from West Point, but over steep and rather dangerous roads.

An elementary bus should be assigned to serve the Mosquito Gulch area and take the one direct route to West Point.

5. Proposed White Pines Elementary School. Table XXXIV presents the data in regard to the transportation at the White Pines Elementary School.

Table XXXIV

TRANSPORTATION TO WHITE PINES AREA
ELEMENTARY SCHOOL¹⁵

Town	Miles	Travel Time	Elem.	Jr. High	Sr. High	Buses Needed
Avery	6	30 min.	35			1
Camp Connell	6	15 min.	4	2	2	1

During the 1948-1949 school year there was one bus to the Avery school at White Pines that ran on a regular school bus route from Hathaway Pines, near Avery, to the White Pines School. There was also a bus from Camp Connell that served as a feeder for the secondary school children.

6. Summary of elementary school transportation.

¹⁵Loc. cit.

How many buses would be required for elementary transportation in the County? To what extent could these buses serve as feeders for the transportation of secondary school children? These data are given in Table XXXV.

Table XXXV

ELEMENTARY SCHOOL TRANSPORTATION
IN CALAVERAS COUNTY¹⁶

Area School	Elementary Pupils Transported	Secondary Pupils Transported	Buses Needed
Angels Camp	157	35	5
San Andreas	160	55	5
Valley Springs	68	50	3
West Point	104	12	3
White Pines	39	4	2

Table XXXV shows that there would be eighteen buses needed for elementary purposes in the county. There would be nineteen bus routes since the bus starting at Douglas Flat for elementary and secondary purposes would return to Vallecito to pick up the elementary children in the Angels Camp area. The Angels Camp school would require four buses and one station wagon to transport 157 elementary children

¹⁶The numbers of children that would need transportation were derived from the records of the schools concerned.

and thirty-five high school pupils. San Andreas would need five buses to transport 160 elementary and fifty-five secondary pupils. Valley Springs would need three buses to transport sixty-eight elementary and fifty secondary pupils. West Point would need three buses to transport 104 elementary pupils and twelve secondary pupils. White Pines would need one bus and one station wagon to transport thirty-nine elementary pupils and four secondary pupils.

C. SECONDARY SCHOOL TRANSPORTATION

For the purposes of secondary education, it is assumed that an adjoining appropriate site would be selected for both the junior high school and the senior high school. For the purpose of this study it is further assumed that the secondary school plant would be in the vicinity of San Andreas.

How far are the towns where the elementary schools are located from San Andreas? Table XXXVI presents these data.

The longest bus route to the proposed secondary center would be from White Pines in the Avery district to San Andreas. There are three towns between twenty and thirty miles distant from San Andreas and sixteen less than twenty miles. These are not long distances over good roads. It does not require more than one hour to travel

Table XXXVI

TRANSPORTATION OF ELEMENTARY AREA TOWNS IN THE COUNTY
FROM SAN ANDREAS, THE PROPOSED SITE FOR THE
SECONDARY EDUCATION PLANT¹⁷

Town	Miles
Altaville	10.5
Angels Camp	12.5
Avery	34.5
Burson	
Camanche	17.5
Campo Seco	12.8
Copperopolis	19.5
Douglas Flat	19.5
El Dorado Union	9
Esmeralda	12
Evergreen	15
Jenny Lind	19.5
Milton	25.8
Mokelumne Hill	8
Mosquito Gulch	17
Murphys	22.5
Paloma	13
Railroad Flat	22
Sheep Ranch	16
Vallecito	17.5
Valley Springs	9
Wallace	16.5
West Point	25

¹⁷Loc. cit.

from any of these towns to San Andreas.

The problem of transporting the children to the new site is presented in Table XXXVII.

Table XXXVII

TRANSPORTATION OF CHILDREN
TO PROPOSED SECONDARY SCHOOL PLANT
AT SAN ANDREAS IN CALAVERAS COUNTY¹⁸

Town	Travel Time	Number of Children	Number of Buses
Angels Camp	25 min.	126	
White Pines	1 hr.	40	1
Murphys	45 min.	34	1
Valley Springs	20 min.	97	
West Point	1 hr.	54	1
Railroad Flat	50 min.	48	1
Fricot City	30 min.	10	
El Dorado Union	40 min.	30	
Sheep Ranch	45 min.	23	1

Three elementary school buses could continue on to the secondary school plant with the secondary children from the Angels Camp area.

