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A survey of the possibility of establishing junior high schools in certain communities within a twenty-five mile radius of the city of Sacramento

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A SURVEY OF THE POSSIBILITY OF ESTABLISHING JUNIOR
HIGH SCHOOLS IN CERTAIN COMMUNITIES WITHIN
A TWENTY-FIVE MILE RADIUS OF THE
CITY OF SACRAMENTO

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

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

by
Ray Joseph Desimone
June 1955

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
The junior high school	1
The problem	7
Statement of the problem	7
Limitations of the study	7
Scope	7
Importance of the study	9
Definition of terms	10
Vertical organization	10
Horizontal organization	11
Unified	11
Union	12
K-6-4-4 or 6-4-4	12
K-6-3-3-2 or 6-3-3-2	13
K-8-4-2 or 8-4-2	13
Junior high school	13
Double session	13
Public schools	14
Tax rate	14
Average daily attendance (A.D.A.)	14
Recent or related studies or situations	
also in northern California	14

CHAPTER	PAGE
	iii
Stockton	14
Chico.	16
Nevada-City-Grass Valley	17
Organization of remaining chapters	18
 II. A BRIEF DESCRIPTION OF THE GRANT UNION HIGH	
SCHOOL DISTRICT	20
Location	20
Average daily attendance	22
Recommendation of the Hart and Peterson	
Survey	23
Steps taken by the Grant Board	23
Six-year increase in average daily	
attendance	23
Actual total enrollments	27
Enrollment by grade levels	28
Necessity and type of additional	
schoolhousing	29
Legal and financial questions	29
Financial abilities of the several school	
districts	31
Accuracy of the Hart and Peterson study	
figures	33
Summary.	35

CHAPTER

PAGE

III. A BRIEF DESCRIPTION OF THE SAN JUAN UNION	
HIGH SCHOOL DISTRICT	39
Location	39
Average daily attendance	41
Six-year increase in average daily attendance	41
Actual total enrollments	42
Enrollment by grade levels	44
Financial abilities of the several school districts	46
What have these districts done in the recent past to take care of their surprising jumps in school enrollments	48
What are these districts planning for the future	49
Summary	50
IV. A BRIEF DESCRIPTION OF THE FOLSOM UNIFIED SCHOOL DISTRICT	53
Location	53
Average daily attendance	54
Six-year increase in average daily attendance.	54
Six-year increase in enrollment	57
Enrollment by grade levels	59
Financial ability	59

CHAPTER

PAGE

CHAPTER	PAGE
Summary	64
V. A BRIEF DESCRIPTION OF THE ELK GROVE UNION	
HIGH SCHOOL DISTRICT	67
Location	67
Average daily attendance	69
Six-year increase in average daily attendance	69
Actual total enrollments	70
Enrollment by grade levels	72
Financial abilities of the several school districts	74
Summary	77
VI. A BRIEF DESCRIPTION OF THE DAVIS JOINT UNION	
HIGH SCHOOL DISTRICT	80
Location	80
Average daily attendance	82
Six-year increase in average daily attendance	84
Actual total enrollments	84
Enrollment by grade levels	86
Financial abilities of the several school districts.	86
Summary.	88
VII. A BRIEF DESCRIPTION OF THE WOODLAND HIGH SCHOOL DISTRICT	93
Location	93

CHAPTER	PAGE
Average daily attendance	97
Six-year increase in average daily attendance	97
Actual total enrollments	98
Enrollment by grade levels	100
Financial abilities of the several school districts.	102
Summary.	104
VIII. A BRIEF DESCRIPTION OF THE ROSEVILLE JOINT UNION HIGH SCHOOL DISTRICT	108
Location	108
Average daily attendance	110
Six-year increase in average daily attendance	110
Actual total enrollments	112
Enrollment by grade levels	115
Financial abilities of the several school districts.	117
Summary.	119
IX. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS . .	123
Summary.	123
Conclusions	130
Recommendations	133
BIBLIOGRAPHY.	138

LIST OF TABLES

TABLE	PAGE
I. Average Daily Attendance (A.D.A.) by Elementary School Districts in the Grant Union High School District, 1943-1944 to 1948-1949 . . .	21
II. State Enrollment (Regular Day) in the Grant Union High School District and Component Elementary Districts, 1943-1944 to 1948-1949.	25
III. Enrollment in Grades One-Twelve in Grant Union High School District, as of October 31, 1948.	26
IV. Analysis of Certain Financial Data for Elementary Districts in the Grant Union High School District, and for Grant Union High School, 1947-1948	32
V. Enrollment in Grades One-Twelve in Grant Union High School District, as of October 31, 1953.	34
VI. Average Daily Attendance (A.D.A.) by Elementary School Districts in the San Juan Union High School District, 1948-1949 to 1953-1954 . . .	40
VII. State Enrollment (Regular Day) in the San Juan Union High School District and Component Elementary Districts, 1948-1949 to 1953-1954.	43
VIII. Enrollments in Grades One-Twelve in San Juan Union High School District as of October 31, 1953.	45

TABLE

PAGE

IX.	Analysis of Certain Financial Data for Elementary Districts in the San Juan Union High School District, and also for San Juan Union High School, 1953-1954	47
X.	Average Daily Attendance (A.D.A.) in the Folsom Unified School District, 1948-1949 to 1953-1954	55
XI.	Actual Student Enrollment in the Folsom Unified School District, 1948-1949 to 1953- 1954	56
XII.	State Enrollment (Regular Day) in the Folsom Unified School District, 1948-1949 to 1953-1954	58
XIII.	Enrollments in Grades One-Twelve in Folsom Unified School District as of October 31, 1953	60
XIV.	Analysis of Certain Financial Data, based on Average Daily Attendance, in the Folsom Unified School District, 1953-1954	61
XV.	Analysis of Certain Financial Data, based on Actual Student Enrollment, in the Folsom Unified School District, 1953-1954	63
XVI.	Average Daily Attendance (A.D.A.) by Elementary School Districts in the Elk Grove Union High	

TABLE	PAGE
School District, 1946-1949 to 1953-1954. . .	68
XVII. State Enrollment (Regular Day) in the Elk Grove Union High School District and Component Elementary Districts, 1948-1949 to 1953-1954	71
XVIII. Enrollments in Grades One-Twelve in Elk Grove Union High School District as of October 31, 1953	73
XIX. Analysis of Certain Financial Data for Elemen- tary Districts in the Elk Grove Union High School District and also for Elk Grove Union High School, 1953-1954	75
XX. Average Daily Attendance (A.D.A.) in the Davis Joint Union High School District, and Component Elementary School Districts, 1948-1949 to 1953-1954	83
XXI. Actual Enrollment in the Davis Joint Union High School District and Component Elementary Districts, 1948-1949 to 1953-1954	85
XXII. Actual Enrollment by Grade Level in the Davis Joint Union High School District and Component Elementary Districts as of October 31, 1953.	87
XXIII. Analysis of Certain Financial Factors in the Davis Joint Union High School District and	

TABLE

PAGE

Component Elementary School Districts as
of October 31, 1953 89

XXIV. Average Daily Attendance (A.D.A.) in the
Woodland Union High School Districts and
Component Elementary School Districts,
1948-1949 to 1953-1954 95

XXV. Actual Enrollment in the Woodland Union High
School District and Component Elementary
Districts, 1948-1949 to 1953-1954 99

XXVI. Actual Enrollment by Grade Level in the
Woodland Union High School District and
Component Elementary Districts as of
October 31, 1953 101

XXVII. Analysis of Certain Financial Factors in the
Woodland Union High School District and
Component Elementary School Districts as
of October 31, 1953 103

XXVIII. Average Daily Attendance (A.D.A.) in the
Roseville Joint Union High School District
and Component Elementary School Districts,
1948-1949 to 1953-1954 111

XXIX. Actual Enrollment in the Roseville Joint
Union High School District and Component

TABLE

PAGE

Elementary Districts, 1948-1949 to
1953-1954113

XXX. Actual Enrollment by Grade Level in the
Roseville Joint Union High School District
and Component Elementary Districts as of
October 31, 1953116

XXXI. Analysis of Certain Financial Factors in the
Roseville Joint Union High School District
and Component Elementary School Districts
as of October 31, 1953118

XXXII. Recapitulation of Certain Summary Data
Presented in Tables I to XXXI126

CHAPTER I

INTRODUCTION

I. THE JUNIOR HIGH SCHOOL

During the first half of the twentieth century, there has been an almost constant evolution in the vertical organization of school districts in the United States of America, in line with the changing and developmental educational, psychological, and social needs of the pupils in the public schools of the nation.

What has come to be known as the junior high school, earliest known as the intermediate school, is but slightly more than forty years old, first appearing in California in Berkeley (1909), and in Los Angeles (1910),¹ mushrooming rapidly and steadily throughout the state and county ever since.

The citing of several authorities as to why the junior high school has grown so rapidly may serve to pinpoint the reasons for and the values of the American junior high school.

¹F. F. Bunker, The Re-Organization of Public School Systems, Bulletin 8, 1916, United States Bureau of Education.

The publication of the American Association of School Administrators indicates that the junior high school provides a curriculum more nearly geared to the developmental tasks of young people, one which bridges the curriculum gap between the elementary and the senior high schools, as well as making for flexibility in the school system in times of expanding or shrinking enrollment.²

Meyer points out that the junior high school movement reveals a change from the old subject specialism of the earlier conventional American high school to the much broader motives of the newer secondary school for all adolescents.³

Edwards and Richey show how the junior high school has led to increased retention of pupils because of its attempt to serve each pupil as fully as possible.⁴

²American Association of School Administrators, The Expanding Role of Education (Washington, D.C.: The Association, 1948), pp. 74-6.

³Adolph E. Meyer, The Development of Education in the Twentieth Century (New York: Prentice-Hall, 1949), p. 395.

⁴Newton Edwards and Herman G. Richey, The School in the American Social Order (Boston: Houghton Mifflin Company, 1947), p. 828.

In noting that the age of twelve rather than the age of fourteen is the dividing place between the pre-adolescent and the adolescent stages of development, Cubberley points out that the junior high school seems best to fit the needs of young people in their early teens.⁵ He quotes Superintendent R. G. Jones, of Cleveland, as well stating the purpose of the junior high school organization as follows:

1. To make a better adaptation of the curriculum to the needs of the early adolescent period.
2. To bridge the gap between the elementary school and the high school so that the percentage of failures in the early years of the high school will be materially lessened.
3. To provide a vocational try-out in an attempt to discover abilities and adaptabilities.
4. To attempt to keep pupils in school beyond the compulsory school age.
5. To give an opportunity for earlier development of leadership than was possible under the old style of school organization.⁶

Nearly all the larger California public school systems seem convinced that the junior high school is the best possible instrument of instruction for the particular age-grade group and are, therefore, geared to and for such educational offerings.⁷

⁵ Ellwood P. Cubberley, Public Education in the United States (Boston: Houghton Mifflin Company, 1934), p. 551.

⁶ Ibid., p. 556.

⁷ California Association of Secondary School Administrators, California School Directory (Berkeley, 1953), pp. 95-166.

The following appears in the junior high school brochure of the Sacramento City Unified School System:⁸

The idea of the junior high school is to administer to the particular needs of the children during the early adolescent period, approximately the age span from eleven to sixteen years. The old-type eight grade elementary school and the four-year high school had not been able to adequately recognize and provide for the needs of this important age period.⁹

These objectives may be briefly stated as follows:

1. To provide proper social grouping for adolescent children.
2. To afford an opportunity for exploration into new fields.
3. To afford an opportunity for the discovery of special interests and talents.
4. To provide sympathetic and understanding counseling.
5. To prevent unnecessary withdrawals from school by permitting students to proceed more nearly along the lines of their personal interests and abilities.
6. To afford opportunities for the individual to develop his own initiative and bring about a definite beginning of self-directed effort.¹⁰

Several years ago, the Grant Union High School District, of Sacramento County, found itself in need of a school housing survey because of a fast growing school population--many being on "double session"--in the several elementary school districts within the boundaries of the

⁸Sacramento City Unified School System, Junior High Schools (a bulletin of information), Sacramento, 1940.

⁹Ibid., p. 14.

¹⁰Loc. cit.

Grant District. Hart and Peterson,¹¹ of the staff of the University of California, were commissioned by the Grant Governing Board to make such a study, and their survey was submitted in June of 1949. In recommending the change from the pioneer 8-4-8 plan to the junior high system, Hart and Peterson stated:

In the preceding discussion, the point emphasized has been getting pupils off the 'double session' and out of substandard rooms and buildings. Important as this point is, it is still more important that the seventh and eighth grade pupils in these several districts be provided with a modern educational program under housing conditions suited to their needs. This cannot be done under existing conditions. It could not be done even if unlimited resources were available to build buildings and employ teachers. A sufficient number of pupils in this age group must be brought together in one place to provide the pupil environment as well as the physical environment that stimulates and contributes so much to the success of children of this age span.¹²

The Grant Union High School District, greatly influenced by the above-mentioned study, is just now entering its third year of a three-year junior high school program, comprising grades seven, eight, and nine in three newly constructed widely separated physical plants, achieved on a contractual basis with the six distinct elementary school

¹¹F. W. Hart and L. H. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, 1949.

¹²Ibid., pp. 88-9.

districts within its boundaries. How the Grant program became a reality will be developed somewhat hereafter in Chapter II of this paper.

General and school population growths in the areas to be studied here have grown in geometric progression during the past five to ten years and show no indication of any diminution. Hence, junior high school construction might somewhat cushion the enormous growth and "double sessions" in the traditional eight-year elementary school, along with alleviating to some extent the ninth-grade bulge in the usual but archaic rural four-year high school. In succeeding chapters, III through VIII, these school enrollments and growth will be depicted in each of six different secondary school districts.

It would appear from the preceding presentations in the Introduction that the junior high school is continually growing in numbers, by leaps and bounds. Carrying this fact a little further, it might quite reasonably be assumed then that those school systems or school districts which actually can--but do not care to, or want to, for one reason or another, or for any combination of reasons--embark upon the junior high school program, do not seem to be providing the best possible educational opportunities and advantages for the children in their districts.

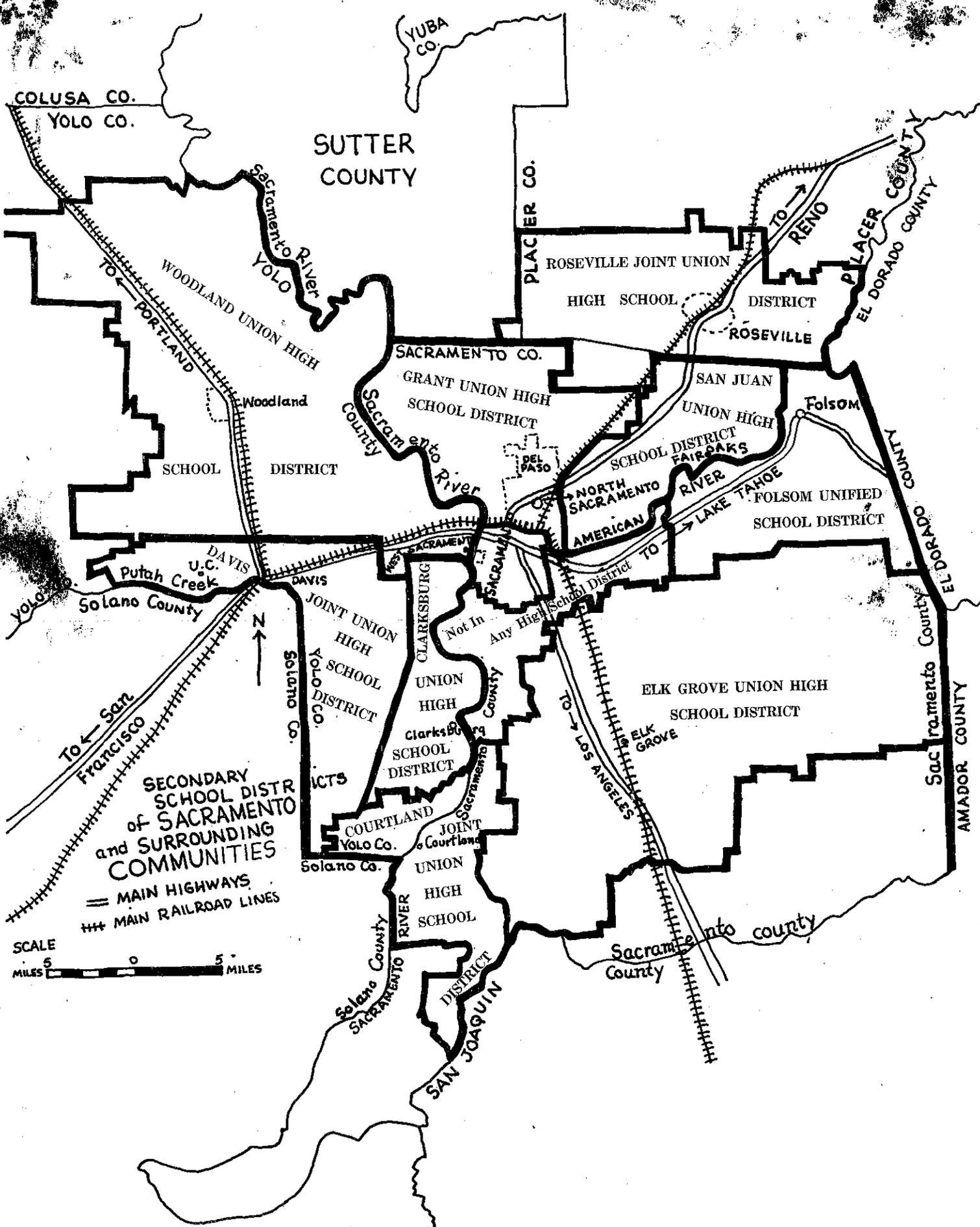
II. THE PROBLEM

Statement of the problem. It was the purpose of this study to answer the question: "Is it reasonably possible for certain of the school districts near Sacramento to institute junior high schools within their boundaries?"