One bus would be adequate to transport the secondary children in the White Pines area.

One bus would serve the thirty-four Murphys children

¹⁸The numbers of children that would need transportation were derived from the records of the schools concerned.

and pick up the thirteen secondary children who require transportation from Copperopolis. These children could get on the Murphys bus at the corner of Copperopolis road and highway forty-nine.

One bus would start at West Point and proceed to the secondary school plant.

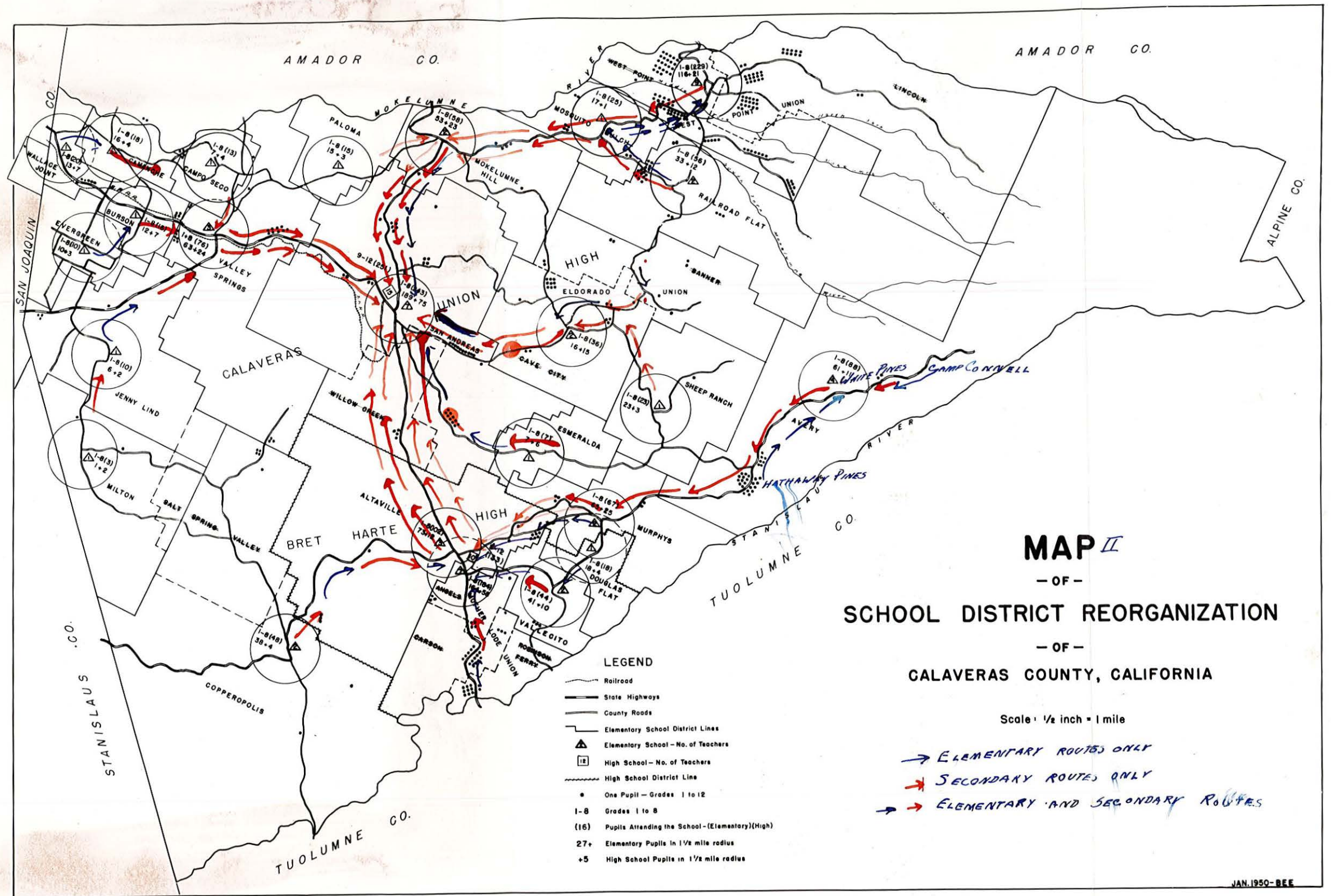
The Railroad Flat bus could transport the thirty-four children from Railroad Flat, pick up the two secondary children at Mosquito Gulch and the twelve secondary pupils at Mokelumne Hill.

The thirty secondary children in the El Dorado Union elementary district would share the bus with elementary children, as would the ten secondary children in the Fricot City area.

One bus would serve the Sheep Ranch area.

D. SUMMARY

How many bus routes would be required for the proposed unified district? The following map gives these data for both elementary and secondary education.



The map indicates nineteen bus routes that would be needed for transportation to elementary schools. Fourteen of these routes would also serve secondary children part of the way.

There would be five buses that served only elementary children. These would be the buses from Murphys, Avery, Railroad Flat, Mosquito Gulch and El Dorado Union.

One bus would make a seven-mile trip with elementary and secondary pupils. It would then return five miles to make a trip with another load of elementary pupils. This would be the Douglas Flat-Vallecito bus route.

There would be five buses that served only secondary school children. These buses would start from White Pines, Murphys, West Point, Railroad Flat and Sheep Ranch.

During the 1948-1949 school year there were seventeen buses in operation, counting the Calaveras Union High School feeder from Paloma to Valley Springs. The proposed system would require twenty-three buses.

CHAPTER VII

SUMMARY AND CONCLUSIONS

The need for a study of attendance areas in Calaveras County is reflected in the fact that this was the first such county-wide study of this kind. The problem of the study was: How should the attendance areas of Calaveras County be reorganized for the purpose of placing attendance centers? A premise of the study was that the County should be considered one administrative unit--a unified school district--and that all the schools of the County should derive their power from this unit.

A review of the literature indicates that there has been a felt need for reorganization of attendance areas all over the United States and all over the State of California for many years. As the manual for local survey committees points out, "As early as 1900 Dean E. P. Cubberley of Stanford University proposed the reorganization of school districts in this state."¹ The universities and the Legislature have made studies of the problem of too many

¹The Process of Optional Reorganization of School Districts, A Manual for Local Survey Committees (Sacramento: California State Commission on School Districts, 1946), p. 8.

attendance centers with the accompanying lack of educational facilities and teachers and high per pupil costs. Careful studies of ways to improve the attendance centers in the State have been made by the State Legislature since the report written by Cubberley and presented to the Legislature in 1921.²

The trend has been to reduce the number of schools and to increase the size of the administrative unit. Since 1937 definite work has been done. Local School Units Project, Local School Unit Organization in Ten States³ and Your School District⁴ report improvement of schools educationally and financially in many states of the union. In 1945 in California as a result of the Strayer report⁵ the

²Report of the Special Legislative Committee on Education, Herbert C. Jones Chairman (Sacramento: State Printing Office, 1920).

³Henry F. Alves, W. Archibald and John Guy Fowlkes, Local School Units Projects, Local School Unit Organization in Ten States (Washington, D.C.: United States Office of Education, 1939), 334 pp.

⁴Howard A. Dawson and Floyd W. Reeves, et al, Your School District (Washington, D.C.: National Education Association of the United States, 1948), 286 pp.

⁵The Administration, Organization and Financial Support of the Public School System, State of California, George D. Strayer, Special Consultant (Sacramento: State Reemployment and Reconstruction Commission, 1945).

State Legislature initiated a study of school districts that led to a thoroughgoing study of the attendance areas in all of the counties of the State.⁶ The local survey committee for Calaveras County, cooperating in this study, recommended county-wide unification of school districts as a means of improving the attendance centers.⁷

Calaveras County has an area of 1076 square miles. The central town of the County is thirty-four miles distant from White Pines and is twenty or less miles distant from most towns. The County towns are connected by good roads that are all usable throughout the year by a population that numbered 8258 in the 1940 census.

In the 1947-1948 school year there were twenty-nine elementary school districts in the County that served 1247 elementary children and 341 high school children. There were sixteen one-teacher schools with an average daily attendance ranging from eight to twenty-five out of a total of twenty-six districts that supported schools of their own. There were four two-teacher schools, three three-

⁶Education Code of California, Chapter XVI of Division 2 (Sacramento: State Department of Education).

⁷Optional Reorganization of School Districts: A Report of Calaveras County (San Andreas: Local Survey Committee of Calaveras County, May, 1948), 22 pp.

teacher schools and three five-teacher schools.