III. LIMITATIONS OF THE STUDY

Scope. The study was limited to the high school districts within a twenty-five mile radius of the City of Sacramento, as shown by the Map of Secondary School Districts of Sacramento and Surrounding Communities, but not including the Sacramento City Unified School District or the two small agricultural districts--Clarksburg and Courtland--south of the city along the Sacramento River. Within this area were found to be the following secondary school districts of Sacramento County: Elk Grove Union High School District, Folsom Unified School District, and San Juan Union High School District; the Davis Joint Union High School District, of Solano County; the Roseville Joint Union High School District, of Placer County; and the Woodland High School District, of Yolo County.

Factors considered in each case are pupil enrollments, average daily attendance, legality, assessed valuation, and operating tax rates.



COLUSA CO.
YOLO CO.

SUTTER COUNTY

PLACER CO.

ROSEVILLE JOINT UNION
HIGH SCHOOL DISTRICT

TO RENO

PLACER COUNTY
EL DORADO COUNTY

WOODLAND UNION HIGH
SCHOOL DISTRICT

SACRAMENTO CO.
GRANT UNION HIGH
SCHOOL DISTRICT

SAN JUAN
UNION HIGH
SCHOOL DISTRICT

Folsom

WOODLAND

Sacramento River
SCHOOL DISTRICT

DEL PASO
NORTH SACRAMENTO RIVER
SCHOOL DISTRICT

FOLSOM UNIFIED
SCHOOL DISTRICT

Putah Creek
SOLANO COUNTY

DAVIS U.C.

JOINT UNION
HIGH SCHOOL
DISTRICT

CLARKSBURG
UNION
HIGH SCHOOL
DISTRICT

AMERICAN RIVER
SCHOOL DISTRICT

ELK GROVE UNION HIGH
SCHOOL DISTRICT

To ← San
FRANCISCO

SECONDARY
SCHOOL DISTRICTS
of SACRAMENTO
and SURROUNDING
COMMUNITIES

== MAIN HIGHWAYS
+++ MAIN RAILROAD LINES

SCALE
MILES 0 5

N

SOLANO CO.

COURTLAND
JOINT UNION
HIGH SCHOOL
DISTRICT

JOINT UNION
HIGH SCHOOL
DISTRICT

TO ← LOS ANGELES

Sacramento county

Sacramento River
SCHOOL DISTRICT

SAN JOAQUIN
DISTRICT

EL DORADO COUNTY
SACRAMENTO COUNTY
AMADOR COUNTY

The investigation was conducted with the idea of gathering and presenting sufficient information to show how it might be possible to embark on a junior high program in each of the school districts studied. The other problems, such as educating the communities to desire the program, locating the school sites, deciding on the curriculum offerings, suggesting building and classroom types, educational philosophy, and trying to solve transportation problems were felt to be more properly the province of the local school boards and competent educational survey authorities.

IV. IMPORTANCE OF THE STUDY

The study may possibly point the way to other secondary school districts, particularly those not unified, which might wish eventually to embark upon the junior high school program, no matter what the horizontal organization of the public school education offered within the boundaries of the secondary school district.

Certainly applicable to the districts in the study, this paper seems to indicate what they might possibly be able to do in the establishment of junior high school programs and facilities, if they be so inclined.

Some three years ago one of the largest elementary school districts in the northern part of Sacramento County

left the Grant Union High School District and became a part of the San Juan Union High School District. In June, 1954, the voters in the two high school districts voted overwhelmingly to unite in the formation of a new junior college district, which became a legal entity on July 1, 1954. It appears as if school district reorganization and also extensive school building, will be features for sometime in and around the areas included in this study.

The junior high school seems to afford the answer for the best possible educational opportunities to children of the particular age-grade segment of the school population in question.

This last statement may afford quite a basis for argument. However, there is a definite feeling among certain school superintendents and educational authorities that the change to a junior high school program will, in many instances, materially aid school district unification, which seems to be desirable in most cases.

Finally, this study touches on public, and not private or parochial, schools.

V. DEFINITION OF TERMS

Vertical organization. In any one school district, there is a certain plan of regular progression of its

pupils through the schools of the district. To put this plan into actual operation the various segments or grades of the schools in the district have been divided into different combinations or groups, i.e., elementary school, junior high school, senior high school, and junior college --or some such division. This method of gradation is what is known as vertical organization of, or within, the school district.

Horizontal organization. In any one secondary school district, there are generally several separate and distinct elementary school districts, complete with different school boards and school administrations--where there is not unification. Such organization, or lack of it, is what is known as "horizontal."

Unified. In a unified school system, all the grades conducted and the entire education offered within the school district are under the control, jurisdiction, and supervision of one school board and one school administration, from kindergarten or first grade through the twelfth or the fourteenth grade. There is a close connection, therefore, between a school district's vertical organization and its being "unified."

Union. In a union school district, only a certain segment of all the grades or of the entire education offered within the school district are under the control, jurisdiction, and supervision of one school board and one school administration. An example is the union high school district, legally comprising only the ninth, tenth, eleventh, and twelfth grades of all the education offered in its district, and the more than one elementary school district therein, each legally comprising only the kindergarten and grades one through eight, or merely grades one through eight. There are generally several school districts of the same age-grade level which have banded together legally to form a union school district. An example is the Grant Union High School District, comprising six separate and distinct elementary school districts, as shown in Chapter II of this study. There is a close connection, therefore, between a school district's horizontal organization and its being a "union" district.

K-6-4-4 or 6-4-4. In either case this convenient means of expressing the vertical organization of a school district, denotes kindergarten or first grade through the sixth grade (K-6, or 6); grades seven through ten (4); then, grades eleven, twelve, thirteen, and fourteen (4). Further, each of these three different grade segments is

housed within a separate school plant, as are the grade segment separations mentioned in the next two definitions.

K-6-3-3-2 or 6-3-3-2. In either case this convenient means of expressing the vertical organizations of a school district denotes kindergarten or first grade through the sixth grade (K-6, or 6); grades seven through nine (3); grades ten through twelve (3); and, grades thirteen and fourteen (2).

K-8-4-2 or 8-4-2. In either case this convenient means of expressing the vertical organization of a school district denotes kindergarten or first grade through the eighth grade (K-8, or 8); grades nine through twelve (4); and, grades thirteen and fourteen (2).

Junior high school. For the purposes of this study, junior high school means a separate school plant for grades seven, eight, and nine, with the attendant necessary educational program for such a situation.

Double session. This phrase, "double session," denotes the condition wherein pupils are not able, because of overcrowded classrooms, to go to school more than a minimum school day, usually either in the morning or the afternoon--with another large group going another minimum school day in the same classrooms, during the half day

portion of each day that the first-mentioned group does not attend.

Public schools. These are elementary and secondary schools not supported exclusively by the state, nor are they what is generally known as private or parochial schools. California public schools include kindergarten through the fourteenth grade.

Tax rate. The tax rate is the annual school district operating tax and is given in terms of dollars and cents per one hundred dollars of assessed valuation.

Average daily attendance (A.D.A.). The average daily attendance of a school district for any one year is computed by dividing the total number of days of pupils' attendance by the number of days school was actually taught in the regular day schools of the district for that particular year.

VI. RECENT OR RELATED STUDIES OR SITUATIONS

ALSO IN NORTHERN CALIFORNIA

Stockton. The Stockton Unified School District has apparently been actually operating under a K-6-4-4 school organizational plan since 1948, which system had been advocated after a survey by Sears in 1938 and adoption by

the Board of Education in 1944, subsequent to a study by a "Stockton School Committee" in the few years prior to 1944.¹³

Almost from its inception, however, the K-6-4-4 plan in operation at Stockton seems to have been under fire. As a result, another Citizens' Advisory Committee, augmented by competent professional help from the University of California, made a thorough investigation of the school situation in that city between January of 1952¹⁴ and June 4, 1953, when it presented its entire report to the Board of Education. This latter committee recommended, among other things,

- . . . the 6-3-3-2 plan of organization has definite advantages in Stockton over the 6-4-4 plan because:
- a. Age grouping will be better.
 - b. Holding power of secondary schools should improve.
 - c. There should be no marked increase in operation costs.
 - d. There should be fewer problems of transportation.
 - e. Student, teachers, and the public would be more satisfied.
 - f. Student activities would more adequately meet the needs of all the students.¹⁵

Finally, the Stockton committee stated that the transition from the 6-4-4 to the 6-3-3-2 plan should be made

¹³Report of Three Study Committees to the Board of Education, Stockton, California, 1953, p. 5.

¹⁴Ibid., p. 2.

¹⁵Loc. cit.

slowly but gradually, and could probably be completed and realized by 1959-60.¹⁶

Besides the Stockton investigation, there seem to be two others of most value in connection with this study, one in Chico, and another in Nevada City and Grass Valley. They have been chosen because of their recency, as well as their relatively close proximity to the area studied in this paper. In addition, there appears to be no disparity between the situations existing in either of these two school systems when compared with those in the area covered by this paper, within the span of just a very few years.

Chico. The Chico Junior High School had an average daily attendance of 1,198 during the 1953-54 school year, its first in actual operation. It is housed in a separate plant, comprises grades seven, eight, and nine, and has a certificated staff of fifty-five.¹⁷

The children in the Chico Junior High School are educated financially on an annual contractual basis between the secondary district and each of its eight component elementary districts.¹⁸

¹⁶loc. cit.

¹⁷California Association of Secondary School Administrators, op. cit., p. 98.

¹⁸Letter from Loren Andrews, Principal of Chico Junior High School, August 12, 1954.

The community seems quite pleased and satisfied with the entire junior high system in Chico, although the facilities on this level are already badly overcrowded in the one such school.¹⁹

Nevada City-Grass Valley. The Nevada Union High School District, including the two former separate four-year secondary (grades nine, ten, eleven, and twelve) school districts of Nevada City and adjacent Grass Valley, during the 1953-54 school year, embarked upon the beginning of what will eventually be the same kind and type of junior high school program, comprising the same grade separations, in similar new housing, and also on an annual contractual basis with the several elementary districts making up the secondary district.²⁰

For the year ending in June of 1954, all the ninth-grade students along with a comparatively few seventh and eighth-grade students living not too far away, of the Nevada Union High School District, were housed in the former high school plant at Nevada City,²¹ and the three senior high

¹⁹Letter from Loren Andrews, August 12, 1954.

²⁰Letter from W. M. Wilson, Superintendent of the Nevada Union High School District, August 18, 1954.

²¹California Association of Secondary School Administrators, op. cit., p. 105.

school grades of the district were all housed in the much newer secondary plant at Grass Valley.²²

VII. ORGANIZATION OF REMAINING CHAPTERS

Chapter II. A brief but complete description of the Grant Union High School District is included in Chapter II. Tables are presented to indicate the sharp increase in enrollments by grades, the pupils being shown as actually in school at the present time as well as at the time when Grant was undertaking the study to determine whether or not to embark on the junior high school program.

This particular chapter, and school district, are used as a guide and for comparison with each of the other succeeding chapters, and school districts, respectively.

Chapters III through VIII. In order and by chapter, each of the following school districts is depicted as nearly as possible as is the Grant Union High School District in Chapter II: The San Juan Union High School District, The Folsom Unified School District, The Elk Grove Union High School District, the Davis Joint Union High School District, the Woodland Union High School District,

²²Ibid., p. 216.

and the Roseville Joint Union High School District.

Comparisons and contrasts are then brought out in each case.

Chapter IX. This chapter summarizes the evidence presented in preceding chapters as a basis for showing how it might be possible in the several school districts briefly studied, whether unified or union, to engage in initial planning for eventual junior high schools and programs within their respective districts.

CHAPTER II

A BRIEF DESCRIPTION OF THE GRANT UNION HIGH SCHOOL DISTRICT

Location. The Grant Union High School District, as of the 1948-49 school year, was composed of some eight separate elementary school districts. It included one four-year high school having an "average daily attendance" (A.D.A.) in the neighborhood of 1,725. The high school enrollment, from the eight elementary school districts, each maintaining eight grades, came from an extremely large though in a sense, compact, area of the northwestern most part of Sacramento County.

The elementary school districts comprising the Grant Union High School District, as presented in Table I, were named American Basin, Arden, Del Paso Heights, Jefferson, Lincoln, North Sacramento, Rio Linda Union, and Robla. Since 1948-49, however, these separate elementary school districts comprising the Grant Union High School District have been reduced in number to six. The American Basin and Jefferson School Districts combined, effective with the beginning of the 1950-51 school year, to form the Natomas Union Elementary School District. As of July 1, 1951, the Arden Elementary School District withdrew from the Grant Union High School District, combining with the Carmichael

TABLE I

AVERAGE DAILY ATTENDANCE (A.D.A.) BY ELEMENTARY SCHOOL DISTRICTS
IN THE GRANT UNION HIGH SCHOOL DISTRICT,
1943-1944 TO 1948-1949^a

Elementary District	1943 ^a 1944	1944 ^a 1945	1945 ^a 1946	1946 ^a 1947	1947 ^a 1948	1948 ^b 1949	Amt. Gain	Per cent Gain
American Basin	20	21	20	18	27	28	8	40.00
Arden	170	178	201	229	324	562	392	230.59
Del Paso Heights	366	391	401	508	649	766	400	109.26
Jefferson	23	31	41	51	42	38	15	65.22
Lincoln	40	53	60	65	71	87	47	117.50
North Sacramento	2013	2093	2214	2659	2990	3279	1266	62.89
Rio Linda Union	402	418	479	550	740	900	498	123.88
Robla	452	472	479	637	719	831	379	83.89
Elementary Total	3486	3657	3895	4717	5562	6491	3005	86.20
Grant Union High School	1422	1442	1455	1492	1555	1727	305	21.45
Totals (grades 1 through 12) ^c	4908	5099	5350	6209	7217	8218	3310	67.44
Elementary School District (A.D.A.) average per cent gain per year								14.37
High School District (A.D.A.) average per cent gain per year								3.57

^aF. W. Hart and L. H. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, June, 1949, p. 82.

^bFrom records in the Office of Sacramento County Superintendent of Public Schools, T. R. Smedberg.

^cFigures of Investigator.

Elementary School District (a part of the San Juan Union High School District), to form the Arden-Carmichael Union Elementary School District, and thereby also becoming a part of the San Juan Union High School District.

The American Basin, Jefferson, Lincoln, and Rio Linda elementary districts of the Grant High School District were, and still are, primarily rural and farming areas: Arden, a suburban residential area; Del Paso Heights and Robla, a sort of impoverished zone, made up mostly of underprivileged lower-income groups; and North Sacramento, made up of the City of North Sacramento, an incorporated city of the sixth class, and various residential and small industry and commercial areas.

Average daily attendance. Table I, page 21, shows further that the average daily attendance (A.D.A.) in the several elementary school districts of the Grant Union High School District increased an average of some 14.37 per cent in each of the six school years from 1943 to 1949, the latter being the year that the Hart and Peterson Survey¹ of the Grant School District was made public, and in it was

¹F. W. Hart and L. M. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, June, 1949.

recommended that the high school district embark upon a junior high school program, as soon as possible.²

Recommendation of the Hart and Peterson survey.³ It is interesting to note here that the junior high school program recommended by Hart and Peterson was that of the four-year kind, i.e., including grades seven, eight, nine, and ten.

Steps taken by the Grant Board. Neither the Grant School Board nor the district school administration, after much discussion with others then in the school districts of 6-4-4 organization, decided to follow the survey's recommendations in their entirety. Instead, they entered into the three-year, grades seven, eight, and nine junior high school type of educational program. This particular venture is just now in its third full year of operation, in three different and fairly widely separated complete junior high school plants, each filled with students almost to overflowing.

Six-Year increase in average daily attendance. Returning to Table I, page 21, besides noting again that the

²Ibid., p. 90.

³Loc. cit.

average per cent gain in average daily attendance for the several elementary school districts comprising the Grant Union High School District was 14.37 for the six years from 1943 to 1949, it can be ascertained that the average per cent gain in average daily attendance for the high school was 3.57 as also shown in Table I. The actual numbers of increase in the elementary and high school average daily attendance during this same period, Table I, page 21, shows to be, respectively, 3005 and 305, jumping from 3486 to 6491 on the elementary level (or a per cent gain of 86.20 for the six years), and from 1422 to 1727 on the secondary level (or a per cent gain of 21.45 for the six years).

On both levels, however, the increase in the average daily attendance was regularly and steadily on the upgrade. Numerically, it ranged from eight in American Basin to 1266 in North Sacramento, and per cent increases were from 40 in American Basin to 230.59 in Arden.

Table I, taken by itself, does not seem particularly significant. On the other hand, when taken together with Table II, page 25, and Table III, page 26, the whole picture of rapidly increasing school enrollment in the Grant District between the years 1943-44 and 1959-60 can be much more easily ascertained and understood. Table II presents much the same picture as Table I, although the figures used are actual regular day school enrollments rather than average

TABLE II

STATE ENROLLMENT (REGULAR DAY) IN THE GRANT UNION HIGH SCHOOL
DISTRICT AND COMPONENT ELEMENTARY DISTRICTS
1943-1944 TO 1948-1949a

Years	Eight Elementary (grades 1 through 8)	Per cent Increase (over pre- vious yr.)	Grant Union High School District (grades 9 through 12)	Per cent	
				Increase (over previous year)	Loss
1943-44 ^a	4037	12.4	1596		1.4
1944-45 ^a	4173	3.3	1631	2.2	
1945-46 ^a	4567	9.4	1778	9.0	
1946-47 ^a	4885	6.9	1676		5.7
1947-48 ^a	6103	24.9	1813	8.1	
1948-49 ^b	6711	9.1	1884	3.7	
Average Gain	446	11.0	48	5.75 2.65 for each of the six years	3.55

^aP. W. Hart and L. H. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, June, 1949, p. 78.

^bFrom records in the Office of Sacramento County Superintendent of Public Schools, T. R. Smedberg.

TABLE III

ENROLLMENTS IN GRADES ONE--TWELVE IN GRANT UNION HIGH
SCHOOL DISTRICT, AS OF OCTOBER 31, 1948^a

Grade	Number of Pupils	Year will reach Seventh Grade
12 ^d	328	
11 ^d	441	
10 ^c	431	
Total (10-12)	1200	
9	575	
8	530	
7	608	
Total (7-9) ^c	1713	
6	631	1949-1950
5	708	1950-1951
4	803	1951-1952
3	765	1952-1953
2	900	1953-1954
1	1112	1954-1955
Total (1-6) ^b	4919	
Grand Total (1-12)	7832	

^aF. W. Hart and L. H. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, June, 1949, p. 66.

^bIbid., p. 54.

^cIbid., p. 57.

^dFrom records in the Office of the Principal of Grant Union High School, George B. Julian.

daily attendance figures.

Actual total enrollments. Table II summarizes the material for each of the six school years 1943-44 through 1948-49, by both the total of the eight elementary school districts in the Grant Union High School District, as well as that for the high school itself. The elementary school enrollment total increased an average of 446 pupils, or 11 per cent, per year during the six-year period, while the secondary school enrollment (grades nine through twelve) increased an average of 48 pupils, or 2.65 per cent, per year during this same period.

It is most interesting to note in the last three columns of Table II, page 25, the figures for the years 1943-44 and for 1946-47. The year 1943-44 was right in the middle of World War II, which is reflected in the 1.4 per cent decrease in the enrollment at Grant High School over that of the previous year.

On the other hand, the figures for the 1946-47 school year are the result of an almost complete change in the entire school board and school administration picture in the Grant Union High School District over the previous year, with the resulting differentiation in the manner of keeping the records and statistics of and in the high school. This factor or situation was taken into consideration when Hart

and Peterson⁴ conducted their survey, leaned heavily on enrollments by grades (Table III, page 26) and made their resulting recommendations. In actuality, it was more than three years after the results of the survey were made public before the first junior high school was a reality.

Enrollment by grade levels. By studying Table III in conjunction with the other two tables, a much better comprehension of the increase in the school population, by grade, can be ascertained as of October 31, 1948, in the Grant Union High School District. Table III shows how the total of those pupils already in school at the time noted --and not counting any growth whatsoever in the large metropolitan area which has been showing a population and school increase for many years, as has nearly all of California--are 784 more in the first grade than in the twelfth grade, 504 more in the first grade than in the seventh grade, 2006 more in grades one through six than in grades seven through twelve, and probably what is most important, 1064 more in grades one through three than in grades seven through nine.

⁴Hart and Peterson, loc. cit.

Necessity and type of additional schoolhousing. These figures tend to show from Table I, page 21, Table II, page 25, and Table III, page 26, that schoolhouse building was a necessity in both the elementary and the high school districts forming and comprising the Grant Union High School District.

The next question which required an answer was what sort of schoolhousing, what sort of educational program, would be the best possible one for all the children of and in the several districts, in the light of the best available educational and psychological information, practice, and theory. As mentioned previously, Hart and Peterson⁵ recommended going into the junior high type of educational offering since a large program of schoolhousing was inevitable. As explained in the introductory chapter of this paper, recognized educational authorities appeared to endorse the same type of schoolhousing and educational program for that particular age-grade group.

Legal and financial questions. Immediately, two other questions had to be answered satisfactorily.

1. Could such a program be initially undertaken legally in a union high school district rather than in a

⁵Hart and Peterson, loc. cit.

unified school district. In the Grant Union High School District, the one high school was made up of grades nine through twelve, while the eight separate and distinct elementary school districts each comprised grades one through eight. However, the junior high school, according to the California Education Code, whether comprising grades seven to nine, inclusive, or grades seven to ten, inclusive, is considered a secondary school,⁶ even though it includes two elementary school grades--the seventh and the eighth.

The possibility of legally initially establishing such separate schoolhousing for grades seven to nine or seven to ten in and by such a union high school district as Grant readily became apparent when further reference was made to the California Education Code, section 8752:

The governing board of a county, a union, or joint union high school district may establish a junior high school or a system of junior high schools only when a majority of the boards of trustees of the elementary school districts comprising the high school district approve the organization of the course in writing, and file a statement of approval with the high school board, or, . . .⁷

Since the first question had been apparently satisfactorily answered, the next question came to the forefront.

⁶Education Code (Sacramento, California: Department of Education, 1953), sections 8702-8703, p. 393.

⁷Ibid., p. 396.

2. Can such a junior high school program as recommended by Hart and Peterson⁸ or one including but three grades be adequately financed in and by the Grant Union High School District?

Financial abilities of the several school districts.

Figures were compiled to show the relative abilities of the high school district, as well as of each of the eight elementary districts, to support adequate, and/or the best possible, educational offerings for the children of their seventh and eighth grades, since the ninth grade, in any case, would remain a part of the secondary school district. Such material as was necessary is summarized in Table IV, in which the average assessed valuation behind each elementary school pupil in the Grant Union High School District in 1947-48 was but \$3,988.00, as compared to the \$14,324.00 behind each secondary school pupil of the district at the same time. Certainly, there seems to have been no doubt here as to which level pupil--elementary or secondary--had the more wealth behind him for purposes of his own education. In addition, the five elementary school districts with the most children were each either operating at the maximum

⁸Hart and Peterson, loc. cit.

TABLE IV

ANALYSIS OF CERTAIN FINANCIAL DATA FOR ELEMENTARY DISTRICTS^a IN THE GRANT UNION HIGH SCHOOL DISTRICT AND FOR GRANT UNION HIGH SCHOOL,^b 1947-1948 (THE LAST COMPLETE YEAR FOR WHICH SUCH FIGURES WERE AVAILABLE DURING THE HART AND PETERSON STUDY)

Districts	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
American Basin	27	\$ 37,650	\$ 1,015,550	0.39
Arden	324	8,162	2,644,488	0.90
Del Paso Heights	649	1,370	889,130	1.07
Jefferson	42	26,240	1,102,080	0.49
Lincoln	71	7,084	502,964	0.80
North Sacramento	2990	4,337	12,967,630	0.95
Rio Linda Union	740	3,219	2,382,060	0.90
Robla	719	1,069	768,611	1.26
Elementary Dist. Total	5562	\$ 3,988 (average)	\$22,182,513 ^c	
Grant Union	1555	\$ 14,324 (average)	\$22,273,820 ^c	1.00
Totals (grades 1 through 12)	7117	\$ 6,259 (average)	\$44,547,640	

^aW. Hart and L. H. Peterson, Schoolhousing Survey of the Grant Union High School District. Department of Education, University of California, Berkeley, June, 1949, p. 109.

^bIbid., pp. 82, 94, 96.

^cThis difference is too small to be of any particular significance, other than that it is due more or less to the use of "round numbers."

tax rate of ninety cents or else were operating on the maximum rate plus special taxes approved by elections within the district.

When this second question was answered, no other serious objection appeared to stand in the way of presenting to each of the elementary school district boards of trustees the possible junior high school solution of the needed schoolhouse building shortly to be absolutely necessary in the Grant Union High School District.

This paper does not plan on going any further with the investigations of each of the six school districts than the point just above reached in regard to the Grant Union High School District in June, 1949, as mentioned in Chapter I under the sub-heading, Limitations of the Study.⁹

Accuracy of the Hart and Peterson study figures. For comparative purposes, Table V is included to indicate how the materials dealt with in the previous tables, particularly Table III, page 26 (actual school enrollments in 1948) have grown. Table V also demonstrates what the recommendations of the Hart and Peterson Study and the steps taken by the school boards and administrations of all the school districts in the Grant Union High School District have become

⁹See page 7.

TABLE V

ENROLLMENT IN GRADES ONE-TWELVE IN GRANT UNION HIGH
SCHOOL DISTRICT AS OF OCTOBER 31, 1953^a

Grade	Number of Pupils	Year will reach Seventh Grade ^b
12	439	
11	583	
10	798	
Total (10-12)	1820	
9	739	
8	853	
7	921	
Total (7-9)	2513	
6	1073	1954-1955
5	1188	1955-1956
4	1183	1956-1957
3	1177	1957-1958
2	1508	1958-1959
1	1575	1959-1960
Total (1-6)	7644	
Grand Total (1-12)	11,977	

^a"Information Concerning a Proposed Junior College for the Greater North Area," (brochure compiled by the superintendents of the school districts comprising the Grant Union and San Juan Union High School Districts, from records in the Office of the County Superintendent of Public Schools, T. R. Smedberg, May 1, 1954), p. 5.

^bFigures of investigator.

in actual practice.

As a case in point, Hart and Peterson noted that, on October 31, 1948, there were 900 second-grade pupils and 1112 first-grade pupils in the elementary schools of the Grant District, shown herein by Table III, page 26. These 900 second graders numbered 921 when they reached the seventh grade in October of 1953, according to Table V, page 34. This latter table shows also that the 1112 first graders of 1948 will number 1073 in the fall of 1954, not including any increases whatsoever during the 1953-54 school year.

In just the five years between October, 1948, and October, 1953, the school enrollment by grade levels in the Grant District has increased as follows: senior high school, 620; junior high school, 800; elementary, 2725; and the total enrollment, grades one through twelve, 4145.

This same picture is pretty much the case in the entire metropolitan, suburban, and rural areas surrounding the City of Sacramento, which city is also California's State Capital. In fact, such is the picture throughout practically the entire state, especially since World War II.

Summary. The Grant Union High School District, comprised of eight separate and distinct eight-year elementary school districts in 1948-49, occupies quite a sizable

area at the northwesternmost tip of Sacramento County, although having but one senior high school of some 1725 average daily attendance at that time in grades nine, ten, eleven, and twelve.

In the six years, 1943-44 to 1948-49, the average total elementary school average daily attendance increased annually by some 14.37 per cent, or a total of 3005 pupils, grades one through eight, from 3486 to 6491. During the same period, grades nine through twelve showed an average per cent increase of 3.57 and a total of some 305 pupils, from 1422 to 1727.

The actual enrollment, within this six-year span increased on the elementary level an average of 446 pupils per year or a total of 2674, which was an average gain of 11 per cent per year. On the high school level, the average yearly pupil increase was 48, or a total of 288, an average of some 2.65 per cent gain per year.

The enrollment by grade levels as of October 31, 1948, showed 784 more pupils in the first grade of the Grant District than in the twelfth, 504 more in the seventh than in the first, 2006 more in grades one through six than in grades seven through twelve, and most important, 1064 more pupils in grades one through three than in grades seven through nine.

A comparison of the financial abilities of the several elementary school districts with that of the high school district adequately to finance and support the education of their respective children demonstrated that the average assessed valuation per average daily attendance on the elementary level was \$3,988.00 and on the secondary level, \$14,324.00. In addition, it was brought out that the five elementary school districts with the most children were each either operating at the maximum tax rate of ninety cents or else were operating at the maximum rate plus special taxes approved by elections within the district.

Hart and Peterson, with obvious schoolhousing needs apparent in the entire district and on all grade levels, in their Schoolhousing Survey of the Grant Union High School District, therefore, recommended that the high school and the elementary school districts enter into a four-year junior high school type of program, embracing grades seven through ten. Education Code, section 8752, was then cited to show how such was legally possible, since financially it seemed much more advantageous for the children in grades seven and eight to be included in the education offered by the secondary school district than by the several elementary school districts.

The Grant Governing Board, however, after much investigation of 6-4-4 programs and discussion with

administrators and board members involved in such programs, decided to institute the three-year junior high school type program instead, effective July 1, 1952, including grades seven, eight, and nine.

In just the five years between October, 1948, and October, 1953, the school enrollment by grade levels in the Grant District has increased as follows: senior high school, 620; junior high school, 800; elementary, 2725; with the total enrollment, grades one through twelve, 4145.

The three new junior high schools in the Grant District, now in their third year of operation, are each almost filled to overflowing with students, necessitating a constant building program adding to each as well as planning for entirely new junior high school plants.

The City of Stockton, as mentioned in Chapter I of this paper, is gradually changing from the 6-4-4 to the 6-3-3-2 program.

CHAPTER III

A BRIEF DESCRIPTION OF THE SAN JUAN UNION HIGH SCHOOL DISTRICT

Location. The San Juan Union High School District, as of the 1953-54 school year, is composed of some five separate elementary school districts. It includes two four-year high schools having a combined average daily attendance in the neighborhood of some twenty-five hundred. The high school enrollment, from the five elementary school districts, each maintaining grades one through eight, comes from another fairly sizable area, north and east of the City of Sacramento and extends to the northernmost tip of Sacramento County. Of the three high school districts--Grant, San Juan, and Folsom--which border on the Sacramento County line to the north, San Juan lies between the other two and is just slightly smaller than either of the other two in land area.

The elementary school districts, as shown in Table VI, of the San Juan Union High School District are: Arcade, Arden-Carmichael Union, Fair Oaks, Orangevale Union, and Sylvan. As noted heretofore in Chapter II, the Arden Elementary District withdrew from the Grant Union High School District as of the 1951-52 school year, unionizing with the Carmichael Elementary District, and hence becoming

TABLE VI

AVERAGE DAILY ATTENDANCE (A.D.A.) BY ELEMENTARY SCHOOL DISTRICTS IN THE
SAN JUAN UNION HIGH SCHOOL DISTRICT, 1948-1949 TO 1953-1954^a

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Arcade	1141	1404	1883	2475	3107	3665	2524	221.21
Arden- Carmichael Union ^b	1600	1958	2498	3418	4243	5126	3526	220.37
Fair Oaks	465	548	575	692	782	843	378	81.29
Orangevale Union	364	421	520	618	745	833	469	128.85
Sylvan	748	820	903	1050	1168	1276	528	70.59
Elementary Total	4318	5151	6379	8253	10045	11743	7425	171.95
San Juan Union High School District	972	1088	1235	1591	1985	2497	1525	156.89
Elementary school district A.D.A. average per cent gain per year								28.66
High School district A.D.A. average per cent gain per year								26.15

^aFrom records in the office of Sacramento County Superintendent of Public Schools, T. R. Smedberg.

^bArden and Carmichael did not unionize until 1951-1952; however, for convenience in handling these statistics, they are combined here.

a part of the San Juan Union High School District.

The entire high school district might be considered as a suburban residential area, though the two more northern and eastern districts--Fair Oaks and Orangevale Union--are somewhat rural "western living," areas, in which a great deal of home building is being increasing undertaken on rather large plots of ground. Carmichael consists of both the suburban residential and "western living" areas. Arden and Arcade Districts are primarily suburban residential. The Sylvan District, just south of and across the line from Roseville, Placer County, the latter a railroad center with extensive fruit car icing and refrigerating yards, is made up, too, of areas similar to the Fair Oaks and Orangevale Districts.

Average daily attendance. The pupil growth in the school districts, both on the elementary and secondary levels of the San Juan Union High School District, is best pictured for the years 1948-49 to 1953-54, by referring again to Table VI, page 40. The total average per cent gain per year, grades one through eight, was 26.66, and for grades nine, ten, eleven, and twelve, with the total average gain per year 26.15 per cent.

Six-year increase in average daily attendance. In actual numerical increase in average daily attendance from

1948 to 1954, the total on the elementary level jumped from 4318 to 11,743, an addition of 7425, in the five districts of the San Juan Union High School District. For grades nine through twelve, the figures of Table VI, page 40, show the increase to be from 972 to 2497, a total of 1525.

On both levels, and in each of the six school districts of and in the San Juan Union High School District, the increase in the average daily attendance was amazingly and constantly upward. Numerically the range in the increases was from 378 in Fair Oaks to 3526 in the Arden-Carmichael Union, and per cent increases ranged from 70.59 in Sylvan to 221.21 in Arcade.

In analyzing in detail the picture of the average daily attendance and the enrollments in the several districts of the San Juan Union High School District, Table VI, page 40, needs to be more or less bolstered by Tables VII and VIII, the former comparing the secondary and the elementary level growths by districts while the latter shows the October 31, 1953, actual enrollments, grade by grade, from the first through the twelfth.

Actual total enrollments. By means of Table VII we can see that the regular day school elementary enrollments for each of the six years, 1948 to 1954 in the San

TABLE VII

STATE ENROLLMENT (REGULAR DAY) IN THE SAN JUAN UNION
HIGH SCHOOL DISTRICT AND COMPONENT ELEMENTARY DISTRICTS,
1948-1949 TO 1953-1954^a

Years	Five Elementary Grades 1 through 8	Per cent Increase Over Prev. Yr.	San Juan U.H.S.D. Grades 9 through 12	Per cent Increase Over Prev. Yr.
1948- 1949	4077	13.6	1004	10.2
1949- 1950	4894	20.0	1132	12.7
1950- 1951	5662	15.7	1276	12.7
1951- 1952	7255	28.1	1688	32.3
1952- 1953	8882	22.4	2067	22.4
1953- 1954	10310	16.1	2523	22.1
Average Gain	1039	19.3	253	18.7

^aFrom records in the office of Sacramento County
Superintendent of Public Schools, T. R. Smedberg.

Juan Union High School District, increased an average of some 1039 pupils or an average yearly per cent of 19.3. At the same time, the secondary enrollment increased 253 pupils for the yearly average, some 18.7 per cent per year on the average.

Enrollment by grade levels. The enrollment in grades one through twelve in the San Juan Union High School District, as of October 31, 1953, was an actual total of some 11,680 pupils, as presented in Table VIII. By various grade groupings, the senior high total was 1711 pupils; the junior high total, 2439; and the elementary (grades one through six), 7530.