The district valuation ranged from \$41,710.00 for the lowest district (Esmeralda) to \$2,399,815.00 for the highest (Avery). More than half the wealth in the County was controlled by six of the twenty-nine existing districts. A wealthy school such as Copperopolis had a valuation per unit of average daily attendance of \$52,737.00 in comparison to \$3,527.00 for each child at Mosquito Gulch, or 14.3 times more. However, the wealthy districts did not spend more money to give fuller educational opportunity to the children. Copperopolis, with a high valuation, levied a twelve-cent tax for the same educational program as Esmeralda district which had to levy a seventy-cent tax. The school houses of many of the elementary schools were defective but it was not possible to bond adequately to put up new school houses. In the 1947-1948 school year Mosquito Gulch had a bonding capacity of less than \$10,000.00. Yet fourteen of the twenty-eight school houses in the County received a D rating, indicating a need for abandonment.

There were two high school districts in Calaveras County in the 1947-1948 school year. Calaveras Union High School district contained twenty-three of the twenty-nine elementary districts and had a valuation of \$13,399,605.00. Bret Harte Union High School district, composed of six

elementary districts, had a valuation of \$2,618,850.00. Calaveras Union High School had an average daily attendance of 215 and Bret Harte Union High School had an average daily attendance of 126. Calaveras Union High School district had 5.29 times more money support back of each student in average daily attendance than Bret Harte Union High School and yet levied an average tax of fifty cents over the ten-year period studied in comparison to the seventy-nine cent tax at Bret Harte Union High School for the same years. Both schools offered principally an academic program. Yet for the vast majority of the children high school terminated their training.

What are the criteria for establishing adequate attendance areas? Beginning with Howard A. Dawson's Satisfactory Local School Units, published in 1934, several authoratative studies have been made on the subject. The criteria used in this paper are mainly those suggested by Dawson and Reeves, et al.⁸ These criteria are in basic agreement with other studies reviewed in this paper.

The complete administrative unit should serve all grades from kindergarten through grade twelve on the 6-3-3 plan. There should be an ideal assignment of one teacher to each twenty-five pupils in all grades. In determining

⁸Howard A. Dawson, and Floyd W. Reeves, et al., op. cit.

the school centers and their respective areas the natural community groupings should be considered as well as the requirements for a good program in terms of number of pupils needed for a good school. The time required to travel to and from school should likewise be a basic factor in determining the location of the school.

These criteria should be applied so that in the six-year elementary school there would be at least 300 pupils with at least one teacher provided for each grade. In the high school there should be at least twelve teachers and not fewer than seventy-five pupils in each age group.

These standards should be used so long as the one-way travel time between home and school is not more than forty-five minutes for elementary school pupils and one hour for high school pupils. Each elementary school should serve a small community center; each high school should serve a larger community; and every community should feel that it has a school.

How should the attendance areas of Calaveras County be reorganized? Following the criteria just summarized, the number of elementary schools in the County would be reduced from twenty-five to six. There would be 1072 elementary school children in attendance centers at Angels Camp, Avery, San Andreas, Sheep Ranch, Valley Springs and West Point. Because of location, Sheep Ranch district

school would continue as an elementary one-teacher school. The elementary children of the entire proposed district would require forty-two teachers.

One junior high school would be established in the vicinity of San Andreas and one senior high school would be located adjacent to the junior high school. The 615 secondary children would require twenty-four teachers, with a ratio of twenty-five students to each teacher. The overlap of pupils in the entire system would allow one extra teacher.

For the 1948-1949 school year there were fifty-two elementary school teachers and twenty-three high school teachers. The recommended plan would require eight fewer teachers than the 1948-1949 staff.

What would be the transportation problem in the County? Twenty-three buses would be required for the transportation of both elementary and secondary children. There would be nineteen bus routes for elementary purposes and eighteen buses would do the job since two trips are short enough to make it possible to utilize one bus on both trips. Fourteen of these bus routes would serve secondary children part way. There would need to be five buses that would serve only secondary children. Twenty-three buses would be required in all. For the 1948-1949 school year there were seventeen regularly scheduled school buses in the

County.

In this study the literature on the subject of attendance areas has been reviewed, the conditions in the County schools have been surveyed, the criteria for establishing adequate attendance areas have been presented, and there has been a consideration of the transportation problem and the community of Calaveras County. Proposed attendance centers have been established for the County on the basis of this information.

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