These figures of children actually enrolled in school show 1071 more in the first grade than in the twelfth, 652 more in the first than in the seventh grade, 3380 more in grades one through six than in grades seven through twelve, and probably what is most important, 1795 more pupils in the first three grades than in junior high school.

It does not seem necessary here to cite the Grant figures in the same categories for the year 1948, as noted in Table III, page 26, except to point out that the San Juan total in most cases is slightly more than one and one-half times those for Grant. The significance for additional

TABLE VIII

ENROLLMENTS IN GRADES ONE-TWELVE IN SAN JUAN UNION
HIGH SCHOOL DISTRICT AS OF OCTOBER 31, 1953^a

Grade	Number of Pupils	Year will reach Seventh Grade
12	423	
11	572	
10	716	
Total (10-12)	1711	
9	812	
8	785	
7	842	
Total (7-9)	2439	
6	982	1954-1955
5	1162	1955-1956
4	1152	1956-1957
3	1197	1957-1958
2	1543	1958-1959
1	1494	1959-1960
Total (1-6)	7530	
Grand Total (1-12)	11,680	

^a"Information Concerning a Proposed Junior College for the Greater North Area," (brochure compiled by the superintendents of the school districts comprising the Grant Union High School and San Juan Union High School Districts, from records in the Office of the County Superintendent of Schools T. R. Smedberg, May 1, 1954), p. 5.

schoolhousing requirements is obvious.

Financial abilities of the several school districts.

Concerning the assessed valuation per average daily attendance of the elementary school districts in the San Juan Union High School District, it can be seen from Table IX that the elementary range is from \$2273.00 in Orangevale to \$4205.00 in Arden-Carmichael--a spread of \$1932.00--which is substantially less than the enormous spread of \$36,581.00 that existed in the Grant District five years earlier on the same level. The average elementary district assessed valuation per average daily attendance in the two districts, however, is quite close: San Juan \$3767.00; Grant \$3988.00--a difference of but \$221.00, slightly in favor of the latter district. On the secondary level, the advantage lies with San Juan District; \$17,718.00 average assessed valuation per average daily attendance to Grant's \$14,324.00, a difference of \$3394.00.

A look at the tax rates under which each of the San Juan elementary districts were operating during the 1953-54 school years shows quite definitely that all were operating with maximum plus special tax rates. It is pointed out that the Arden-Carmichael Elementary School District, with the tax rate of \$1.50 which includes a sixty cent special tax, and the highest assessed valuation per average daily

TABLE IX

ANALYSIS OF CERTAIN FINANCIAL DATA FOR ELEMENTARY DISTRICTS IN THE SAN JUAN UNION HIGH SCHOOL DISTRICT, AND ALSO FOR SAN JUAN UNION HIGH SCHOOL, 1953-1954^a

Districts	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Arcade	3665	\$ 4090	\$14,991,430	1.24
Arden- Carmichael	5126	4205	21,556,850	1.50
Fair Oaks	843	3203	2,700,430	1.13
Orangevale				
Union	833	2273	1,893,760	1.31
Sylvan	1276	2430	3,100,610	1.03
Elementary Dist. Totals	11,743	\$ 3767 (average)	\$44,243,080	
San Juan Union	2497	\$17718 (average)	\$44,243,080	1.15

^aFrom records in Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

attendance of the elementary districts in the San Juan Union High School District, is certainly endeavoring to some extent to put forth great local effort to give the children of its district the best possible educational opportunities.

What have these districts done in the recent past to take care of their surprising jumps in school enrollments? There has been constant and wide schoolhouse building. It might be pointed out also that both the several elementary and the high school districts in San Juan have put forth great efforts adequately to house their school-age children and to give them as much full-time education as possible.

In support of this contention it is noted that each of the elementary districts has kindergarten classes, according to the county superintendent of schools.¹ These same records show further that only seventy-six of the Fair Oaks pupils were on double sessions during the 1953-54 school year, compared with their average daily attendance of 843, while the previous year 310 students were on double session.

Sylvan apparently had no students on double session

¹From records in the Office of the County Superintendent of Schools of Sacramento County T. R. Smedberg.

either year, despite its growth of some 226 students between the two-year span 1952-53 and 1953-54.

Orangevale had none on double session in 1952-53 but 201 attended on a double session basis in 1953-54.

In the fall of 1952, Arden-Carmichael had 2038 pupils on double session. A year later they had none. However, in the one year, the Arden-Carmichael District opened six new schools. In addition, it rented or leased every possible and available vacant space to use as classrooms, for example, garages, churches, meeting halls, and homes.

The Arcade District, however, had 1528 pupils on double session in 1953, an increase of 557 over the previous year.

On the high school level, the San Juan District opened a new school with the ninth grade only in the fall of 1950. Another grade was added each year until, with the 1953-54 school year, the school housed all four grades-- nine through twelve. Full-time classes were available for all students.

What are these districts planning for the future?
Needless to say, there seems to be no immediate end in sight either on the elementary or on the high school level, of the necessity for further schoolhouse building, for at

least the next ten to fifteen years.

Each of the elementary districts is constantly engaged in constructing additional school buildings.

On the high school level a third high school, again eventually to comprise grades nine through twelve, will be opened with the ninth grade only in September of 1955. Plans call for adding a grade a year until the school is completed in 1958-59, in the same manner as the second high school in the San Juan District.

Summary. The San Juan Union High School District is made up of some five separate eight-grade elementary school districts and two four-year high schools in the one high school district. It lies almost in the middle of the northern part of Sacramento County, comprising a fairly large area, and has an average daily attendance of twenty-five hundred. The compact area is quite similar to that forming the Grant Union High School District and is just slightly smaller than the latter.

During the 1948 to 1954 period the average total elementary school average daily attendance increased each year by 28.66 per cent, the secondary school average daily attendance by 26.15 per cent. The comparisons with the Grant figures of five years earlier show that on the elementary and secondary levels, respectively, the totals

were twice the per cent and seven and one-third times the per cent larger in the San Juan District. Numerically, the same comparisons, with the San Juan District figures given first, are: elementary level, six-year total gain, 7425 to 3005; secondary level, 1525 to 305.

The average pupil increase on the elementary level in the San Juan District was 1039, or a total of 6233; for Grant, 446 and 2674, respectively. The increases were steadily upward year by year on both levels in the San Juan District, with the figures reflecting a much heavier growth in San Juan, both as to per cent and as to actual numbers. For grades nine, ten, eleven, and twelve, these increases were: San Juan, 253 and 1519; Grant, 48 and 288.

By grade levels, which more or less solidifies the picture, the totals in San Juan showed 1711 pupils in senior high school; 2439, in junior high; 7530, in grades one through six; and a grand total of 11,680. There were 1071 more children in the first grade than in the twelfth, 652 more in the first than in the seventh grade, 3380 more in grades one through six than in grades seven through twelve, and 1795 more in the first three grades than in junior high school.

In nearly every case these totals are one and one-half times the comparable Grant figures of some five years

earlier.

The comparison of the average assessed valuation per average daily attendance on the elementary level is but a difference of \$221.00 between the San Juan and Grant districts--\$3767.00 to \$3988.00. On the high school level the difference is \$3394.00, \$17,718.00 for San Juan and \$14,324.00 for Grant. All the districts were operating at the maximum plus special tax rates, with the Arden-Carmichael District's sixty cent special operating tax being the largest such tax, thus enabling this district to have the highest elementary assessed valuation per average daily attendance--\$4206.00--in contrast to Orangevale's low of \$2273.00. These figures are still below the state average of approximately \$9,000.00 to \$10,000.00.

The five elementary and the one high school districts comprising the San Juan Union High School District have been and are still doing a marvelous job, despite the foregoing overwhelming figures, taking care of the pupil growth in their respective districts, cutting down the number of pupils on "double session," constructing adequate school buildings, and even renting or leasing every available vacant space to use as classrooms. No secondary pupil is, or has had to be, on "double session." A great deal needs to be done in these respects, however, with an almost constant rate of school construction necessary.

CHAPTER IV

A BRIEF DESCRIPTION OF THE FOLSOM UNIFIED SCHOOL DISTRICT

Location. The Folsom Unified School District occupies the very northeastern tip of Sacramento County, touching Placer County at the north and El Dorado County to the east, and being nearly as large as the land area of the Grant Union High School District. It is almost directly east, but slightly north, of the City of Sacramento some twenty to twenty-five miles away. The area, though quite long running east and west is fairly compact, but is not nearly so populous as either the Grant or San Juan School Districts. In addition to the area located in Sacramento County, the Folsom District also includes the adjacent Salmon Falls Elementary School District of El Dorado County.

The average daily attendance of the district is approximately 1740, including that of the adult, military (Mather Air Force Base), and Folsom State Prison groups, according to the 1953-54 figures.

The district consists of one high school, encompassing grades nine, ten, eleven, and twelve; two elementary schools covering the K-8 level, in addition to the elementary education offered at the air base for the children of military personnel.

Average daily attendance. Before analyzing this phase of the situation in the Folsom Unified School District it is necessary first to determine whether or not these particular figures relatively and accurately present this aspect of the picture of the Folsom grades, one through twelve. Since there is quite a disparity between the average daily attendance figures of Table X (and also as shown later of Table XIV, page 61), because of the average daily attendance including everything of this nature (adult, military, and prison) in the unified district, when compared with the respective actual enrollment figures of the several years 1948-54, Table XII, page 58, Table XI, page 56 (and later Table XV, page 63) is included, showing the same relative picture by actual student enrollment as the figures analyzing the average daily attendance for the same length of time shown.

Six-year increase in average daily attendance. The same relative picture is given in this manner by the two sets of figures, when comparing the two tables--X and XI.

Per cent of Gain

	<u>Total of A.D.A. (Table X)</u>	<u>Total of actual enrollment (Table XI)</u>
Elementary	96.42	97.55
Secondary	32.66	37.27

TABLE X

AVERAGE DAILY ATTENDANCE (A.D.A.) IN THE FOLSOM UNIFIED SCHOOL DISTRICT,
1948-1949 TO 1953-1954^a

	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Elementary (grades 1-8)	<u> </u> ^b	586	615	847	1026	1151	565	96.42
Secondary (grades 9-12)	444	620	699	681	544	589	145	32.66
Elementary school district A.D.A. average per cent gain per year								19.28
High school district A.D.A. average per cent gain per year								5.44

^aFrom records in the Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bRecords not available.

TABLE XI

ACTUAL STUDENT ENROLLMENT IN THE FOLSOM UNIFIED SCHOOL DISTRICT,
1948-1949 TO 1953-1954^a

	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Elementary (grades 1-8)	<u> </u> ^b	530	597	732	943	1047	517	97.55
Secondary (grades 9-12)	161	188	171	177	200	221	60	37.27
Elementary school district actual student enrollment average per cent gain per year								19.51
High school district actual student enrollment average per cent gain per year								6.21

^aFrom records in the Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bRecords not available.

Per cent of Gain

	<u>Average A.D.A. per year (Table X)</u>	<u>Average actual enroll- ment per year (Table XI)</u>
Elementary	19.28	19.51
Secondary	5.44	6.21

We note that there is very little to choose between these figures.

However, since we are primarily interested in the actual "numbers" of pupils to be educated in the best possible way it is known, and financially possible--we can safely use Table XI, page 56, and Table XV, page 63, in accurately studying the same levels of education in the Folsom Unified School District as are studied for the other several districts of this paper.

Six-year increase in enrollment. Table XI, page 56, shows that the actual elementary enrollment increased 19.51 per cent per year in each of the five years for which figures are shown of the Folsom Unified School District, 1949-54. On the secondary level, the increase averaged 6.21 per cent. Numerically, the increases were respectively: elementary, 517 pupils, from 530 to 1047; secondary, 60 pupils, from 161 to 221.

Table XII shows, though in a slightly different manner, practically the identical information as carried by Table XI, page 56. Because the figures are broken down

TABLE XII

STATE ENROLLMENT (REGULAR DAY) IN THE FOLSOM UNIFIED SCHOOL DISTRICT,
1948-1949 TO 1953-1954^a

Years	Elementary (grades 1 through 8)	Per cent Inc. (over prev. year)	Secondary (grades 9 through 12)	Per cent Inc. (over prev. year)	Less
1948-1949	<u> </u> ^b	<u> </u> ^b	161	10.94	
1949-1950	530		188	16.77	
1950-1951	597	10.75	171		9.04
1951-1952	732	22.61	177	3.51	
1952-1953	943	28.52	200	13.00	
1953-1954	1047	11.03	221	10.50	
Average gain	103	18.30	10	10.94 7.61 (for each of the six years)	9.04

^aFrom records in the Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bRecords not available.

and computed year by year, however, in Table XII, page 58, they do not show the exact same results as does the former table, Table XI, page 56. The difference in each case is so small in any event that it is not particularly significant.

Enrollment by grade levels. As in the other school districts studied in this investigation, the actual enrollments by grade levels for the Folsom District as of October 31, 1953, shown in Table XIII, is probably the most important and indicative set of figures. Folsom pupils actually in school during the 1953-54 school year were 168 more in the first grade than in the twelfth grade, 129 more in the first grade than in the seventh grade, 530 more in grades one through six than in grades seven through twelve, and, finally, 334 more pupils in grades one through three than in grades seven through nine. In all but two cases also there is a definite but not too large growth from grade to grade.

Financial ability. As mentioned previously, because of the wide difference between the average daily attendance figures for all the education offered in and by the Folsom Unified School District and the actual pupil enrollments of grades one through twelve in the district, Table X, page 55, and Table XIV, page 61, were broken into two

TABLE XIII

ENROLLMENTS IN GRADES ONE-TWELVE IN FOLSOM UNIFIED
SCHOOL DISTRICT AS OF OCTOBER 31, 1953^a

Grade	Number of Pupils	Year Will Reach Seventh Grade
12	45	
11	45	
10	64	
Total (10-12)	154	
9	67	
8	64	
7	84	
Total (7-9)	215	
6	95	1954-1955
5	115	1955-1956
4	140	1956-1957
3	133	1957-1958
2	198	1958-1959
1	213	1959-1960
Total (1-6)	899	
Grand Total (1-12)	1268	

^a"Information Concerning a Proposed Junior College for the Greater North Area," (brochure compiled by the superintendents of the school districts comprising the Grant Union and San Juan Union High School Districts, from records in the Office of the County Superintendent of Schools T. R. Smedberg, May 1, 1954), p. 5.

TABLE XIV

ANALYSIS OF CERTAIN FINANCIAL DATA, BASED ON AVERAGE
DAILY ATTENDANCE IN THE FOLSOM UNIFIED SCHOOL DISTRICT,
1953-1954^a

	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Elementary (grades 1-8)	1161	\$ 6,270	\$ 7,217,050	
Secondary (grades 9-12)	589	12,253	7,217,050	1.69
Unified District Totals	1740	\$ 8,180 (average)	\$14,434,100 ^b	1.69

^aFrom records in the Office of Sacramento County
Superintendent of Public Schools T R. Smedberg.

^bFor purposes of obtaining the average assessed val-
uation per A.D.A., in the entire unified district, this
figure is deemed accurate, since legally a unified or city
district is considered as the combination of a separate
elementary and a separate secondary district, according to
section 7145 of the Education Code.

parts each, showing the same figures analyzed by both the average daily attendance and by the enrollments.

In looking at Table XIV, page 61, and Table XV it can be noted that the Folsom District is operating on a tax rate of 1.69, .04 per cent more than the maximum total for a unified school district, according to the Education Code,¹ which seems to indicate that the district is putting forth a great deal of local effort in financially supporting the education for its children.

In checking and comparing the assessed valuation behind each pupil of the Folsom District, the enrollment figures rather than the average daily attendance figures will again be used, as was done earlier in this chapter, and under the same logical assumptions. Between the average daily attendance and the actual enrollment totals, respectively, there is no appreciable difference on the elementary level for the assessed valuation behind each pupil--\$6270.00 and \$6893.00, referring again to Table XIV, page 61, and Table XV. There is a difference on the secondary level of some \$20,403.00, however, \$12,253.00 to \$32,656.00, respectively. The average figures for grades one through twelve, using the enrollment total,

¹Education Code (Sacramento, California: Department of Education, 1953), section 6357.

TABLE XV

ANALYSIS OF CERTAIN FINANCIAL DATA, BASED ON ACTUAL STUDENT ENROLLMENT, IN THE FOLSOM UNIFIED SCHOOL DISTRICT, - 1953-1954^a

	Enroll- ment	Assessed Valuation Per Pupil Enrolled	Property Valuation	Tax Rate
Elementary (grades 1- 8)	1047	\$ 6,893	\$ 7,217,050	1.69
Secondary (grades 9-12)	221	32,656	7,217,050	
Unified District Totals	1268	\$11,383 (average)	\$14,434,100 ^b	1.69

^aFrom records in the Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bFor purposes of obtaining the average assessed valuation per A.D.A., in the entire unified district, this figure is deemed accurate, since legally a unified or city district is considered as the combination of a separate elementary and a separate secondary district, according to section 7145 of the Education Code.

show \$11,383.00 as the amount of assessed valuation behind each pupil, as contrasted with the average daily attendance assessed valuation per pupil of \$8180.00.

The average assessed valuation per average daily attendance of the students in the Grant Union High School District, in October 1948, was \$14,324.00, \$2,941.00 more than the comparable figure for the Folsom Unified School District five full years later of \$11,383.00. This indicates the fact that the latter district must also carefully plan for the best and most economical and efficient, and psychologically sound education program for its children that it possibly can for the money available and expended.

Summary. The Folsom Unified School District occupies the northeasternmost corner of Sacramento County, covering a sizable, fairly compact area to the north and east of the City of Sacramento from about twenty to twenty-five miles.

The average daily attendance of the district covering all the education--adult, military, and prison--offered in and by the district was 1740 in October, 1953, primarily from one high school and two eight-year elementary schools. This average daily attendance total reflects a 565 increase in pupils in the eight elementary grades from 1949-50, which is a total per cent gain of 96.42, or an average per

cent per year gain of 19.26. On the secondary level, these average daily attendance figures show a total of 145 from 1948-49, which is a total per cent gain of 32.66, or an average per cent per year gain of 5.44.

The actual enrollment, within this same span, increased a total gain of 517 pupils, a total per cent gain of 97.55, and an average per cent per year gain of 19.51, from 1949-50. On the secondary level, these enrollment figures show a total gain of 60 from 1948-49, which is a total per cent gain of 37.27, or an average per cent per year gain of 6.21.

There is little to choose between the trend demonstrated and the per cents as shown by either the average daily attendance or the actual enrollments. Since housing and education must be provided for the actual "number" of pupils, however, these are the figures used primarily in this chapter, because of the fact that they show much the same relative picture as do the average daily attendance figures in this particular Folsom Unified School District.

The financial ability figures of the elementary level of the Folsom District show that its average October 1953, assessed valuation per pupil enrolled is \$11,383.00, compared with the Grant Union High School District's assessed valuation per average daily attendance

of \$14,324.00, five years earlier, a difference of \$2,941.00, in favor of the latter district.

The Grant and the Folsom Districts were each operating on more than the maximum tax rates.

Additional schoolhousing is and will continue to be needed by the Folsom District for quite some time. It may be too early yet for them to engage in plans for entering a junior high program in its entirety, i. e., with a separate school plant, because of relatively small totals of pupil enrollments in the various grades as compared with those of Grant.

On the other hand, the present total of those actually enrolled in kindergarten through the second grade of the Folsom District is 612 pupils, sufficient to encourage the district governing board and school administrators to investigate and consider thoroughly the ventual possibility of engaging in the three-year junior high school program embracing grades seven, eight, and nine.

CHAPTER V

A BRIEF DESCRIPTION OF THE ELK GROVE UNION HIGH SCHOOL DISTRICT

Location. Of the school districts included in this study, Elk Grove Union High School District occupies the largest land area. It runs twenty miles north and south, twenty-eight miles east and west, and approximately thirty-four miles diagonally from the southwest corner to the northeast corner. Its location in relation to the other three Sacramento County High School Districts herein included is almost directly south of the City of Sacramento, beginning just about five miles away, but running eastward all the way to the Amador and El Dorado County lines, where it touches the Folsom Unified School District directly to the north for almost fifteen miles.

The Elk Grove High School District is composed of ten separate and distinct eight-year elementary school districts and one secondary district having but the one four-year high school quite centrally located. The entire area is primarily rural and agricultural, with some of the richest farming and grazing lands in the entire county.

The ten elementary school districts mentioned above are, according to Table XVI: Arno, Cosumnes River Union, Dillard, Elder Creek, Elk Grove Union, Florin, Franklin

TABLE XVI

AVERAGE DAILY ATTENDANCE (A.D.A.) BY ELEMENTARY SCHOOL DISTRICTS IN THE
ELK GROVE UNION HIGH SCHOOL DISTRICT,
1948-1949 TO 1953-1954^a

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Arno	18	20	22	16	18	21	3	16.67
Cosumnes River Union	71	76	73	64	63	71	0	
Dillard	49	52	67	73	71	71	22	44.69
Elder Creek	448	522	603	603	634	622	174	38.84
Elk Grove Union	486	542	544	573	616	654	168	34.57
Florin	215	239	279	326	368	419	204	94.88
Franklin Union	115	140	154	157	150	160	45	39.13
Lee	47	45	39	42	43	51	4	8.51
Pleasant Grove- Reese Union	140 ^b	142	155	159	173	199	59	42.14
Sierra-Enter- prise Union	196 ^b	186	223	231	220	240	44	22.45
Total								
Elementary	1785	1964	2159	2244	2356	2508	723	40.50
Elk Grove Union High School	579	603	617	647	684	742	163	28.15
Elementary school district A.D.A. average per cent gain per year								6.75
High school district A.D.A. average per cent gain per year								4.69

^aFrom records in the Office of Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bDid not unionize until a year or so later, but figures were combined here for ease in handling.

Union, Lee, Pleasant Grove-Reese Union, and Sierra-Enterprise Union, the largest of which is Cosumnes River Union, forming the eastern boundary, closely followed by the Franklin and Elk Grove Districts, in that order. The average daily attendance of the secondary school district approximates 725.

Average daily attendance. The sizes of the several individual elementary districts of the Elk Grove High School District show no uniformity of any kind--land area, average daily attendance, rates of pupil growth, or numbers of pupil growth. All this and the subsequent information may be ascertained from Table XVI, page 68. On both the secondary and the elementary levels, however, the increase in the average daily attendance was regularly and steadily on the upgrade for the period studied, much as it was in the Grant Union High School District some five to six years earlier.

Six-year increase in average daily attendance. The average per cent gain per year in average daily attendance on the eight-year elementary level in the Elk Grove Union High School District for the six-year period 1948-49 to 1953-54 was 6.75; for the high school district it was 4.69. Numerically, the increases ranged from 1785 to 2508, a total of 723, grades one through eight; and a total increase

of 163, grades nine through twelve, from 579 in 1948 to 742 in 1954.

A further comparison between the two districts demonstrates that the total elementary increase of pupils, 3005 in the Grant District to 723 in the Elk Grove District, and a per cent per year growth of Grant's 14.37 to Elk Grove's 6.75 was much less in the Elk Grove District. On the secondary level, the comparative figures are:

(1) total increase--Grant, 305; Elk Grove, 163; (2) per cent per year growth--Grant, 3.57; Elk Grove, 4.69, showing that the rate of increase in the latter district has been on the average slightly higher than that for Grant, although numerically the yearly secondary average daily attendance growth for Elk Grove has been just over twenty-five, not a very large figure when taken by itself.

Actual total enrollments. Table XVII presents the information that the elementary school actual enrollment total increased an average of ninety-six pupils, or 5.78 per cent per year, during the six-year period 1948-54, while the secondary school enrollment increased an average of twenty-eight pupils, or 4.88 per cent per year, during this same period. Probably worthy of note is the fact that the high school enrollment dropped from 600 to 598 (about one-third of 1 per cent) from 1948 to 1949, but this same

TABLE XVII

STATE ENROLLMENT (REGULAR DAY) IN THE ELK GROVE UNION HIGH SCHOOL
DISTRICT AND COMPONENT ELEMENTARY DISTRICTS,
1948-1949 TO 1953-1954^a

Years	Ten Elementary (grades 1 through 8)	Per Cent Increase (over prev- ious year)	Elk Grove Union High School Dist. (grades 9 through 12)	Per cent (over prev. yr.) Increase	Less
1948-1949	1789	5.78	600	3.29	
1949-1950	1930	7.88	598		.33
1950-1951	2123	10.00	616	3.01	
1951-1952	2215	4.33	674	9.42	
1952-1953	2248	1.49	745	10.54	
1953-1954	2365	5.20	770	3.36	
Average Gain	96	5.78	28	5.92 4.98 (for each of the six years)	.33

^aFrom records in the Office of the Sacramento County Superintendent of
Public Schools T. R. Smedberg.

secondary school enrollment has increased regularly though not nearly at the same rate each other year.

On the elementary level, also worthy of note, is the fact that the yearly rate of pupil growth from 1952 to 1953 was but 1.49 per cent, while at the same time the secondary growth was at the highest rate--10.54 per cent. When these figures are analyzed along with the 1953-54 enrollments by grade level, a much more understandable situation becomes apparent.

Enrollment by grade levels. Table XVIII notes that in all cases but one, the third grade, as of October 31, 1953, there is a noticeable increase in the number of pupils actually and actively enrolled from the next higher grade, although the seventh and eighth grades are identical, with 265 pupils enrolled in each. Also, with a fourth-grade total of 336 pupils, the drop down to 251 in the third, and the rise to only 318 in the second, it is not until the first grade's total of 365, that the fourth-grade total is exceeded.

There are 230 more pupils in the first than in the twelfth grade, 100 more in the first grade than in the seventh; 535 more in the first six grades than in the upper six grades, and but 151 more in grades one through three than in grades seven, eight, and nine (934 pupils to 783).

TABLE XVIII

ENROLLMENTS IN GRADES ONE-TWELVE IN ELK GROVE
UNION HIGH SCHOOL DISTRICT AS OF
OCTOBER 31, 1953^a

Grade	Number of Pupils	Year Will Reach Seventh Grade
12	135	
11	164	
10	218	
Total (10-12)	517	
9	253	
8	265	
7	265	
Total (7-9)	783	
6	268	1954-1955
5	297	1955-1956
4	336	1956-1957
3	251	1957-1958
2	318	1958-1959
1	365	1959-1960
Total (1-6)	1835	
Grand Total (1-12)	3135	

^aFrom records in the Office of the Sacramento County Superintendent of Public Schools T. R. Smedberg.

Such might seem to indicate the establishment of a separate junior high school except for the enormous transportation involved in this large district.

Financial abilities of the several school districts.

Table XIX summarizes the assessed valuation per average daily attendance and the tax rates in the Elk Grove Union High School District by both the elementary and the secondary levels, as of the 1953-54 school year. On the elementary level, grades one through eight, three districts are at the maximum of eighty cents, since they do not include kindergartens. One is nineteen cents below this maximum, though with a total average daily attendance of but twenty-one. The other six districts are operating over the maximum, from ninety-five cents to \$1.25. As is usual, those districts with the largest enrollments are also at the largest tax rates, giving evidence that local districts in these cases are putting forth good sound financial efforts to support the education of their children, though not necessarily what is most desirable.

The high school district operating tax of \$1.14 is also well above the seventy-five cent maximum, indicating that these children are also fairly well provided for, in relation to the monetary ability of the district.

The average assessed valuation per average daily

TABLE XIX

ANALYSIS OF CERTAIN FINANCIAL DATA FOR ELEMENTARY DISTRICTS IN THE
ELK GROVE UNION HIGH SCHOOL DISTRICT, AND ALSO FOR
ELK GROVE UNION HIGH SCHOOL, 1953-1954^a

Districts	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Arno	21	\$ 25,976	\$ 545,590	.61
Cosumnes River Union	71	26,093	1,852,570	.80
Dillard	71	6,492	460,930	.80
Elder Creek	622	4,021	2,500,890	1.09
Elk Grove Union	654	5,970	3,904,360	.96
Florin	419	3,069	1,285,990	1.21
Franklin Union	160	19,503	3,122,440	.80
Lee	51	5,838	297,720	1.25
Pleasant Grove- Reese Union	199	6,375	1,268,550	1.25
Sierra-Enterprise Union	240	3,899	935,900	.95
Total elementary	2508	\$ 645 (average)	\$16,177,940 ^b	
Elk Grove Union High School	742	\$ 18,521 (average)	\$13,742,900 ^b	1.14

^aFrom records in the Office of the Sacramento County Superintendent of Public Schools T. R. Smedberg.

^bThis difference is due to the fact that the Wilson Elementary School District of the Cosumnes Union Elementary School District and the Mokelumne and Prairie Elementary School Districts of the Franklin Union Elementary School District are not included in the Elk Grove Union High School District.

attendance of \$6451.00 on the elementary level is considerably bolstered primarily by only three schools districts --Arno, Cosumnes River Union, and Franklin Union--with the combined average daily attendance of only 252 of the entire elementary total of 2508 average daily attendance. Six elementary districts are below the average with one, Dillard, just about at the average.

The average assessed valuation per average daily attendance covering the grades nine through twelve is \$18,521.00, almost three times what the average is for the first eight grades included in the ten districts of the Elk Grove Union High School District. This situation, somewhat typical of rural and agricultural areas, leads to the belief that insofar as the wealth behind each child is concerned, it is much more advantageous for the seventh and eighth-grade children to be included as part of the education offered in and by the Elk Grove High School District.

This specific conclusion is somewhat borne out when the Elk Grove and Grant Districts' financial figures are compared. The relation, in the Grant District alone, between the average assessed valuation per average daily attendance on the elementary and secondary levels was \$3988.00 to \$14,324.00, respectively. In any case, the average financial figures seem to give the pupils of the

Elk Grove District quite an advantage over those of the Grant District, insofar as the respective local financial pictures are concerned.

Summary. The four-year Elk Grove Union High School District comprising ten separate and distinct eight-grade elementary school districts spread over a huge area of Sacramento County south and east of the State Capital City of Sacramento, has an average daily attendance of approximately 725 in its one fairly centrally located high school.

It is primarily a rural and agricultural area, including some of the richest farming and grazing lands in the entire county.

In the six years from 1948 to 1954, the total elementary gain of pupils in the ten districts of the Elk Grove High School District was 725 average daily attendance, from 1785 to 2508, an average per cent gain per year of 6.75.

The comparable figures for the Grant District some six years earlier were 305 average daily attendance, from 1422 to 1727, an average per cent gain per year of 3.57, on the secondary level.

The actual and active total elementary enrollments in Elk Grove, 1948 to 1954, increased an average of ninety-six pupils per year, or 5.72 per cent per year; those of

Grant, an average of 446 pupils per year, or 11 per cent per year, 1943 to 1948. On the secondary level, these comparable figures were, respectively, Elk Grove, twenty-eight pupils per year, or an increase of 4.88 per cent per year; and Grant, forty-eight pupils per year, or an increase of 2.65 per cent per year.

By grade levels, the comparative analysis of the Elk Grove and Grant Districts gives this picture: whereas the total number of pupils in grades one through twelve for the former district is 3135, the similar figure for the Grant District was 7832, more than twice that for Elk Grove. Elk Grove had 230 more pupils in the first grade than in the twelfth, while Grant had 784. There were one hundred more in the first than in the seventh grade for Elk Grove, while Grant had 504.

When the financial abilities of the different component parts of the Elk Grove and Grant Districts are compared, the relations are: (1) by average assessed valuation per each elementary unit of average daily attendance throughout the entire district, Elk Grove--\$6451.00, Grant--\$3988.00; (2) by average assessed valuation per each secondary unit of average daily attendance throughout the entire district, Elk Grove--\$18,521.00, Grant--\$14,324.00.

In both districts where there were the most pupils it was also where the districts were operating on maximum

plus special taxes.

The over-all situation in the eleven districts comprising both the secondary and the elementary districts of the Elk Grove Union High School indicates that the pupil growth for the most part is quite regular and gradual, though relatively small on the yearly average from grade to grade, leading possibly toward long-range rather than immediate and pressing school building.

CHAPTER VI

A BRIEF DESCRIPTION OF THE DAVIS JOINT UNION HIGH SCHOOL DISTRICT

Location. The Davis Joint Union High School District, eighteen miles due west of Sacramento, as of the 1953-54 school year, is composed of two separate elementary school districts--Davis Joint Union and Fairfield. The high school district lies at the very southwestern tip of Yolo County, and includes a very small geographical area situated in Solano County. The latter, however, is so inconsequential (both in regard to size and number of pupils concerned) that all records of the three districts here concerned are kept in the office of the Yolo County Superintendent of Schools.

Fairfield Elementary District is bordered by Buckeye and Winters Elementary Districts on the west (parts of the Winters High School District); by Plainfield Union Elementary District (a part of the Woodland High School District) to the north; Davis Joint Elementary District to the east; and by Putah Creek, a natural boundary, to the south.

The Davis Joint Elementary District is bounded by Plainfield Union, Willow Spring, and Elkhorn Elementary Districts to the north (all part of the Woodland High School District); by Washington Elementary School District (also a

part of the Woodland High School District), West Sacramento, Clarksburg Union, and Bates Joint Union Elementary Districts (these last three parts of the Clarksburg Joint Union High School District) to the east; and by Solano County, to the south and west, with Putah Creek forming part of the southern boundary to the west.

The City of Davis and the University of California Branch at Davis are both located in the Davis Joint Elementary School District (and, as a result, in the Davis Joint Union High School District). Other than these two situations, however, the high school district is almost entirely agricultural, although it is worthy of note here, too, that Davis lies astride the main Southern Pacific Railroad routes both to the Pacific Northwest and to the Midwest of the United States, along with those to the San Francisco and Southern California parts of the State of California.

In the high school district are two elementary schools and one high school. The average daily attendance of the secondary school is approximately two hundred and fifty; that of the elementary schools combined is nearly 1050.

Of the seven secondary school districts being considered in this study, Davis is easily the smallest, in both land area and pupil enrollment.

Average daily attendance. By referring to Table XX the pupil growth in the school districts of and in the Davis Joint Union High School District between the years 1948 to 1954 can best be visualized. The total average per cent gain per year, grades one through eight, was 17.96, and for grades nine, ten, eleven, and twelve, this total average per cent gain per year was 11.11. Numerically, however, the total gain during this entire period on the elementary level was 542 pupils and on the secondary level only ninety-six pupils. When compared with the Grant District over a similar period five years earlier, the percentage figures show that Davis had a pupil growth of one and one-quarter times that of Grant--17.96 to 14.37-- on the elementary level, and on the secondary level more than three times that of Grant--11.11 to 3.57.

It is interesting to note that during the 1953-54 school year the 145 seventh and eighth-graders in the two elementary school districts of the Davis Joint Union High School District were educated in a separate building and on a tuition basis by the high school district, as shown in Table XX, which already seems to indicate some sort of step in the direction of the eventual establishment of the junior high program.

TABLE XX

AVERAGE DAILY ATTENDANCE (A.D.A.) IN THE DAVIS JOINT UNION HIGH DISTRICT
AND COMPONENT ELEMENTARY SCHOOL DISTRICTS,
1948-1949 TO 1953-1954^c

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Davis Joint Elementary	496	499	554	695	788	1024 ^a	528	106.45
Fairfield	7	26	17	17	21	21 ^b	14	200.00
<hr/>								
Total Elementary	503	525	571	712	809	1045	542	107.75
Davis Joint Union High	144	208	218	213	227	240	96	66.67
Elementary average per cent gain per year in average daily attendance								17.96
Secondary average per cent gain per year in average daily attendance								11.11

^aIncludes 140 seventh and eighth-grade pupil average daily attendance units being educated by the high school district in a separate building and on a tuition basis.

^bIncludes five seventh-grade pupil average daily attendance units being educated by the high school district in a separate building and on a tuition basis.

^cFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

Six-year increase in average daily attendance. From 1948 to 1953, as shown by Table XX, page 83, the total growth of pupils in the Davis Elementary District was 528, and in the Fairfield District, fourteen, a combined total of 542; while, as mentioned previously, the Davis High School District total for the same period was ninety-six. The total increase, grades one through eight, was from 503 to 1045, more than 100 per cent. For the four high school grades the jump was from 144 to 240, or 66.67 per cent.

On both levels, however, the increases were steadily on the upswing from year to year, except from 1950-51 to 1951-52, in the high school, when there was a drop of five students, from 218 to 213. During the next succeeding year, however, both figures were surpassed when the average daily attendance total reached 227.

Actual total enrollments. Table XXI indicates that the regular day school elementary enrollments for each of the six years, 1948 to 1954, in the Davis High School District increased an average of more than fifty-five pupils or an average yearly per cent of 11.29. At the same time, the secondary enrollment increased more than nine pupils for the yearly average, or 7.19 per cent per year on the average.

The Davis elementary increase was greatest between 1951-52 and 1952-53--120 pupils, 20.10 per cent; the Davis

TABLE XXI

ACTUAL ENROLLMENT IN THE DAVIS JOINT UNION HIGH
SCHOOL DISTRICT AND COMPONENT ELEMENTARY DISTRICTS,
1948-1949 TO 1953-1954^a

Years	Two Elementary Districts	Per cent Increase	Davis Joint Union High School Dist.	Per cent Increase
1948-1949	441	7.04	159	11.19
1949-1950	443	.45	166	4.40
1950-1951	510	15.12	166	
1951-1952	597	17.06	185	11.45
1952-1953	717	20.10	200	8.11
1953-1954	774 ^b	7.95	216	8.00
Average gain	55 +	11.29	9 +	7.19

^aFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

^bIncludes 146 seventh and eighth-grade pupils being educated by the high school district in a separate building and on a tuition basis.

secondary increase was the greatest between 1950-51 and 1951-52--nineteen pupils, or 11.45 per cent.

Enrollment by grade levels. The enrollment in grades one through twelve in the Davis Joint Union High School District, as of October 31, 1953, was an actual total of some 990 pupils, as presented in Table XXII. By various grade groupings, the senior high total was 150 pupils, the junior high total, 212, and the elementary (grades one through six), 628.

There were ninety-four more pupils enrolled in the first grade than in the twelfth, sixty-one more in the first than in the seventh grade, 266 more in grades one through six than in grades seven through twelve, and 154 more pupils in the first three grades than on the junior high school level.

In all probability, however, it seems appropriate to note here that the Davis public school enrollment picture is one of a rather small nature insofar as the total number of pupils in all grades are concerned.

Financial abilities of the several school districts. The average assessed valuation per average daily attendance on the elementary level in the Davis Joint Union High

TABLE XXII

ACTUAL ENROLLMENT BY GRADE LEVEL IN THE DAVIS JOINT UNION
HIGH SCHOOL DISTRICT AND COMPONENT ELEMENTARY
DISTRICTS, AS OF OCTOBER 31, 1953^a

Grade	Enrollment	Year will Reach Seventh Grade
12	42	
11	39	
10	69	
Total (Grades 10 to 12)	150	
9	66	
8 ^b	71 ^b	
7 ^b	75 ^b	
Total (Grades 7 to 9)	212	
6	82	1954-1955
5	98	1955-1956
4	82	1956-1957
3	102	1957-1958
2	128	1958-1959
1	136	1959-1960
Total (Grades 1 to 6)	628	
Grand Total (Grades 1 to 12)	990	

^aFrom records in the Office of the Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

^bDuring the 1953-54 school year, the seventh and eighth-grade pupils were educated by the high school district in a separate building and on a tuition basis.

School District was \$9410.00, as of October 31, 1953, according to the material presented in Table XXIII, varying from \$8612.00 in the Davis Elementary District with an average daily attendance of 1024, to \$48,297.00 in the extremely small Fairfield District with an average daily attendance of twenty-one.

The 240 secondary school average daily attendance units in the Davis school each has an average assessed valuation of \$40,971.00. (What better argument can be presented for the elimination of extremely small school districts than the previous two paragraphs!)

For the entire twelve grades the Davis average assessed valuation per average daily attendance of \$15,305.00 for 1285 pupils is almost two and one-half times that of the Grant's \$6259.00 for 7117 pupils.

In the Davis Districts, the high school appears to be operating on almost the maximum tax rate, along with the two elementary districts, only the larger of which, Davis, has a kindergarten.

Summary. The Davis Joint Union High School District, located some eighteen miles due west of Sacramento, is made up of but two separate eight-grade elementary school districts and one four-year secondary school district. It is situated primarily in Yolo County at the very southernmost

TABLE XXIII

ANALYSIS OF CERTAIN FINANCIAL FACTORS IN THE DAVIS
JOINT UNION HIGH SCHOOL DISTRICT AND
COMPONENT ELEMENTARY SCHOOL DISTRICTS,
AS OF OCTOBER 31, 1953^a

Elementary District	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Davis Joint Elementary	1024	\$ 8,612	\$ 8,818,885	.94
Fairfield	21	48,297	1,014,246	.80
Total Elementary	1045	\$ 9,410 (average)	\$ 9,833,131	
Davis Joint Union High	240	\$ 40,971 (average)	\$ 9,833,131	.78
Totals (Grades 1 through 12)	1285	\$ 15,305 (average)	\$19,666,262	

^aFrom records in the Office of the Yolo County
Superintendent of Public Schools Mrs. Eleanor Bandy.

tip, but with a small portion of it being located in Solano County, with the result that all the records are kept in the Yolo County Superintendent of School's Office. Davis is the smallest of the seven school districts included in this study, both geographically and according to the number of pupils enrolled. The relatively small city of Davis and the huge University of California at Davis are both situated within the boundaries of the Davis Joint Union High School District, with Davis also being the main connecting point on the Southern Pacific Railroad between the San Francisco and Southern California areas as well as the Pacific Northwest and the points directly to the east. Aside from these, however, the entire area of the Davis School Districts is entirely agricultural.

During the 1948 to 1954 period the average total elementary school average daily attendance increased each year by 17.96 per cent, and the secondary school average daily attendance increased by 11.11 per cent.

The average pupil enrollment increase on the elementary level in the Davis District was fifty-five, or a total of 333; for Grant, respectively, 446 and 2674. For grades nine, ten, eleven, and twelve, these same increases were: Davis, nine and fifty-seven; Grant, forty-eight and 288. The trend on both levels, in both high school districts, appeared to be steadily upward, with only slight

and minor variations in this trend from or in any two-year period.

Unusual, in one sense, is the fact that numerically the larger figures by far were those of and for Grant, but percentage wise, the larger figures were those of the three Davis Districts.

By grade levels, the comparison between the several Grant and the several Davis groupings would be as follows: where Davis had 150 pupils in senior high school, Grant had 1200; where Davis had 212 in junior high school, Grant had 1713; where Davis had 628 in grades one through six, Grant had 4919; and the totals, grades one through twelve were, respectively, 990 and 7832.

The comparison of the average assessed valuation per average daily attendance on the elementary level (Davis, \$9410.00 and Grant, \$3988.00), as well as on the secondary level (Davis, \$40,971.00, and Grant \$14,324.00), show the advantage to be with the smaller district in each case, almost three to one. On the combined twelve-grade basis, the assessed valuation per average daily attendance of the Davis totals is almost two and one-half times that of Grant (\$15,305.00 to \$6259.00).

Insofar as the tax rate comparisons are concerned, most of the Grant Districts were either operating on the maximum or the maximum plus specials, whereas the Davis

Districts were each just about at the maximum.

Looking at the entire picture or overview of the Davis Joint Union High School District and its two elementary school districts, it appears as if the three districts have already embarked upon the correct step in attempting to offer the best possible and most economical and efficient type of education for its junior high school age youngsters, namely, an intermediate program (grades seven and eight) in a well-planned special and separate building and campus, as presented in Table XX, page 83, Table XXI, page 85, and Table XXII, page 87, of this paper, and conducted by the secondary district on a tuition, contractual basis with the two elementary districts.

Apparently it will be sometime yet before the comparatively modern three-year (grades seven, eight, and nine) junior high school program can be instituted in the Davis School System, both because of the relatively small number of pupils involved and as the high per student cost of such a program for such few students is impractical.

A constant study is being undertaken, however, in Davis in planning for the future, according to its able Superintendent Delmer Marshall.

CHAPTER VII

A BRIEF DESCRIPTION OF THE WOODLAND HIGH SCHOOL DISTRICT

Location. The Woodland High School District, including the largest city and county seat in Yolo County (Woodland), is located just west of the Sacramento River, winding for about twenty to twenty-five miles northward along this river. Its southern boundary is almost entirely the Davis Joint Union High School District. On the west the boundaries are those of the Winters and Esparto Union High School Districts, and to the north, the boundary is the Dunnigan Elementary School District of the Pierce Joint Union High School District, Arbuckle. Directly north and south, the straight-line measurements indicate some eighteen miles or so, and directly east and west, about the same. The City of Woodland is just to the southeast of the center of the high school district, the whole being approximately in a northwesterly direction from Sacramento.

The high school district will have two schools, beginning with the 1954-55 school year, each having the four-year vertical organization--the Woodland High School and the new James Marshall High School, the latter located in the Washington Elementary School District at the southeast corner of the union high school district, but using

the West Sacramento Post Office as its mailing address.

In addition, there were as of October 31, 1953, eleven separate elementary school districts of eight grades each forming the Woodland Union High School District, as can be noted from Table XXIV. Further, three of these same elementary school districts have each already become unionized within themselves from smaller elementary districts; specifically, these are the Elkhorn, Plainfield, and Willow Spring Union Elementary School District, noted also in Table XXIV.

The entire area of the secondary school district with very few, if any, exceptions, depends for its livelihood upon agricultural pursuits although that part of the district at the very southeast tip of the district, i.e., Bryte and Broderick and West Sacramento, has and is continuing to become, more and more of a suburban residential area. In this region, therefore, has been where the new high school will be located.

Further, running from Davis through Woodland and continuing almost directly northward, are both the main Southern Pacific Railroad line and United States Highway 99 to the Pacific Northwest.

The secondary school average daily attendance for the Woodland Union High School District during the 1953-54 school year, was approximately twelve hundred, for the

TABLE XXIV

AVERAGE DAILY ATTENDANCE (A.D.A) IN THE WOODLAND UNION HIGH SCHOOL DISTRICT
AND COMPONENT ELEMENTARY SCHOOL DISTRICTS,
1948-1949 TO 1953-1954^c

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Bryte	318	333	348	367	374	386	68	21.38
Cacheville	103	124	130	128	127	151	48	46.60
Elkhorn Union ^a	46	58	50	49	53	52	6	13.04
Grafton	155	159	156	153	135	150	-5	-3.23
Laugenour	57	58	56	50	53	63	6	10.53
Plainfield Union	88	86	85	93	113	119	31	35.23
Washington	939	1131	1044	1284	1518	1695	756	80.51
Willow Oak	46	53	58	55	52	59	13	28.26
Willow Spring Union ^b	29	30	39	41	53	51	22	75.86
Woodland	1416	1499	1529	1649	1754	1885	469	14.16
Zamora	40	45	46	45	52	48	8	20.00
Total Elementary	3237	3576	3541	3914	4284	4659	1422	43.93

TABLE XXIV (continued)

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per cent Gain
Woodland Union High	795	837	857	928	1069	1211	416	52.33
	4032	4413	4398	4842	5353	5870	1838	45.58
Elementary average per cent gain per year in average daily attendance								7.32
Secondary average per cent gain per year in average daily attendance								8.72

^aFremont and Monument, separate elementary districts, voted to unionize and form the Elkhorn Union Elementary District on December 15, 1948, becoming effective in July, 1949. They are combined here, however, for ease in handling and analyzing these statistics.

^bSpring Lake and Willow Slough, separate elementary districts, voted to unionize and form the Willow Spring Union Elementary District on January 7, 1948, becoming effective in July, 1949. They are combined here, however, for ease in handling and analyzing these statistics.

^cFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

eleven combined elementary districts it was about forty-six hundred and sixty.

Average daily attendance. By referring again to Table XXIV, pages 95 and 96, it can be seen that in the Woodland High School District the average per cent gain per year in average daily attendance was 8.72, while on the elementary level the combined average per cent gain per year for the eleven districts making up the secondary district was 7.32. Numerically, these gains between 1948 and 1954 were totals of 1422, on the elementary levels, and 416, on the secondary level.

Six-year increase in average daily attendance. The combined elementary average daily attendance in the eleven districts comprising the Woodland High School District increased from 3236 in 1948 to 4659 in 1953-54, a total jump of 1422, according to Table XXIV, pages 95 and 96. The secondary average daily attendance during this same period increased from 795 to 1211, a jump of 416.

Table XXIV indicates further that there is a great disparity of size in and among the eleven elementary districts forming the Woodland High School District insofar as average daily attendance figures are concerned. As of the school year ending June 30, 1954, the average daily

attendance range was from fifty-one in Willow Spring Union and fifty-two in Elkhorn Union all the way up to 1695 in Washington and 1885 in Woodland. In each elementary district but one, however (Grafton, with a drop of five in average daily attendance, from 155 to 150, between 1948 and 1954), there was a steady increase in average daily attendance from year to year amounting to double figures in the percentage column.

In the secondary district, also, during this same time, the Woodland average daily attendance showed a steady and gradual rise from year to year.

Actual total enrollments. During the period 1948 to 1954, the average yearly elementary school enrollment increase in the Woodland districts was some two hundred pupils, or a 1202 total increase from 3037 to 4239. At the same time, the secondary enrollment jumped from 818 to 1220, a total increase of 402, or an annual average increase of sixty-seven. Comparable per cents, also taken from Table XXV, show on the elementary level a total increase of 40.98, or a yearly average of 6.63; on the secondary level, a total increase of 44.92, or a yearly average of 7.49.

It is interesting to point out here that the 10.31 per cent of the elementary increase from 1948-49 to 1949-50 is reflected four years later on the secondary level by a

TABLE XXV

ACTUAL ENROLLMENT IN THE WOODLAND UNION HIGH SCHOOL
DISTRICT AND COMPONENT ELEMENTARY DISTRICTS,
1948-1949 TO 1953-1954^a

Years	Eleven Elementary Districts	Per Cent Inc.	Woodland Union High School District	Per Cent Inc.
1948-1949	3037	6.23	818	3.03
1949-1950	3350	10.31	866	5.87
1950-1951	3369	0.57	896	3.46
1951-1952	3645	8.19	973	8.59
1952-1953	3942	8.15	1107	13.77
1953-1954	4239	7.53	1220	10.21
Average gain	1202 200	40.98 6.83	402 67	44.92 7.49

^aFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

10.21 per cent increase from 1952-53 to 1953-54. On the other hand, on both levels, there has been a steady and constant increase in pupil enrollment.

Enrollment by grade levels. Table XXVI indicates that as of October 31, 1953, there were 5459 pupils actually enrolled in the Woodland Public Schools, grades one through twelve. Of this total, 3385 were enrolled in the first six grades; 1235 in junior high grades; and 839, in grades ten, eleven, and twelve.

There were 478 more pupils in grade one than in grade twelve; 241 more in the first than in the seventh grade; 1311 more in grades one through six than in grades seven through twelve; and, what is most significant here, there were 643 more pupils in the first three grades than in the three junior high grades, indicating (at least insofar as actual enrollment is concerned) adequate reason for the possible eventual establishment of at least two junior high schools in the district, since the total of grades one, two, and three, was some 1878 pupils.

If compared with the Grant District figures of six years earlier, the Woodland statistics were quite a bit more than half those of Grant's, for most purposes and in most cases. The only drop in enrollment appeared to be in the third and fourth grades with steady increases everywhere

TABLE XXVI

ACTUAL ENROLLMENT BY GRADE LEVEL IN THE WOODLAND UNION
HIGH SCHOOL DISTRICT AND COMPONENT ELEMENTARY
DISTRICTS, AS OF OCTOBER 31, 1953^a

Grade	Enrollment	Year will enter Seventh Grade ^b
12	200	
11	267	
10	372	
Total (Grades 10 to 12)	839	
9	381	
8	417	
7	437	
Total (Grades 7 to 9)	1235	
6	477	1954-1955
5	542	1955-1956
4	488	1956-1957
3	527	1957-1958
2	673	1958-1959
1	678	1959-1960
Total (Grades 1 to 6)	3385	
Grand Total (Grades 1 to 12)	5469	

^aFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

^bAdded by the investigator.

else.

Financial abilities of the several school districts.

Analysis of the financial abilities of the twelve separate elementary and secondary districts of the Woodland Union High School District, by means of Table XXVII, seems to indicate that in nearly every instance the larger districts (Washington, \$6478.00 and Woodland, \$8032.00) had the lowest assessed valuation on the elementary level, with the reverse also being true in most cases. On the secondary level, there was a fine assessed valuation per average daily attendance of \$36,650.00 as of October 31, 1953.

Variation in the assessed valuation per average daily attendance on the elementary level was all the way from \$3120.00 in the Bryte District, with 386 pupils, to \$53,233.00 in the Laugenour District, with sixty-three pupils.

The figure of \$15,122.00 is the average assessed valuation per average daily attendance behind each of the 5870 pupils in the Woodland total of grades one through twelve.

On both the elementary and the secondary levels the assessed valuation per average daily attendance was well over twice as much for Woodland as it was for Grant, specifically and respectively, \$9526.00 to \$3988.00, and

TABLE XXVII

ANALYSIS OF CERTAIN FINANCIAL FACTORS IN THE WOODLAND UNION HIGH
SCHOOL DISTRICT AND COMPONENT ELEMENTARY SCHOOL
DISTRICTS, AS OF OCTOBER 31, 1953^a

Elementary District	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Bryte	386	\$ 3,120	\$ 1,204,390	.90
Cacheville	151	13,595	2,052,916	1.49
Elkhorn Union	52	36,939	1,920,853	.80
Grafton	150	15,885	2,382,764	.80
Leugenour	63	53,233	3,353,655	.80
Plainfield Union	119	27,921	3,222,602	.70
Washington	1695	6,478	10,979,478	1.02
Willow Oak	59	14,645	864,039	.80
Willow Spring Union	51	25,644	1,307,831	.70
Woodland	1885	8,032	15,140,045	.90
Zamora	48	40,729	1,955,025	.80
Total Elem.	4659	\$ 9,526 (average)	\$44,383,598	
Woodland Union High	1211	\$ 36,650 (average)	\$44,383,598	.75
Totals (grades 1-12)	5870	\$ 15,122 (average)	\$88,767,196	

^aFrom records in the Office of Yolo County Superintendent of Public Schools Mrs. Eleanor Bandy.

\$36,650.00 to \$14,324.00. The total assessed valuation per combined average daily attendance on the two levels bears out pretty much the same situation, i.e., \$15,122.00 for Woodland to \$6,259.00 for Grant.

A look at the tax rates of Table XXVII, page 103, indicates that of the twelve districts shown, all are operating at the maximum except Plainfield Union Elementary and Willow Spring Union Elementary, which are operating with a seventy cent tax rate, ten cents under the maximum permitted without the kindergarten, and the Cacheville and the Washington Elementary Districts are operating with a 1.49 rate and a 1.02 rate, respectively.

Certain other of these districts could apparently and evidently put forth a great deal more effort on the local level, toward offering the best possible educational opportunities for its children, particularly Woodland and Bryte Elementary Districts. Washington Elementary District might also attempt to extend itself.

Summary. The Woodland Union High School District composed of eleven separate eight-year elementary districts of varying areas and enrollments, lies roughly northwest of the City of Sacramento about twenty-five miles to its center. There was but one four-year high school, as of the 1953-54 school year, with an approximately average

daily attendance of twelve hundred and a combined elementary total of 4660 average daily attendance in the several lower level districts.

Included in the district, which is primarily agricultural throughout its four hundred square miles, is the largest city and county seat of Yolo County, namely Woodland. At the district's southeastern tip is a fast-growing suburban residential area, just west from the State Capital of Sacramento and across the Sacramento River. Running almost directly north and south through the heart of the district are both the main Southern Pacific Railroad line and the United States Highway 99 to the Pacific Northwest.

There has been some evidence already that several of the smaller districts have unionized to form three larger but still separate elementary districts.

Whereas the elementary and secondary increases in average daily attendance, between the years 1948 to 1954, for Woodland were, respectively, 1422 and 416 in actual total numbers, or 7.32 and 8.72 per cent, respectively, average gain per year in average daily attendance, the comparable figures for Grant some six years earlier were, respectively, 3005 and 305, on the two levels, or percentage wise, 14.37 and 3.57, respectively. These figures

indicate that Woodland just recently would seem to have had more of a problem to provide housing for its secondary pupils than for its elementary pupils. In actual practice, this situation has been pinpointed by the fact that a new four-year high school, James Marshall, was put into operation with the beginning of the fall semester of 1954, as another secondary school of the Woodland Union High School District, located in the Washington Elementary District, the second largest of the eleven elementary in the district, but using the West Sacramento Post Office as its mailing address.

Actual enrollments in the Woodland School Districts indicated an average gain per year of two hundred elementary and sixty-seven secondary pupils for the six-year period ending with the 1953-54 year. Enrollment by grade levels for the Woodland District shows that there were 5459 pupils in grades one through twelve as of October 31, 1953.

Other Woodland figures are: 3385 pupils in the first six grades; 1235, in the junior high grades, and 839, in grades ten, eleven, and twelve.

Throughout, the Woodland statistics grade by grade were quite a bit more than half those of Grant's taken in the same manner.

Worthy of note in the remotely possible eventual establishment of the junior high program in the Woodland Secondary School District is the fact that there were 1878 pupils in the first three grades during the 1953-54 school year.

The average assessed valuation per average daily attendance of the two levels in Woodland was, on the elementary level, \$9526.00; and, on the secondary level, \$36,650.00. The average assessed valuation per average daily attendance encompassing all twelve grades in Woodland was \$15,122.00.

Comparisons of the operating tax rates in the two levels show pretty much the same thing, in that most of the districts were either operating at the maximum or at the maximum plus special tax rates.

The total situation in the Woodland School Districts appears in some respects to be somewhat akin to that of the Elk Grove Districts, in that the area of the high school district is quite large and is almost entirely agricultural in its gainful and occupational pursuits. On the other hand, the total number of pupils involved in the Woodland areas is well over two thousand more than that of the Elk Grove areas.

CHAPTER VIII

A BRIEF DESCRIPTION OF THE ROSEVILLE JOINT UNION HIGH SCHOOL DISTRICT

Location. Directly north of the Grant and San Juan Union High School Districts is the Roseville Joint Union High School District, eighteen to twenty-two miles from Sacramento. However, the new freeway, to be completed within the next year, will shorten this distance by several miles and will cut the time necessary to travel between these two cities quite appreciably.

The Roseville High School District is located primarily in Placer County, with just a small part each of the Center Joint and the Dry Creek Joint Elementary School Districts lying south in Sacramento County. Control of the small Center Joint Elementary School District remains with Sacramento County, and several of its secondary school students attend in the Grant Union School District on a tuition basis. The eastern boundary of the Roseville Secondary District is El Dorado County; the western, Sutter County; and to the north, the boundaries are the Lincoln and Placer Union High School Districts. Incidentally, a part of the Loomis Union Elementary School District lies also in the Placer Union High School District.

The City of Roseville, just north of the Placer County-Sacramento County line, is the biggest in Placer County. Passing through this center are both the Southern Pacific Railroad and United States Highway 40, main routes and roads to the east over Donner Pass. Roseville itself seems to be primarily a "railroad town," having the biggest icing yards for refrigerator cars in the United States and also large marshaling yards and with one of the few big gravity switching yards and mechanisms in the world.

With the exception of these, however, the pursuits of most of the other families of the Roseville Joint Union High School District are agricultural, notably sheep, horses, and cattle, with a few dairies and rice farmers. The district runs roughly five and one-half miles east and west, and about half that distance north and south.

Aside from the Center Joint Elementary School District previously mentioned, there are six eight-grade elementary school districts in the Roseville Secondary District, having a combined average daily attendance of approximately twenty-six hundred. The average daily attendance of and in the one four-year high school level is about seven hundred and fifty.

Average daily attendance. Table XXVIII presents figures to show that the total elementary level average per cent gain per year in average daily attendance between 1948 and 1954 in the Roseville Districts was 5.84, and in the secondary, 4.68. Numerically, these averages would be, respectively, 118, and twenty-seven.

There seems to be no particular significance to these figures except to pretty well pinpoint the fact that there is almost a constant and nearly even rate of growth in the Roseville schools from year to year for all twelve grades, with a slightly larger rate for the first eight grades.

Six-year increase in average daily attendance.

Further reference to Table XXVIII presents information to the effect that the total combined amount of average daily attendance gain between 1948 and 1954, in the six elementary school districts of the Roseville Joint Union High School District was 671; the similar secondary average daily attendance gain for this period was 163.

The elementary gain was from 1916 to 2587, during this time, while the secondary gain was from 581 to 744.

Insofar as the total numbers are concerned, the comparable Grant figure of a 3005 gain on the elementary level is almost five times the 671 gain for Roseville;

TABLE XXVIII

AVERAGE DAILY ATTENDANCE (A.D.A.) IN THE ROSEVILLE JOINT UNION HIGH SCHOOL
DISTRICT AND COMPONENT ELEMENTARY SCHOOL DISTRICTS,
1948-1949 TO 1953-1954^a

Elementary District	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	Amount of Gain	Per Cent Gain
Alpha	14	25	26	25	29	28	14	100.00
Dry Creek Joint	43	45	41	40	64	61	38	88.37
Eureka Union	97	107	107	117	128	118	21	21.65
Loomis Union	356	367	377	405	430	448	92	25.84
Rocklin	195	240	240	272	361	398	203	104.10
Roseville City	1211	1271	1318	1381	1442	1514	303	25.02
Total								
Elementary	1916	2055	2109	2240	2454	2567	671	35.02
Roseville Joint								
Union High	581	583	624	653	706	744	163	28.06
	2497	2638	2733	2893	3160	3331	834	33.40
Elementary average per cent gain per year in average daily attendance								5.84
Secondary average per cent gain per year in average daily attendance								4.68

^aFrom records in the Office of Placer County Superintendent of Schools
Albert F. Bequette.

on the secondary level, the Grant figure of 305 is about twice that of Roseville's 163.

Within the Roseville Joint Union High School District itself, there is a considerable difference in the sizes of the several elementary school districts, according to average daily attendance, as shown in Table XXVIII, page 111. The range is from twenty-eight in the Alpha District to 1514 in the Roseville City District, with the next largest--the Loomis Union Elementary District--having but an average daily attendance total of 448 for the 1953-54 school year. Rocklin, next in order, had 398.

On the other hand, while Roseville City gained 303 average daily attendance from 1948 to 1954, Rocklin gained 203; but Loomis Union showed an increase of only ninety-two. Each district, however, did show regular average increases ranging percentage wise from 21.65 in the Eureka Union Elementary District to 100 in the Alpha District and 104.10 in the Rocklin Elementary District.

The secondary district showed a total per cent gain of 28.06 from 1948 to 1954; while the elementary districts taken as a whole showed a per cent gain of 35.02, largely due to but two districts--Roseville City and Rocklin.

Actual total enrollments. In the actual enrollment picture, as presented in Table XXIX, it is noted that the

TABLE XXIX

ACTUAL ENROLLMENT IN THE ROSEVILLE JOINT UNION HIGH
SCHOOL DISTRICT AND COMPONENT ELEMENTARY
DISTRICTS, 1948-1949 TO 1953-1954^a

Years	Six Elementary Districts	Per Cent Increase	Roseville Joint Union High School District	Per Cent Increase
1948-1949	1754	4.59	585	4.65
1949-1950	1914	9.12	582	-0.51
1950-1951	1968	2.82	619	6.36
1951-1952	2097	6.55	653	5.49
1952-1953	2260	7.77	695	6.43
1953-1954	2339	3.49	758	9.06
Average gain	585 98	34.34 5.72	173 29	31.48 5.25

^aFrom records in the Office of Placer County Superintendent of Public Schools Albert F. Bequette.

total combined average yearly elementary school enrollment increase in the six districts comprising Roseville Joint Union High School District was ninety-eight pupils, or a grand total increase of some 585, from 1754 to 2339. At the same time, the secondary enrollment jumped from 585 to 758, a total increase of 173, or an annual average increase of twenty-nine. Comparable per cents, also taken from Table XXIX, page 113, show on the elementary level a total increase of 34.34, or a yearly average of 5.74; on the secondary level, a total increase of 31.48, or a yearly average of 5.25. Again these figures tend to show an almost constant regular trend in the pupil increase for all twelve grades from year to year.

Just as it was shown in a similar situation for Woodland in Chapter VII, and even for the same years, it is interesting to point out for Roseville that the 9.12 per cent of the elementary increase from 1948-49 to 1949-50 is reflected four years later on the secondary level by a 9.06 per cent increase from 1952-53 to 1953-54. Both levels, however, show a constant and regular increase in pupil enrollment, except for a per cent increase of but 3.49 on the elementary level from 1952-53 to 1953-54. If this latter should continue, of course, it may eventually have other implications.

Enrollment by grade levels. There were some 3097 pupils actually enrolled in the twelve grades of the Roseville Joint Union High School District, according to Table XXX, as of October 31, 1953. Of this total, 1816 were enrolled in the first six grades, 725 in junior high grades, and 556 in grades ten, eleven, and twelve.

There were 166 more pupils in grade one than in grade twelve, thirty-one more in the first than in the seventh grade, 535 more in grades one through six than in grades seven through twelve, and 222 more pupils in the first three grades than in the three junior high grades.

Since there were 947 students in the first three, or primary, grades, the establishment of a junior high school program might possibly be well warranted.

The grade level enrollments here present a somewhat irregular picture because of drops from the tenth to the ninth grades, from the seventh to the sixth grades, from the fifth to the third grades, and again from the second to the first grades. On the other hand, there is a definite trend upward within each of the three segments and also from any one to the others.

In most cases the comparable figures showed that Roseville had quite a bit less than half of the enrollments for Grant; on the elementary level, it was almost exactly

TABLE XXX

ACTUAL ENROLLMENT BY GRADE LEVEL IN THE ROSEVILLE JOINT
UNION HIGH SCHOOL DISTRICT AND COMPONENT ELEMENTARY
DISTRICTS, AS OF OCTOBER 31, 1953^a

Grade	Enrollment	Year will enter Seventh Grade
12	140	
11	182	
10	234	
Total (grades 10 to 12)	556	
9	202	
8	243	
7	275	
Total (grades 7 to 9)	725	
6	263	1954-1955
5	317	1955-1956
4	289	1956-1957
3	290	1957-1958
2	351	1958-1959
1	306	1959-1960
Total (grades 1 to 6)	1616	
Grand total (grades 1 to 12)	3097	

^aFrom records in the Office of Placer County Superintendent of Public Schools Albert F. Bequette.

one-third as many.

Financial abilities of the several school districts.

The assessed valuation per elementary average daily attendance in the Roseville Joint Union High School District ranged all the way from \$1108.00 in Loomis Union to \$19,875.00 in Dry Creek Joint Union, according to Table XXXI, with the elementary average being \$6590.00.

On the secondary level the assessed valuation per average daily attendance was \$23,339.00. The assessed valuation per average daily attendance for 3331 students, grades one through twelve, was \$10,331.00.

The Roseville City Elementary School District, including 1514 pupils, had an assessed valuation per average daily attendance of \$8116.00.

The tax rates for the districts--seven in all--in the Roseville Joint Union High School District, as presented in Table XXXI, show that on the elementary level all but Rocklin and Roseville are operating at the maximum tax rate, depending upon whether or not the districts have kindergartens (.90) or not (.80). Rocklin has a .69 operating tax rate and Roseville has an operating tax rate of .86.

It would seem that both the Rocklin and the Loomis Union Elementary School Districts need to do much more on the local level to financially support the education of

TABLE XXXI

ANALYSIS OF CERTAIN FINANCIAL FACTORS IN THE ROSEVILLE JOINT UNION HIGH SCHOOL DISTRICT AND COMPONENT ELEMENTARY SCHOOL DISTRICTS, AS OF OCTOBER 31, 1953^a

Elementary District	A.D.A.	Assessed Valuation per A.D.A.	Property Valuation	Tax Rate
Alpha	28	\$ 12,129	\$ 339,620	.80
Dry Creek Joint	81	19,875	1,609,875	.80
Eureka Union	118	6,014	709,635	.80
Loomis Union	448	1,108	496,540	.90
Rocklin	398	4,032	1,604,595	.69
Roseville City	1514	8,116	12,286,970	.86
Total				
Elementary	2587	\$ 6,590 (average)	\$17,047,235 ^b	
Roseville Joint Union				
High	744	\$ 23,339 (average)	\$17,364,395	1.55
Total				
(grades 1-12)	3331	\$ 10,331 (average)	\$34,411,630	

^aFrom records in the Office of Placer County Superintendent of Public Schools Albert F. Bequette.

^bDoes not include that relatively small portion and amount of Center Joint Elementary School District located in Sacramento County.

their children. Rocklin might possibly be able to accomplish this by merely raising the tax rate to its legal maximum operating level of ninety cents for K-8 organization. Certainly, by all means, Loomis needs to raise its operating tax rate enormously, because of its small property valuation and its relatively large pupil enrollment.

On the secondary level, the taxpayers of the Roseville Joint Union High School District are to be heartily commended for having voted a 1.55 operating tax along with its relatively high assessed valuation per average daily attendance of \$23,339.00 for 744 students.

There appears to be no similarity at all when the several tax rates of the Grant and Roseville Districts are compared.

Summary. The Roseville Joint Union High School District is composed of seven separate eight-grade elementary school districts (although the control of one of the very smallest remains in Sacramento County), and includes one four-year high school in the City of Roseville. This city is primarily a railroad center, and it has more than half of the 3331 total pupil enrollment, grades one through twelve, lying within the boundaries of the joint union secondary district.

Roseville School Districts lie just north of the Sacramento County line and straddle the main highway and railroad routes heading east. They are approximately eighteen to twenty-two miles from Sacramento.

Outside of the City of Roseville the pursuits of most of the people in the Roseville Secondary District are agricultural. In Roseville itself, the largest city in Placer County, railroading, with all its aspects and phases, seems to be the main pursuit.

During the 1948 to 1954 period, the average total elementary school average daily attendance increased each year by some 5.84 per cent, the secondary school average daily attendance by 4.68 per cent. The comparisons with the Grant figures of six years earlier show that on the elementary and secondary levels, respectively, the Grant totals were just about two and one-half times the per cent and about three-quarters of the per cent of the corresponding Roseville figures. Numerically the same comparisons, with the Roseville figures given first, are: elementary level six-year total gain, 671 to 3005, secondary level, 163 to 305.

The average pupil increase on the elementary level in the Roseville District was ninety-eight, or a total of 585. For grades nine, ten, eleven, and twelve, these same

increases were twenty-nine and 173. The general over-all trend on both levels in the Roseville Districts was slightly, but gradually and steadily, upward.

By grade levels, 1953-54, which more or less solidifies the picture, the totals in Roseville showed 556 pupils in senior high school, 725 in junior high, 1816 in grades one through six, and a grand total of 3097. There were 166 more pupils in grade one than in grade twelve, thirty-one more in the first than in the seventh grade, 535 more in grades one through six than in grades seven through twelve, and 222 more pupils in the first three grades than in the three junior high grades.

In nearly every case the comparable Roseville figures here are between one-third and one-half those for Grant some six years earlier. The Roseville financial statistics are: Average elementary assessed valuation per average daily attendance, \$6,590.00; Secondary assessed valuation per average daily attendance, \$23,339.00; and Average assessed valuation per average daily attendance (grades one through twelve), \$10,331.00.

These figures indicate that the amount of money behind each pupil is considerably higher in the Roseville District than in the Grant District.

Insofar as tax rates are concerned, the voters of the Roseville Joint Union High School District have done a great deal more to insure adequate education for their secondary pupils (1.55 operating tax rate) than they have in several of the elementary districts, with operating tax rates of .69, .86, .80, and .90.

CHAPTER IX

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary. In the initial chapter, it was assumed and pointed out, in citing a number of authorities, that the three-year separate junior high school program, made up of grades seven, eight, and nine, appeared to be the best possible arrangement, educationally, psychologically, and sociologically, for the particular age-grade group in question.

Within the radius of approximately twenty-five miles from the City of Sacramento, California's State Capital, there are--exclusive of the small Clarksburg and Courtland Districts south of the city on the Sacramento River--now seven separate secondary or high school districts comprising or including a total of forty-one different elementary school districts. Folsom is the only one of the districts which is unified, thereby having all twelve grades under one school board and administration. The other six, Grant Union, San Juan Union, Elk Grove Union, Davis Joint Union, Woodland Union, and Roseville Joint Union, each has separate school boards and administrations for the different elementary districts forming the union secondary district.

The entire area in which these school districts are located is primarily one of agricultural pursuits, but also one in which population and school growth has been rapidly increasing. However, since California is now the second most populous state of the United States of America, and since California's Capital might very well be said to be the focal point of the area studied in this paper (though Sacramento itself is not considered directly in any way in this study), the larger area included herein also has large suburban and residential districts (Grant, San Juan, Woodland, and Roseville Districts), with their resulting smaller and larger business establishments and merchants.

In addition, there are the usual certain state and federal offices and institutions in the area, since it is near the State Capital. Too, the major east-west and north-south highways and railroads pass directly through Sacramento, a combination of these highways and railroads touching each of these seven high school districts except Folsom. The latter, however, does lie astride an equally important east-west highway way way of Lake Tahoe.

Finally, there are enormous variations, in the many segments or parts, both in each of the high school districts and again between the high school districts in such categories as geographical area, pupil enrollment, average

assessed valuation per average daily attendance, tax rate, and planning as of the 1953-54 school year. Table XXXII presents most of these variations.

In geographical area, Davis is the smallest of the districts, with Elk Grove being the largest.

The pupil enrollment figures indicate spreads from 990 total, grades one through twelve in the Davis Schools to 11,680 total for the same grades in the San Juan District. On the junior high school level (grades seven, eight, and nine), the ranges are from 212 in Davis and 215 in Folsom to 2439 for San Juan and 1713 for Grant. Woodland's 1235 pupils in these three grades is just about half of the highest totals here.

Average assessed valuation per average daily attendance also shows marked variations: (1) on the elementary level, from San Juan's \$3767.00 and Grant's \$3988.00 to Davis' \$9410.00 and Woodland's \$9526; (2) on the secondary level, from Grant's \$14,324.00 to Davis' \$40,971.00; and (3) total, grades one through twelve, from San Juan's \$6214.00 and Grant's \$6259.00 to Woodland's \$15,122.00 and Davis' \$15,305.00. These statistics seem to bear out the fact that the larger the district the less wealth there is behind each pupil and vice versa, coupled with the additional fact that mushrooming suburban and residential districts

TABLE XXXII
RECAPITULATION OF CERTAIN SUMMARY DATA PRESENTED IN T

	Grant Union High School District (1943 to 1949)		San Juan Union High School District (1948 to 1954)		Folsom Unified School District (1948 to 1954)		Elk Grove Union High School Dist (1948 to 1954)	
	<u>Numerically</u>	<u>Per Cent</u>	<u>Numerically</u>	<u>Per Cent</u>	<u>Numerically</u>	<u>Per Cent</u>	<u>Numerically</u>	<u>Per</u>
Six-Year Attendance (A.D.A.)								
Growth Totals:								
Elementary (grades 1 to 8)	3005	86.20	7425	171.95	565	96.42	723	40.
Secondary (grades 9 to 12)	305	21.45	1525	156.95	145	32.66	163	28.
Six-Year Actual Enrollment								
Growth Totals (Yearly Average):								
Elementary (grades 1 to 8)	446	11.00	1039	19.3	103	18.30	576	5.
Secondary (grades 9 to 12)	48	2.65	253	18.7	10	7.61	170	4.
Enrollment by Various								
Grade Levels:								
	<u>October 31, 1948</u>		<u>October 31, 1953</u>		<u>October 31, 1953</u>		<u>October 31, 1953</u>	
Primary (grades 1 to 3)		2777		4234		549		934
Elementary (grades 1 to 6)		4919		7530		899		1835
Junior High (grades 7 to 9)		1713		2439		215		783
Senior High (grades 10 to 12)		1200		1711		154		517
Total (grades 1 to 12)		7832		11680		1268		3135
Average Assessed Valuation per A.D.A.								
Elementary (grades 1 to 8)		\$ 3,988		\$ 3,767		\$ 6,270		\$ 6,451
Secondary (grades 9 to 12)		14,324		17,718		12,253		18,521
Total (grades 1 to 12)		\$ 6,259		\$ 6,214		\$ 8,180		\$ 9,206
Operating Tax Rates:								
District with Lowest Rate	<u>Elementary</u>	<u>Tax Rate</u>	<u>Elementary</u>	<u>Tax Rate</u>	<u>Unified District Total</u>		<u>Elementary</u>	<u>Tax R</u>
	American		Sylvan	1.03			Arno	0.6
District with Highest Rate	Basin	0.39	Arden-				Lee	
	Robla	1.26	Carmichael	1.50	1.69		Pleasant	1.2
Secondary		1.00		1.15			Grove-Reese	1.1

TABLE XXXII

APITULATION OF CERTAIN SUMMARY DATA PRESENTED IN TABLES I TO XXXI

District	Folsom Unified School District (1948 to 1954)		Elk Grove Union High School District (1948 to 1954)		Davis Joint Union High School District (1948 to 1953)		Woodland Union High School District (1948 to 1953)		Roseville Joint Union High School District (1948 to 1953)	
	Cent	Numerically	Per Cent	Numerically	Per Cent	Numerically	Per Cent	Numerically	Per Cent	Numerically
1.95	565	96.42	723	40.50	542	107.75	1422	43.93	671	35.02
8.95	145	32.66	163	28.15	96	66.67	416	52.33	163	28.06
9.3	103	18.30	576	5.78	55	11.29	200	6.83	98	5.72
8.7	10	7.61	170	4.88	9	7.19	67	7.49	29	5.25
953	<u>October 31, 1953</u>		<u>October 31, 1953</u>		<u>October 31, 1953</u>		<u>October 31, 1953</u>		<u>October 31, 1953</u>	
	549		934		366		1878		947	
	899		1835		628		3385		1816	
	215		783		212		1235		725	
	154		517		150		839		556	
	<u>1268</u>		<u>3135</u>		<u>990</u>		<u>5459</u>		<u>3097</u>	
	\$ 6,270		\$ 6,451		\$ 9,410		\$ 9,526		\$ 6,590	
	12,253		18,521		40,971		36,650		23,339	
	\$ 8,180		\$ 9,206		\$15,305		\$15,122		\$10,331	
Rate	Unified District	Total	Elementary	Tax Rate	Elementary	Tax Rate	Elementary	Tax Rate	Elementary	Tax Rate
03			Arno	0.61	Fairfield	0.80	Willow Spr. Un.,		Rocklin	0.69
50			Lee		Davis Jnt.		Plainfield Un.	0.70	Loomis Un.	0.90
15	1.69		Pleasant Grove-Reese	1.25	Elem.	0.94	Cacheville	1.49		
				1.14				0.75		1.55

with very little, if any, industrial and manufacturing plants also have the same difficulty in adequately supporting the educational opportunities of its children.

Tax rates varied as follows: (1) on the elementary level, from .39 in the small American Basin District of the Grant Union High School District all the way to 1.49 in the relatively small Cacheville District of the Woodland Union High School District, and 1.50 in the extremely large Arden-Carmichael Union District of the San Juan Union High School District; and (2) on the secondary level, from .75 in Woodland and .78 in Davis up to Roseville's, 1.55.

The grand total of pupils being educated, from grades one through twelve, presented in this study, was approximately thirty-four thousand.

Insofar as future planning seems to have been indicated, the following trends seem indicated:

1. The Grant Union High School District, which served as the comparison factor in this study, seems to be definitely committed to the 6-3-3 plan, even though such plan entails an apparent continuation of the contractual arrangements between the high school and the several elementary school districts within its boundaries for the education of the seventh and eighth-grade pupils in Grant's junior high schools.

2. San Juan apparently is going to perpetuate the 8-4 system within its district, despite its enormous pupil population in a fairly compact district.

3. Folsom, with the second smallest number of pupils in the study, has the advantage already of being a unified school district, and will probably not undergo any radical changes in its present 8-4 arrangement until its present junior high school enrollment of but 212 is about to be quadrupled at least.

4. Elk Grove, the largest district, geographically, on the secondary level, is typically agricultural throughout; and as farmers are wont to do, it would appear that the 8-4 organization is there to stay.

5. Davis, though the smallest secondary district, both geographically and in total pupil enrollment, has made forward-looking strides already toward the eventual establishment of the three-grade junior high school program by educating its seventh and eighth-grade pupils on a separate campus through contractual arrangements with its two elementary school districts.

6. Woodland also appears to be continuing the 8-4 plan of vertical arrangement, being almost identical in agricultural pursuits with Elk Grove except at its southwest corner, where it has become a suburban, residential area for so many families whose wage-earners work in and

around Sacramento.

7. Roseville, while exerting fine financial effort to support its high school district, with its operating tax rate of 1.55 (.75 maximum, plus .80 special), does not at this writing seem to be considering any change in its current 8-4 organization.

It was further shown that one school district (Stockton), which had been on the 6-4-4 plan for a number of years, is gradually changing to the 6-3-3-2 arrangement, after an investigation by citizens' committees aided by competent educational experts in the field. Mention of this is made in Chapter I.

Again, both the areas comprising the Chico and the Nevada City-Grass Valley Union High School Districts, also mentioned in Chapter I, have either established the three-year junior high program already, as has Chico, or have made a start in that definite direction, as has Nevada City Union. Chico is but one hundred miles north of Sacramento; Grass Valley and Nevada City, much less.

The trend seems to be noticeably, and gathering momentum, to the establishment of the junior high school, three-grade type of educational offering in California, according to the State Department of Education.

Finally, and apparently without exception, each and every large city school district, including Sacramento, the

focal point of the area studied here, has been operating on the 6-3-3 plan for years.

Conclusions. From the foregoing summary, it is reasonable to conclude that, generally, the junior high school movement is accelerating in California, on an over-all basis. Further, in the large city unified school districts, without exception, the junior high school program has been in effect for over twenty years in most cases.

In addition, it is now spreading rapidly to those school districts which are not yet unified, and not necessarily limited to cities. An example of the latter is Nevada City-Grass Valley in the Sierra Nevada foothills. Other examples of the former are the Grant Union High School and Chico Union High School Districts, where arrangements are made with the elementary schools on a contractual basis for the education of the seventh and eighth-grade elementary school pupils by the secondary school district.

Because of the mushrooming school population growths in most of the seven secondary districts studied in this paper, which growths do not seem to be showing signs of diminishing for many years, additional school planning and building is certainly indicated.

Specific conclusions seem to be pretty much as follows: The two largest and adjacent high school districts, Grant and San Juan, afford examples of two widely divergent philosophies and practices of the education of the children of grades seven, eight, and nine. The other five secondary districts of this study also exhibit definite conclusions in this respect.

1. The Grant Union High School District and its component but entirely separate elementary school districts have shown how the junior high school program can be instituted, organized, and maintained, even though it entails a rather cumbersome but necessary contractual arrangement between the high school district and each of its several elementary school districts for the education of their seventh and eighth-grade pupils.

2. The San Juan Union High School District and its several component elementary school districts seem interested only in perpetuating their 8-4 system.

There are now two four-year high schools in the district, with another one being planned for opening in the fall of 1955 with only the ninth grade, but adding another grade in each of the next three succeeding years until it reaches capacity.

3. The Folsom Unified School District, already having shown marked progress by having recently become

unified, will also probably exhibit the same tendency in the education of its future junior high school age children. However, at present, the district is on an 8-4 basis and has but 215 pupils all told in grades seven, eight, and nine. It will be sometime yet before it would be economically and efficiently feasible to enter upon the separate school campus for the Folsom's junior high school youngsters.

4. The Elk Grove Union High School District and its several component elementary school districts is primarily agricultural by far and also encompasses a huge geographical area, the biggest in this study. The conclusion here, of course, is that the 8-4 organizational set-up will be hard to dislodge, despite a noticeable but gradual growth in school population.

5. The Davis Joint Union High School District and its two elementary districts give every indication of attempting to offer its children the best possible intermediate (seventh and eighth-grade education), tending eventually toward the three-year junior high program on a separate campus.

6. The Woodland Union High School District and its several elementary districts (eleven in all) appear to be very desirous of continuing the 8-4 system, being most similar to Elk Grove in their agricultural make-up, and also because Woodland has just this past year established

its second four-year high school at the southeast corner of the district, just a mile or two west of Sacramento.

7. Roseville, though a fairly compact secondary school district geographically, gives no indication of wanting to change from its present 8-4 organization. On the other hand, this community, by taxing itself more than double the maximum operating rate, is solidly supporting its secondary school education in this respect.

Recommendations

As an outgrowth of what has been presented in this survey, there seem to be certain general as well as specific recommendations which are fairly apparent.

General recommendations.

1. The region within a twenty-five mile radius of Sacramento is growing extremely rapidly, in some areas much greater and faster than others, with the resulting speedy growth of school population and the need for additional planning of adequate schoolhousing. There should be a continuous study of the population growth and school building needs.

2. With but one exception, the seven secondary school districts presented in this paper offer the traditional eight-year elementary and four-year secondary type of educational programs. It is recommended that further

study be engaged by each of the high school districts regarding the desirability of changing over to the 6-3-3 plan of educational organization.

3. A comprehensive and intensified education of the parents and other taxpayers in these six districts should be undertaken at once toward their eventual desire and wish to provide the best educational opportunities for their seventh, eighth, and ninth-grade children.

Specific recommendations.

1. Grant, since it is going forward with its junior high school programs and building a fourth school plant very shortly, needs to continue on its present pattern of constant re-evaluation of the three-year junior high school education offered in its district.

2. San Juan, not appreciably different from the Grant Districts in any respect, geographical size and composition, total number of students, assessed valuation per average daily attendance, and other factors appear as a result of this study to be most traditional in its determination to perpetuate its 8-4 plan of organization.

The pertinent recommendation here seems to be for San Juan to enter upon a similar program of the establishment of junior high schools, to that found in Chico and Grant. This might be done in somewhat the same manner as

is being done in Stockton, i.e., a gradual change-over, as additional school plants are being constructed.

San Juan can accomplish this by building junior high schools in widely separated areas now and changing the plans for their third four-year high school at once to a junior high school. Its present two four-year high schools can then gradually be changed over to three-year high schools, since their locations are very well situated according to the areas of the district that they serve.

3. In the case of Folsom, the only unified school district in this study, it is recommended that the board of trustees and its administration look into the possibility of the establishment of one junior high school centrally located in the district by 1960 or 1961, at which time the pupil enrollment would seem to warrant such a situation.

4. The situation in Elk Grove is such that, being a large district geographically and primarily agriculture in nature, it is difficult to foresee the change from the traditional 8-4 system to the inauguration of the three-year junior high school program.

As soon as possible, the Elk Grove Districts should embark on some sort of intermediate education planning and schoolhouse construction, similar to that in the Davis Union High School District with its seventh and eighth-graders. Then it is not too difficult to include eventually

the ninth graders in such a plan.

5. Davis has already shown the way in what can be done for its seventh and eighth-grade pupils by its separate school plant for such children. No recommendation seems necessary here since their plan is to include the ninth graders in a junior high school program as soon as possible.

6. Woodland, very analogous to the Elk Grove Districts in most respects, already has two widely separated four-year high schools in operation as of the 1954-55 school year. In this respect, these two districts are quite different, since Elk Grove has but the one four-year high school.

Any future building of school plants in the Woodland Districts should and can now be easily undertaken by installing the three-year junior high school program in and by these districts, also in widely separated but still centrally located school facilities.

7. Roseville is a fairly small and compact secondary school district, much more so than Grant, in both geographical area and pupil population. The people of this district exhibit a wholehearted response in financially supporting their secondary school district.

The recommendation here is that Roseville embark

at once upon the establishment of at least one junior high school in its district, as the pupil enrollment already seems to warrant such a program.

Finally, it is hoped and believed that such relatively small studies as this, conducted objectively by school administrators, have definite values and uses in pointing the way toward further and more detailed and minute surveys, in the determination of what is or should be the best possible type, manner, and organization of the educational opportunities offered the children of any given community.

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